

Planning Purbeck's Future



Core Strategy Background Paper Volume 5: Housing Supply

This is volume 5 of 10 volumes which comprise the Core Strategy Background Paper, as follows:

- Volume 1: Summary of Evidence
- Volume 2: Challenges
- Volume 3: Vision and Spatial Objectives
- Volume 4: Development Options
- Volume 5: Housing Supply
- Volume 6: Settlement Extension Sites
- Volume 7: Economic Context
- Volume 8: Development Policies
- Volume 9: Purbeck Infrastructure Plan
- Volume 10: Settlement Strategy

NB: This background paper was written in October 2010 and updated in August 2011 and January 2012.

Summary

This background paper offers a summary of the different factors that contributed towards the agreed level of housing in Purbeck through setting out a timeline and discussing the contributory elements.

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1 Introduction

This background paper shows how the District's housing strategy was reached through setting out the numerous contributors to the Core Strategy Evidence Base. A timeline and spider diagram illustrating the timeline can be seen in Appendix 1.

1.1 Affordability of Housing in Purbeck

- 1.1.1 The Council has a critical need to deliver affordable housing in the District with 2,029 households currently on the waiting list (November 2011). Population growth and affordability issues stem from the number of people moving into the area, often for retirement, as well as the large number of second homes in the District. It is recognised that this is a growing problem in Purbeck, with over 7% of all dwellings being registered as second homes. In parts of the District this is considerably higher (Studland Parish 25%, Chaldon Herring Parish 21% and Worth Matravers Parish 20%).
- 1.1.2 The **Housing Needs Survey (2006)** highlighted the difficulties local people have in buying a house with a house price to income ratio of 5.93:1. The result is that many local people cannot afford to buy a property and the survey highlighted the District's chronic need for affordable housing of 409 affordable homes per annum between 2007 – 2012, if all needs at that time were to be met.
- 1.1.3 Affordable housing is social rented, affordable rented, shared ownership or low cost housing, which must remain affordable in perpetuity. In Purbeck, there is a need for all forms of affordable housing, but past delivery has predominately been social rented housing controlled by a registered provider (RP). Some developers have provided shared ownership property where part of the property is mortgaged and the remaining part rented from an RP, but rents on top of mortgage payments are not affordable to local people and take up has therefore been poor.
- 1.1.4 The **Strategic Housing Market Assessment (SHMA) (2008)** undertook a survey of housing need and demand to provide primary data on the District's need and demand for different forms of housing, in particular the required affordable/market split, the type and amount of affordable housing required. The assessment identified a tenure split of 97% social rented housing and 3% intermediate housing to rent or purchase. It was decided that a more logical split to take forward in a Core Strategy affordable housing tenure policy would be:
- 90% social rented housing
 - 10% intermediate housing to rent or purchase

- 1.1.5 In 2011, work commenced on an updated SHMA. The draft version looks at the above-mentioned figure of providing 409 affordable dwellings per annum over a five year period if all needs were to be met. Since 2006, a total of 161 affordable homes have been built in the District and a further 40 await completion. This averages at 40 per annum and is significantly less than 409 affordable homes per annum. Owing to the continuing backlog, the 2011 draft SHMA revises this figure to 520 dwellings per annum.
- 1.1.6 During the preparation of the Core Strategy many people have suggested that all new homes should be affordable to local people and there should be restrictions on second homes. However, this strategy would not be achievable as (a) there is no national policy that would permit this strategy; (b) there are not sufficient deliverable sites to provide a 5 year housing supply (the Council must have a 5 year supply which is deliverable. If it does not, this could lead to 'planning by appeal'); (c) not all sites are necessarily in the most sustainable locations and the best sites would be land banked for later plans; (d) there is also a need for open market housing that must be addressed; and (e) it is highly likely the plan would be deemed unsound by an Inspector at examination as the plan would not be deliverable. Lakeland District Council proposed a local occupancy clause for new housing in their Core Strategy and at examination the Inspector dismissed it as unworkable, as insufficient housing would come forward.
- 1.1.7 The greatest difficulty though in achieving 100% affordable housing is that there are very few landowners willing to gift land for affordable housing when the value of the land is little more than agricultural value. This is why only a handful of sites have come forward as rural exception sites (e.g. Church Knowle, Corfe Castle, Worth Matravers, Langton Matravers and Morden). Landowners will aim to get the best price possible and often hold onto sites for their 'hope value' of someday achieving open market values. The Council can only use compulsory purchase as a last means, and must explore all other avenues first, such as mixed open market and affordable housing sites.
- 1.1.8 Therefore, the Council cannot set policies to restrict second homes and is powerless to influence the sale of housing on the open market to people from outside Purbeck or influence market prices. However, as this background paper goes on to explain, a Residential Economic Viability Assessment has shown that planning policies that increase affordable housing provision are deliverable in Purbeck.

2. Historic Supply

- 2.1 The Bournemouth, Dorset and Poole Structure Plan required Purbeck to deliver around 3,800 houses during the period 1994-2011. This was to be through a mixture of infilling in the District's settlements, as well as allocated sites. However, due to the introduction of Habitats Regulations, planned strategic growth at Holton Heath could no longer be accommodated and allocations in this area were dropped, leaving a requirement for 2,340 dwellings. As the Local Plan was developed, sites were allocated at Cauldron Barn in Swanage, Station Road in Wool and Dorchester Road in Wool (Purbeck Gate).
- 2.2 By 01 April 2010 enough houses had already been completed to fulfill the Structure Plan's target and at this point had delivered 2,370 dwellings (148 dwellings per annum). Of these, 186 came from the above-mentioned allocated sites, meaning that 2,184 houses were delivered through infilling and intensification within built up areas, i.e. windfall. This equates to 92% of housing delivery from windfall at a rate of 136 dwellings per annum.

3 Regional Spatial Strategy (RSS) for the South West

3.1 Household Projections

- 3.1.1 Communities and Local Government (CLG) publish household projection figures which are linked to the **Office of National Statistics'** (ONS) sub-national population projections. In 2009, CLG published an updated set of sub-national household projections for England. They showed a demand for 4,000 new homes in the District by 2026.
- 3.1.2 In 2011 the District Council commissioned Dorset County Council to produce population projections for the District. They showed an overall increase in population of 3.24% during the plan period from 44,733 to 46,186. The working age population (16-64) is forecast to drop by 13.12%, with the number of people over 65 due to increase by 60.1%. The over 80s group is forecast to increase by 114.4%.
- 3.1.3 Dorset County Council have provided population figures for a revised SHMA (see 1.1.4 above). The 2011 draft SHMA translates population growth into an annual housing target of 170 dwellings (which would work out as 3,570 dwellings between 2006 and 2027). However, it is difficult to agree that this target is realistic given doubts cast by the Habitats Regulations Assessment (see 4.2 below).

3.2 Draft RSS (2006)

- 3.2.1 Purbeck District Council agreed a housing target of 2,100 dwellings in the draft RSS.

3.3 RSS Examination-in-Public & Panel Report (2007)

- 3.3.1 The draft RSS underwent an Examination in Public in the summer of 2007 followed by the publication of the Panel Report the following December. The Panel Report recommended that housing targets in Purbeck should be increased to 5,150 dwellings, which included 2,750 dwellings at Area of Search 7B at Lytchett Minster (the 'Western Sector') and 2,400 dwellings elsewhere in Purbeck. This equated to a 146% increase on the draft RSS figures, the highest proportional increase in the south west region.

3.4 RSS Proposed Modifications (2008)

- 3.4.1 The RSS Panel Report's housing figures were included in the Secretary of State's Proposed Changes to the RSS, published for consultation in July 2008. Purbeck District Council undertook consultation on the Western Sector and commissioned testing of the higher housing levels against Habitats Regulations. The study by Footprint Ecology raised significant

concerns over the likely impact of the proposed housing growth upon protected habitats and therefore failure to satisfy Habitats Regulations. Natural England also responded to the consultation pointing out that higher housing levels in the RSS were not deliverable and would likely lead to the Purbeck Core Strategy being found unsound by an Inspector at examination. On this basis the Council objected to the RSS increase in housing levels.

3.4.2 Nevertheless, in order to progress the Core Strategy the Council decided to plan for the higher figure of 2,400 dwellings (120 dwellings per year) between 2006-2026, omitting the Western Sector. Owing to the adoption of the Core Strategy in 2012, an extra 120 dwellings will be added to account for 2026 – 2027. This is because a plan should cover at least 15 years. Therefore, Purbeck’s housing target for the plan period 2006 – 2027 is 2,520 dwellings.

3.4.3 There were a number of reasons to continue preparation of the Core Strategy rather than await the final version of the RSS:

- the Local Plan was never formally adopted and was rapidly becoming out of date;
- the Council requires up-to-date spatial and development management policies in line with new national policy and the principles of the new planning system;
- new policies are needed to deal with the shortage of affordable housing;
- the evidence base collected over recent years will require updating at cost to the Council; and
- the Council needs to allocate new housing sites to maintain a five year housing land supply and maintain control over the location and delivery of housing. It is preferable that the Council provides a clear framework for the location of new development through a plan led approach that has been subject to public consultation and Examination in Public.

3.5 RSS Update

3.5.1 In July 2010 the government tried to revoke Regional Strategies, leaving local planning authorities to determine their own housing targets. However, subsequent legal challenges have meant that local authorities must still have due regard for Regional Strategies as material considerations. The enactment of the Localism Bill in late November 2011 has still not led to the abolition of Regional Strategies because a Strategic Environmental Assessment is still required to assess the impact of their loss.

4 Core Strategy

4.1 Residential Development Economic Viability Assessment (2008; and updates 2010 & 2011)

4.1.1 This study and recent updates show that land values in the District can support the delivery of affordable housing through cross-subsidy from housing sold on the open market. The assessment supports 40% to 50% contribution towards affordable housing, depending upon the part of the District. The study also recommends lowering the threshold that triggers a contribution for affordable house from 15 dwellings in the towns and 5 dwellings in the villages to 2 or more dwellings across the District.

4.2 Testing Housing Growth Scenarios

4.2.1 As evidence for the Council's objection to the RSS Proposed Modifications, the Council commissioned Footprint Ecology to test housing targets against The Habitats Regulations, called a **Habitats Regulations Assessment**. The study concluded that growth of 2,400 dwellings would be acceptable, but it raised significant concerns over the likely impact of the proposed Western Sector upon protected habitats and therefore failure to satisfy Habitats Regulations.

4.2.2 In 2010 Habitats Regulations Assessment of the Core Strategy Pre-Submission confirmed that the revised housing target of 2,520 dwellings is deliverable against Habitats Regulations provided it is supported by mitigation.

4.2.3 In addition, the study explored the potential impacts of a higher growth scenarios where more Character Area Development Potential comes forward (up to 3360 dwellings), plus an additional 1,000 dwellings at Wool, 500 dwellings at Wareham and/or 500 dwellings at Lytchett Minster. The results of the study called **Purbeck Core Strategy Implications of Additional Growth Scenarios for European Protected Sites** (2010) concluded that:

- Mitigation would be needed to the north of Swanage
- There is a 'cautious' suggestion that growth at Wool could be mitigated through the potential to provide a large Suitable Alternative Natural Green Space (SANGS) to the south of Wool, subject to further investigation.
- Development at Lytchett Minster would result in increases in recreational pressure to sites such as Wareham Forest, where options to provide on-site mitigation or alternative visitor locations currently seem limited.

- The higher growth scenario plus 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 likely be an adverse affect upon protected sites.
- There is concern over the potential impact on habitats in the Poole Harbour Special Protection Area.

4.3 Purbeck Preliminary Transport Assessment (2010)

4.3.1 This looked at the impacts of 2,520 dwellings on transport and concluded that the existing road network has capacity to accommodate 2,520 dwellings, subject to mitigation through the Purbeck Transportation Strategy to improve more sustainable forms of transport.

4.4 The Settlement Strategy (2009; 2010 update)

4.4.1 This settlement hierarchy according to their role and function is as follows: Wareham, Swanage and Upton as towns; Bere Regis, Bovington, Corfe Castle, Lytchett Matravers, Sandford and Wool as key service villages; Langton Matravers, Stoborough, West Lulworth and Winfrith as local service villages; and the District's remaining settlements recognised as other villages. The hierarchy dictates that the larger, more sustainable locations should be the focus for development and helped inform the Core Strategy Policy LD: General Location of Development (see Appendix 2).

4.5 Volume 4: Development Options Background Paper (2009)

4.5.1 This assessed 9 options for where to accommodate development in the District, giving a variety of potential scenarios for housing distribution. It shortlisted 3 options to be taken forward for public consultation in autumn 2009:

- Preferred Option: Distribute development around Swanage, Upton, Wareham and the Key Service Villages of Bere Regis, Lytchett Matravers and Wool
- Alternative Option A: Concentrate growth on the edge of Wareham
- Alternative Option B: Focus growth at Swanage

4.5.2 The preferred option would maximise the opportunity to support services in towns and key service villages, provide new housing for people in need in those settlements and by spreading development around the District it would minimise the impact upon the A351 and the impact upon heathlands.

4.5.3 At the Preferred Options stage of the Core Strategy the Habitats Regulations Assessment concluded that the preferred option would be acceptable, only if Suitable Alternative Natural Green Spaces (SANGS) are provided which would encourage people to use alternative, less sensitive locations for recreation.

4.6 Public Consultations

4.6.1 The Council launched a public consultation in autumn 2009 entitled '**Planning Purbeck's Future**', which set out the Council's Preferred Options. The consultation attracted 1,936 responses (8% response rate) - considered very good for a planning consultation - and showed the following support for 3 alternative options on the strategy for housing growth:

- Preferred Option: Distribute development around Swanage, Upton, Wareham and the Key Service Villages of Bere Regis, Lytchett Matravers and Wool - 63%
- Alternative Option A: Concentrate growth on the edge of Wareham - 20%
- Alternative Option B: Focus growth at Swanage - 9%
- No response or objection to all 3 options - 8%

4.6.2 The 63% response rate for the Preferred Option shows clear support for this option. Corfe Castle Parish Council requested more affordable housing at Corfe Castle, and a request from the MOD Defence Estates that an existing allocation for 30 dwellings in Bovington be rolled forward.

4.6.3 Unfortunately, as the Council commenced the public consultation, Planning Inspectorate guidance was published which said that changes to the Green Belt should be considered strategic and therefore needed to be included in the Core Strategy. Settlement extensions at Wareham, Upton and Lytchett Matravers would involve allocating land within the Green Belt. Therefore, a further public consultation was necessary in summer 2010 to gather views on specific sites for consideration through the Core Strategy entitled "**Where Shall We Build in Purbeck?**" The sites used in the consultation had been submitted as part of the Strategic Housing Land Availability Assessment (SHLAA) process. This meant that they are deliverable and concept plans submitted by landowners gave an accurate indication of the capacity of the sites.

4.6.4 It was considered worthwhile not only consulting on the Green Belt sites, but also take the opportunity to gather responses on other potential allocation sites which will be considered at a later date through a subsequent plan(s) . Leaflets were distributed to all households and

businesses seeking views on potential settlement extensions, focused to each of the District's five spatial areas: North West, South West, Central, North East and South East Purbeck.

- 4.6.5 The results of this consultation were to be used to inform the next draft of the Core Strategy, the 'Pre-Submission Draft'. A total of 3,478 responses (14% response rate) were received during the summer 2010 consultation and the results were as follows:

North West - Settlement Extension at Bere Regis

4.6.6 The Parish Council's Preferred Option is to re-site the school nearer the village centre adjacent to Egdon Close away from a busy road as part of Dorset County Council programme to change it from a first to primary school. To help enable this development, 50 dwellings (of which 20 would be affordable) would be developed on the former site of the school and land to the immediate north.

4.6.7 There is clear support for the Preferred Option with 80% of responses supporting a new school and associated housing development. With this clear steer, the Council will work with Dorset County Council and the Parish Council to progress this option. The specific sites will not be allocated in the Core Strategy as they are not considered of a strategic scale or in the Green Belt. But, should the school be deliverable in the next 1-2 years, a planning application can be judged against the policy. In the event that this does not materialise, the allocation will be reconsidered through preparation and public consultation on a subsequent plan(s) following the adoption of the Core Strategy.

South West Settlement Extension at Wool

4.6.8 Four sites were consulted upon, sites A-D. Support was split between Site A off East Burton Lane (23%), Site B off Dorchester Road (28%) and Site C to rear of Purbeck Gate (33%). Wool Parish Council does not support a further settlement allocation, but of the options presented prefers Site C. Since this consultation closed, the landowner of both site B and C has decided to withdraw site C from consideration for development.

Settlement Extension at Bovington

4.6.9 In response to the autumn 2009 consultation, Defence Estates requested that a site is allocated for military housing to allow flexibility for future requirements. An allocation already exists in the Purbeck District Local Plan Final Edition for 30 dwellings, but this has not yet been taken up. This site was identified in the summer 2010 consultation as a settlement

extension, which was clearly supported by 72% of responses. Defence Estates have confirmed their support for the site, but have indicated it should be allocated for military housing, not for sale on the open market or affordable housing.

Central - Settlement Extension at Wareham

4.6.10 Three options were put forward for development with greatest support for Option A - Land at Worgret Road (46%). Option B - Land west of Northport has only 10% support. Option C which is a combination of both options, is the preferred option of Wareham Town Council, Arne Parish Council and Wareham St Martin Parish Council, but only has 26% support. From the support for Options A and C it is clear that there is support for development at Worgret Road by 72% of all responses.

North East Settlement Extension at Lytchett Matravers

4.6.11 The consultation focussed on five sites, A-E, around Lytchett Matravers, all within the Green Belt. There is clear support for the Preferred Option of 50 dwellings at Site C, Huntick Road (74% of responses). This compares with 26% responses that identified a different option. There is some logic in developing a larger site area to include both sites B and C for 100 dwellings, but this was only supported by 14% of local residents. Lytchett Matravers Parish Council supports 50 dwellings at Site C, but not 100 dwellings.

Settlement Extension at Upton

4.6.12 Of the three housing strategy options put forward for public consultation in autumn 2009, two options included 70 dwellings at Upton and it was indicated that this would most likely be at Policeman's Lane. 66% of responses from the Upton area (postcodes BH16/BH21) supported these two options, although there was some concern raised from residents along Policeman's Lane.

4.6.13 In summer 2010, Policeman's Lane was once again put forward for public consultation as the only reasonable settlement extension. This time only 21% responses supported development of the site, but Lytchett Minster and Upton Town Council supported it.

South East Settlement Extension at Swanage

4.6.14 The Council put forward four sites for consultation at Swanage, sites A-D. As two sites are required to deliver the full 200 dwellings, there were a

wide variety of combinations chosen by respondents. However, it was the preferred option of a combination of Sites B (Herston) and Sites D (Former Grammar School) that had greatest support (37%) compared to 22% support for Sites C (Cauldron Barn Caravan Park) and D.

- 4.6.15 Breaking down the results to individual sites provides a clearer picture. Site D has clear support as it is selected by 85% of responses, with Site B 62%, Site C 38% and Site A (Grayseeds Farm) only 16%. This shows clear individual support for Site D the Former Grammar School and Site B at Herston, but interestingly not as a combination.
- 4.6.16 Since the consultation commenced, the landowner of Site C has indicated that they do not wish to replace the residential caravans and are only seeking development on open land to the west of the site in the region of 40 dwellings. Furthermore it has become apparent that a large part of Site A contains underground mines.
- 4.6.17 Swanage Town Council is concerned about the level of development and prefer affordable housing spread over smaller sites including parts of Sites A and D, with consideration for a secondary school on Site D.

Settlement Extension of 30 dwellings at Corfe Castle

- 4.6.18 Corfe Castle Parish Council has indicated that affordable housing is needed to sustain the local community and would prefer a 100% affordable housing site. However, as yet no landowner has indicated that such a site will be forthcoming and there is a great risk that no new housing would be delivered. Therefore the consultation raised the potential for 30 dwellings (15 affordable) as a settlement extension. This attracted the submission of some sites for development, but the results of the consultation were split. The Parish Council has objected, as it does not want any open market housing.

Core Strategy Pre-Submission (Nov/Dec 2010)

- 4.6.19 A Special Meeting of the Council was held on 5th October and 12th October 2010 to determine the content of the Pre-Submission Draft Core Strategy. Following consideration of the responses to the consultation during the summer, it was resolved that settlement extensions should be allocated in the Core Strategy at Wareham (200 dwellings), Upton (70 dwellings) and Lytchett Matravers (50 dwellings). Owing to current uncertainty about health facilities and education in Swanage, the Council decided to include a policy in the Core Strategy pertaining that Swanage would be allocated a settlement extension of around 200 dwellings, but defer a decision on which specific sites should be allocated to a subsequent plan(s).

4.6.20 Policies relating to settlement extensions in Wool and Corfe Castle were rejected. This is because it was felt that Wool had experienced too much development in recent years and that there was no desire for any market housing in Corfe Castle.

4.6.21 The Council agreed that 50 dwellings should be allocated in Bere Regis, the precise location(s) to be determined through a subsequent plan(s).

4.6.22 In summary, the Council decided upon the following settlement extensions for allocation as strategic sites in the Core Strategy Pre-submission:

- Wareham – 200 dwellings
- Upton – 70 dwellings
- Lytchett Matravers – 50 dwellings

4.6.23 A subsequent plan(s) will allocate further settlement extensions at:

- Swanage – 200 dwellings
- Bere Regis – 50 dwellings
- Bovington – 30 dwellings¹

4.6.24 A total of 570 dwellings will be delivered through settlement extensions across the District (excluding 30 at Bovington) and this is estimated to include around 273 affordable homes.

4.7 Completions, Commitments and Character Area Development Potential

4.7.1 The Council has agreed on a housing target of 2,520 dwellings during the Plan period. The Plan period started in 2006 and since then a number of dwellings have been constructed (known as completions), which total around **830** dwellings and there are also extant planning permissions for dwellings not yet constructed (known as commitments), totaling around **280** dwellings.

4.7.2 Historically a large proportion of development in Purbeck has been met through windfall. It is realistic to expect that windfall will continue to form an important part of the housing supply so this study looked at character areas identified through townscape character assessments and trends from recent planning permissions and estimated the potential for trends to be replicated. To take into account the unpredictable rate at which sites come forward, a conservative discount rate of 50% was applied and numbers rounded down to the nearest 10. The study found that around **710** dwellings could come forward at a rate of around 47 dwellings per

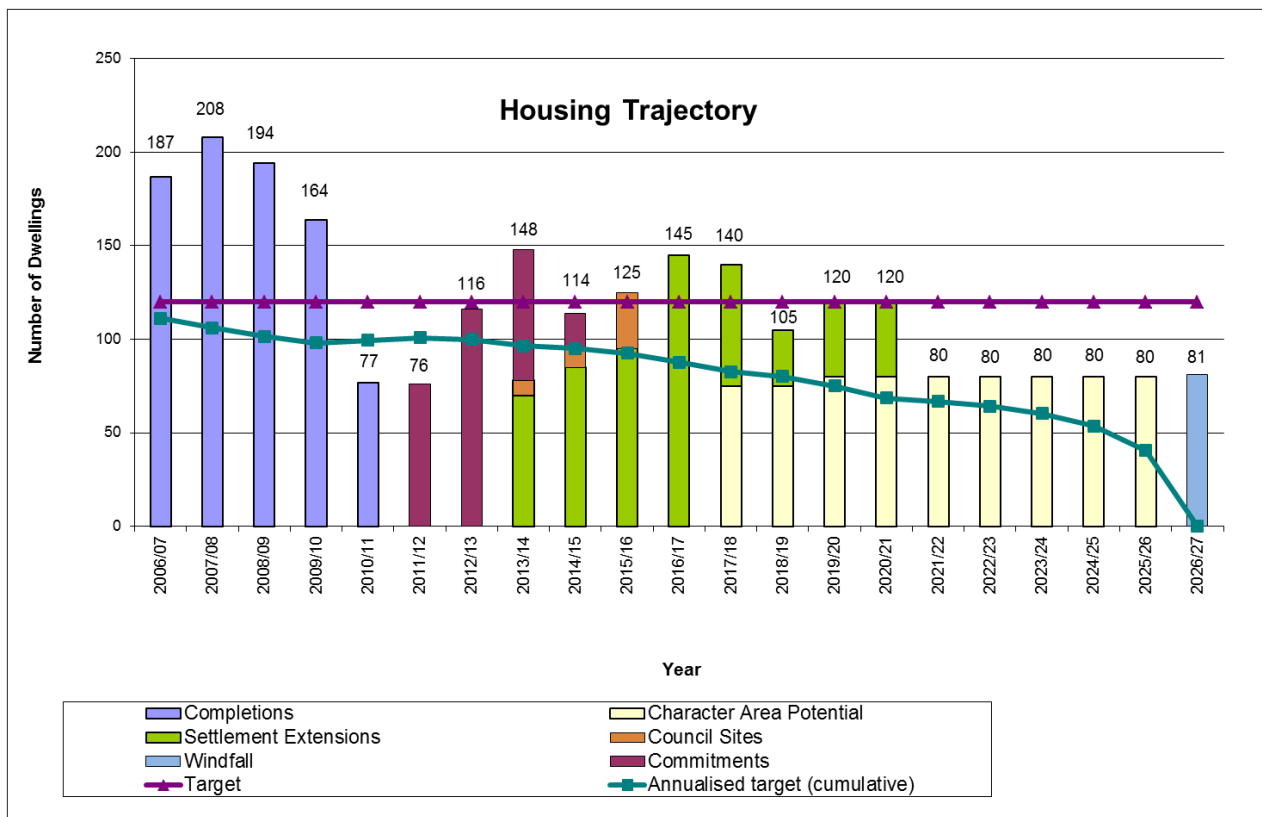
¹ Not included in the total figures because dwellings will be military housing and not for sale on the open market.

annum, considerably less than past rates of 136 dwellings per annum from 1994-2010. It is estimated that around 310 affordable homes will come forward from Character Area Development Potential.

4.7.3 The total number of completions (830), commitments (280), Character Area Development Potential (710) and settlement extensions (570) is around 2,420 dwellings. The remaining 100 dwellings will be made up of council-owned sites and unidentified windfall.

4.8 Housing Trajectory

4.8.1 The trajectory below shows when development is expected to occur. This is further illustrated in Core Strategy Policy HS: Housing Supply in Appendix 2, with a table giving a breakdown per settlement shown in Appendix 3.



4.8.2 The graph shows that completions and commitments make up the first 7 years of the plan period and settlement extensions allocated in the Core Strategy are forecast for completion from 2013 onwards. Whilst the Core Strategy is timetabled for adoption in 2012, time allowed for planning applications and construction means that it is likely that dwellings on the settlement extensions will not start to be completed until around 2013/2014.

Land Supply Years 1-5 (April 2012-March 2017)

4.8.3 The Council needs to be able to show a five year land supply of deliverable housing sites. This would cover the period 2012-2017. Current commitments (281 dwellings), council-owned sites (48 dwellings) and strategic sites (200 at Wareham, 70 at Upton, 50 at Lytchett Matravers, 50 from Swanage's 200, and 25 from Bere Regis's 50) identified through the Core Strategy mean that the Council can demonstrate a 6 year housing supply. This is sufficient to satisfy five year land requirements. The five year land supply calculations are set out in Appendix 4. Updates to the five year land supply are set out in the Annual Monitoring Report, produced each December.

Land Supply Years 6-10 (April 2018-March 2022)

4.8.4 As explained above the Council currently has a 6 year supply of housing. In addition, the Core Strategy makes provision for a further 175 dwellings as settlement extensions at Swanage (the remaining 150) and Bere Regis (the remaining 25). Work will begin on a subsequent plan(s) in 2012 and it is reasonable to estimate that settlement extensions at Swanage and Bere Regis will start to be completed from around 2016 onwards.

4.8.5 The remaining supply of years 6-10 is made up by provision identified through the Character Area Potential study. As explained in para 4.7.2, this study has looked at smaller sites submitted through the SHLAA process within settlement boundaries and assesses the potential for other sites to come forward based upon recent trends. These are assessed by each individual townscape character area to identify potential replication of recent developments. These are considered as a broad location for housing development, and do therefore not count as windfall as defined by PPS3: Housing.

Land Supply Years 10-15 (April 2023-March 2027)

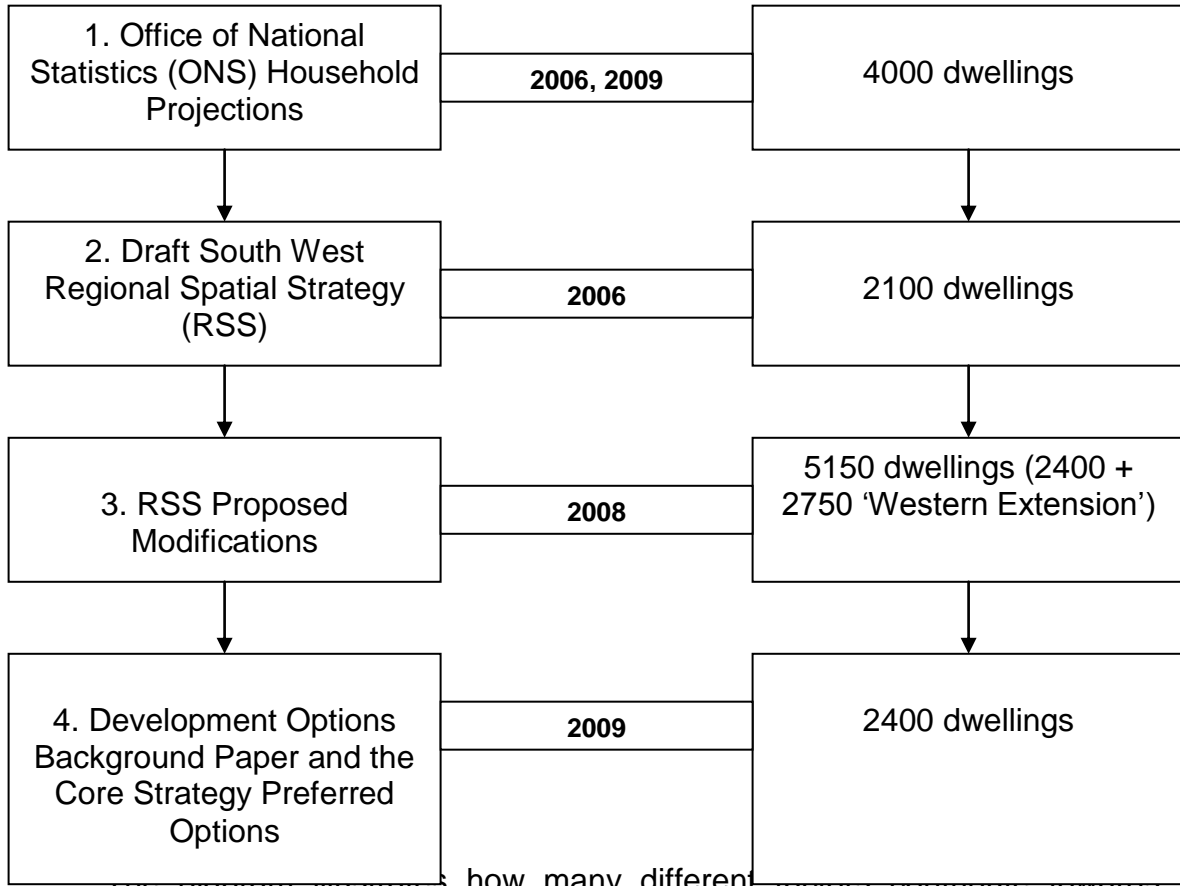
4.8.6 Years 10-15 are made up from Character Area Potential, as explained in para.4.8.5, and unidentified windfall in the last year of the plan period.

5. Conclusion

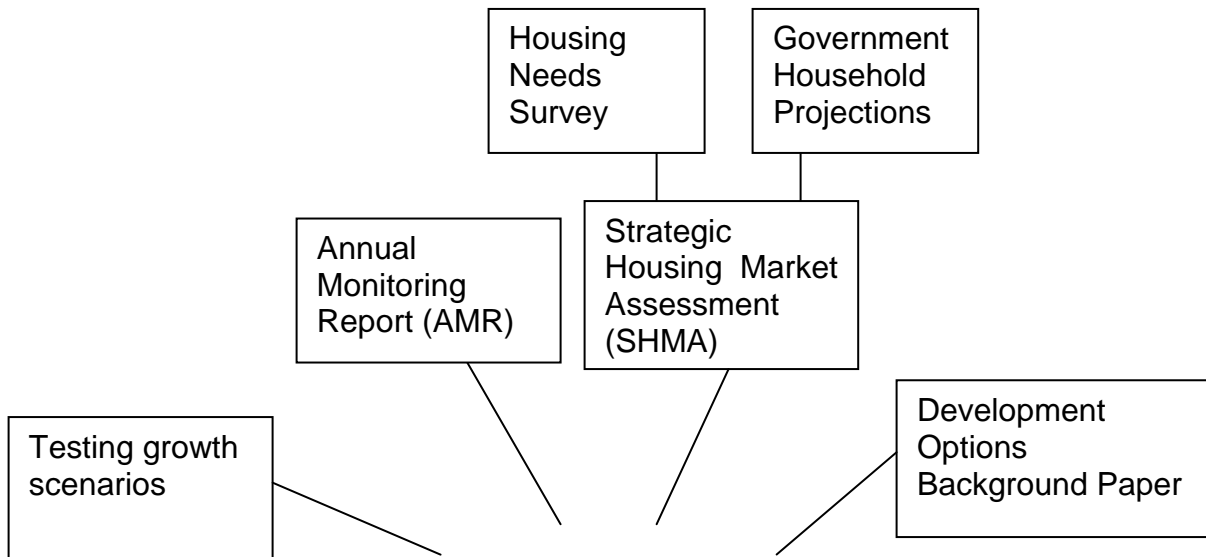
- 5.1 This background paper has illustrated the multifaceted sources of information and processes that have led to determining how many dwellings would be acceptable for the District.
- 5.2 The Council must have due regard to the housing target in the Regional Spatial Strategy for the South West as a material consideration, but the Government's intention is clear to let councils determine their own housing numbers locally. As the Council objected with good reason to the Proposed Changes to the RSS and actively tested growth scenarios, the figure of 2,520 dwellings is a locally agreed target, which has due regard to the RSS target of 120 dwellings per annum minus the Western Sector. The Council's strategy is to provide as much affordable housing to meet the acute local need as possible. It is anticipated that the combined completions, commitments, Character Area Development Potential and settlement extensions (excluding Bovington) will deliver around 780 affordable dwellings in Purbeck.
- 5.3 The Council has tested the deliverability of 2,520 dwellings and has agreed that this is an appropriate and deliverable number for the District, provided it is accompanied by heathland and transport mitigation. The strategy aligns with the distribution of housing in the Council's Development Options background paper. This preferred option would maximise the opportunity to support services in towns and key service villages, provide new housing for people in need in those settlements and by spreading development around the District it would minimise the impact upon the A351 and the impact upon heathlands.
- 5.4 Whilst 2,520 dwellings are well below the ONS projections and do not meet all the housing needs of the 2,029 households on the housing register, there are serious concerns that a higher level of growth could have an adverse effect on protected habitats.
- 5.5 Due to the policy requirements of not including windfall within the first 10 years, it is likely that the target of 2,520 dwellings will be exceeded by 2027. Emerging national policy (draft NPPF) will encourage additional housing development that has not been incorporated into the Core Strategy, e.g. reuse of rural buildings for market housing and market housing to incentivise rural affordable housing. In addition, the character area potential does not include infill in settlements in the hierarchy that fall below Key Service Villages. It is essential that housing completions and heathland mitigation are monitored annually and assessed to ensure that (a) the mitigation is successful and (b) any additional growth is mitigated.

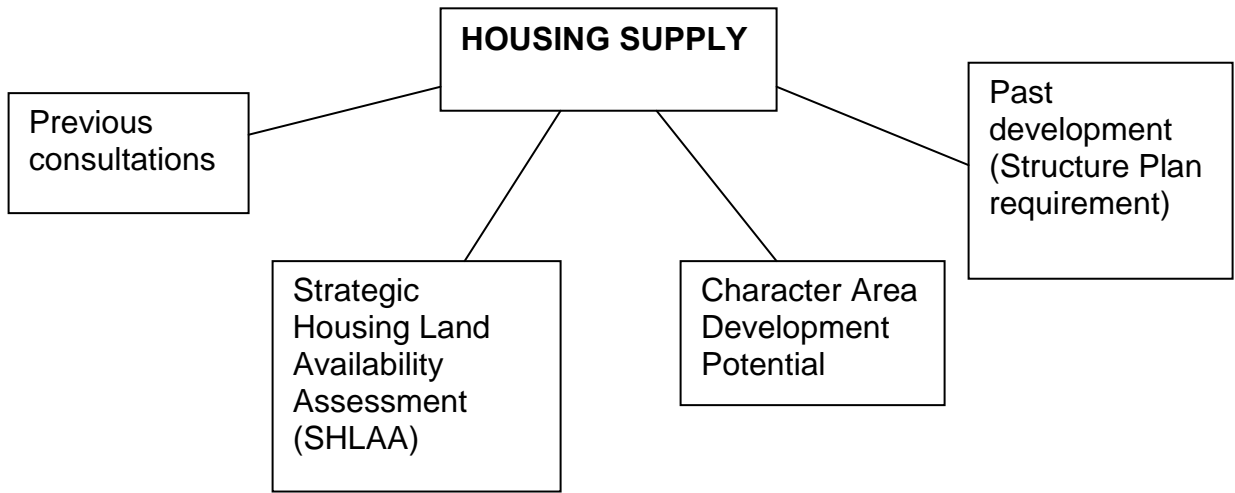
Appendix 1

Timeline (all figures for period 2006-2026)



The diagram illustrates how many different factors contribute towards determining housing supply. Further information of each element is given below.





Appendix 2: Policies in the Proposed Changes to the Pre-Submission Core Strategy Sept 2011

Policy LD: General Location of Development

Development will be directed towards the most sustainable locations in accordance with the following settlement hierarchy:

Towns:

Swanage, Upton and Wareham

Key Service Villages:

Bere Regis, Bovington, Corfe Castle, Lytchett Matravers, Sandford and Wool

Local Service Villages:

Langton Matravers, Stoborough, West Lulworth and Winfrith Newburgh

Other Villages with a Settlement Boundary

Briantspuddle, Chaldon Herring, Church Knowle, East Burton, East Lulworth, Harmans Cross, Kimmeridge, Kingston, Lytchett Minster, Moreton Station, Studland, Ridge and Worth Matravers

Other Villages without a Settlement Boundary:

Affpuddle, Bloxworth, Coombe Keynes, East Knighton, East Stoke, Holton Heath, Morden (East and West), Moreton, Organford and Worgret

New development should be concentrated within the settlement boundary of the Towns, Key Service Villages, Local Service Villages and Other Villages with a Settlement Boundary. New retail development must be concentrated within town centres or local centres as shown on the Proposals Map.

Land outside of settlement boundaries will be classed as 'countryside' (including Other Villages without a Settlement Boundary) where development will be permitted only in exceptional circumstances as set out in Policy CO: Countryside. For example, an exception is made for existing employment sites that do not fit within this hierarchy, yet remain a focus for new employment growth, such as Holton Heath.

Settlement boundaries in Lytchett Matravers, Upton and Wareham are amended to reflect the location of the settlement extensions proposed in these settlements. These amended boundaries are set out in Appendix 4: Changes to the Proposals Maps, Inset Maps 1, 2 and 3.

All other settlement boundaries, town centre and local centre boundaries will be carried forward as set out in the Purbeck District Local Plan Final Edition 2004 until they are reviewed through preparation of subsequent plan(s).

An affordable housing plan will explore new ways of providing housing in rural areas that is affordable to local people.

Policy HS: Housing Supply

Provision will be made for 2,520 dwellings to meet housing needs over the plan period 2006–2027. Housing development will be directed to the most sustainable locations in accordance with Policy LD: General Location of Development. Housing development will be distributed as follows:

Spatial Area	Form of residential development	2006-12	2013-17	2018-22	2023-27
			(1-5yrs)	(5-10yrs)	(11-15yrs)
North West	Completions	30			
	Known sites*	5	10	10	5
	Settlement extension at Bere Regis**		25	25	
	Windfall				10
South West	Completions	240			
	Known sites*	20	90		
	Settlement extension at Bovington***				30***
	Windfall				10
Central	Completions	50			
	Known sites*	15	50	80	65
	Settlement extension at Worgret Road, Wareham****		200		
	Windfall				15
North East	Completions	230			
	Known sites*	10	30	100	90
	Settlement extension at Huntick Road, Lytchett Matravers****		50		
	Settlement extension at Policeman's Lane, Upton****		70		
	Windfall				25
South East	Completions	280			
	Known sites*	30	100	180	150
	Settlement extension(s) at Swanage**		50	150	
	Windfall				20
TOTAL		910	675	545	390***

Monitoring of housing development is critical to ensure there is no risk of an adverse impact upon protected habitats. The Habitats Regulations Assessment has indicated that 2,400 dwellings are achievable with suitable mitigation. If the 2,400 dwelling target is likely to be exceeded during the plan period and monitoring indicates that it cannot be ascertained that there would not be an adverse effect on the integrity of the internationally designated sites, the precautionary principle will be applied and further housing development will not be permitted until suitable mitigation measures can be identified and brought forward.

Notes for table:

- * Known sites include commitments, character area potential and council-owned sites. The period 2013-17 does not include character area potential.
- ** Non-strategic allocations to be identified through a subsequent plan(s) including neighbourhood plans
- *** A settlement extension at Bovington is not included in the total figures because dwellings will be military housing and not for sale on the open market
- **** Strategic allocations in Core Strategy

Policy AHT: Affordable Housing Tenure

The tenure of affordable housing will be negotiated on a site-by-site basis to reflect identified local need, but is likely to be split as follows:

- 90% Social Rented Housing
- 10% Intermediate Housing to Rent or Purchase

Policy AH: Affordable Housing

The Council will apply the following policy in relation to affordable housing provision when determining planning applications for all new residential development, including residential elements of mixed use schemes:

Developments of 2 or more dwellings, or a site area of 0.05 hectares or more will be required to provide the following affordable housing contribution:

- At least 50% in the Swanage and Coast sub-market areas as shown on Map 16 and the settlement extensions at Lytchett Matravers and Wareham
- At least 40% elsewhere

In all cases the Council will take account of:

- Current identified local need in the District;
- Economic viability of provision;
- Proximity to local services;
- Other planning objectives for the site; and
- Any other considerations deemed relevant to the delivery of affordable housing.

Any part units will be met through a commuted sum. Affordable housing provision should be provided on site. Where on site provision is not feasible, the Council will in the first instance seek to secure equivalent off-site provision and, where this is demonstrated to be undeliverable, the payment of a commuted sum to the equivalent amount of on site provision. The applicant will be expected to provide robust justification in support of off site provision or the payment of a commuted sum. This should identify how it would contribute to wider objectives relating to the creation of sustainable and mixed communities and / or meeting a particular

identified local housing need. Affordable housing provision required as part of settlement extensions will be provided on site without exception.

Where it is considered that there are significant economic viability constraints that would prevent the provision of affordable housing in accordance with the policy, the applicant will be required to provide full justification of exceptional circumstances to the Council's satisfaction. Such justification will be expected to include a financial viability appraisal, site suitability appraisal, and development mix appraisal. This 'open book' approach will enable the Council to form a view on the viability of the proposed scheme, including the identification of economic constraints (for example, existing high use values) and their impact. The appraisal will be subject to independent verification, which the applicant will be expected to fund.

To ensure the development of mixed and sustainable communities, the affordable housing element of schemes should be fully integrated or 'pepper potted' through the site apart from in exceptional circumstances where sufficient justification for concentration in one location is provided by the applicant and agreed by the Council.

Sites which are phased or sub-divided and developed separately will be considered by the Council as part of a larger 'comprehensive' scheme. Affordable housing provision will be required in accordance with the combined site area rather than smaller phased or subdivided areas. The affordable housing provision must be provided on each phase or subdivision.

Further detail will be set out in the Affordable Housing Supplementary Planning Document.

Policy RES: Rural Exception Sites

In order to meet local needs in rural areas, excluding the settlements of Swanage, Wareham and Upton, affordable housing will be allowed in the open countryside in and around settlements where residential development is not normally permitted, provided that:

- The Council is satisfied that the proposal is capable of meeting an identified, current, local need within the Parish, or immediately adjoining rural Parishes, which cannot otherwise be met;
- Ideally, the site is not remote from existing buildings and does not comprise scattered, intrusive and isolated development and is within close proximity to, or is served by, sustainable transport providing access to local employment opportunities, shops, services and community facilities. However if evidence can be submitted to demonstrate the site is the only realistic option, the Council will give consideration to supporting the proposal;
- The scheme is small in scale, of character appropriate to the location and of a high quality design; and

- There are secure arrangements to ensure that the benefits of affordable housing will be enjoyed by subsequent as well as initial occupiers.

Affordable housing will be allowed adjacent to existing settlements within the South East Dorset Green Belt where it meets an identified local housing need and does not harm the function or integrity of the Green Belt.

Appendix 3: Breakdown by Settlement of Dwellings Proposed through Core Strategy

Settlement	Spatial Area	Current Commitments	Total Completions 2006-11	Character Area Potential	Council -owned Sites	Settlement extensions	Wind fall	Total
Swanage	SE	126	232	260	40	200	15	873
Wareham	CEN	37	30	160	8	200	15	450
Upton	NE	13	102	150	0	70	15	350
Bere Regis	NW	3	31	20	0	50	10	114
Bovington	SW	0	16	10	0	0	0	26
Corfe Castle	SE	2	7	0	0	0	5	14
Lytchett Matravers	NE	8	84	50	0	50	10	202
Sandford	CEN	0	5	0	0	0	0	5
Wool	SW	34	191	60	0	0	10	295
Langton Matravers	SE	8	5	0	0	0	1	14
Stoborough	CEN	1	5	0	0	0	0	6
West Lulworth	SW	2	24	0	0	0	0	26
Winfrith Newburgh	SW	0	2	0	0	0	0	2
Countryside		47	96	0	0	0	0	143
		281	830	710	48	570	81	2520

Appendix 4: Assessment of 5 Year Housing Land Supply

5 Year Supply Period 1st April 2012- 31st March 2017

The council has agreed to set a minimum housing target of 2,400 dwellings over the plan period 2006 - 2026 (120 dwellings per year) plus an additional 120 dwellings for the period 2026 - 2027.

Total Requirement - Plan Period 2006 - 2027	2520
Total Completions 2006 - 2011	830
Estimated Completions 2011 - 2012	76
Total Estimated Completions 2006 - 2012	906
Total Outstanding Requirement 2012 - 2027 (2520 - 906)	1614
Total Annual Outstanding Requirement 2012 - 2017 (1614/15)	108
Total Supply required for 2012 - 2017 dwellings (108 x 5 years)	540

Total Housing Requirement for Period 2012 - 2017 (net dwellings)

Total Outstanding Requirement 2012 - 2017	540
Total Annual Outstanding Requirement 2012 - 2017 (540/5 years)	108
Total Supply of Deliverable Dwellings at 1 st April 2012 (205* + 395** + 48***)	648
Available Supply (Years) (648/108)	6

*Includes estimated 5 year supply at 1st April 2012.

**Settlement extensions expected to come forward up to 2017.

*** Developable and deliverable council owned sites (SHLAA 2010)