

Reviewing the Plan for Purbeck's future

Purbeck Local Plan Partial Review
Issues and Options Consultation, January 2015



Thriving communities in balance
with the natural environment

Foreword

Dear resident of Purbeck,

This may be the most important consultation document you read in the next twenty years. Although it is long and complex we would really appreciate your response to it.

Purbeck District Council's local plan was agreed in 2012. This laid out how and where development would be permitted over the next 15 years, as well as specifying that 120 new dwellings per year would be our planned target. The Council was required by government to produce this plan and without an approved plan, developers would have had few restraints or guidelines to adhere to and we would have lost much of our ability to control development in Purbeck. The Council produced the original plan after considerable deliberation and analysis over a period of six years using extensive evidence, studies and submissions before arriving at the figure of 120.

However, the government inspector, who appraised our plan, only agreed it on the understanding that the Council would review the plan to see whether more development was possible as he did not believe we offered enough opportunities for housing. The inspector did not specify a figure but national policy requires us to undertake a Strategic Housing Market Assessment (SHMA) which looks at the demands for housing in Purbeck and this has now arrived at a draft figure of 218 new houses per annum. The draft SHMA, based on prescribed guidance from Central Government, does not take account of some of our special circumstances, which includes the green belt, the Sites of Special Scientific Interest (SSSI), the Dorset Area of Outstanding Natural Beauty (AONB), internationally protected heathlands, highways constraints and many other considerations.

Whilst we are keen to ensure that we properly review the numbers, we are not unthinkingly agreeing to the figure identified in the draft SHMA of 218 homes per year. Any revisions to our agreed target will be affected by our constraints and we need to objectively review these to see what, if anything, has changed. We are asking you to do the same and your views are really important to us. We also need to remember that the figure in the final SHMA may be different. If this is the case, we will keep you fully informed and involved as we consider any implications of this through the partial review process.

At the end of this process whatever figure we arrive at we will have to present clear reasons and evidence to support our conclusions, but only after we have first demonstrably explored whether we can suitably accommodate the extra housing suggested in the SHMA. To establish our own revised figure, we have to strike a balance between protecting and enhancing the beautiful area of Purbeck and providing the housing that would meet existing demand. Also, we need to remember that housing is closely linked to jobs, and to ensure the projections for working age population are allied to delivering economic growth in the District.

This Issues and Options document is necessarily broad. This is because we have to explore many issues and all reasonable options. Consequently, please remember that the options that you read here may not necessarily be taken forward by the Council; some ideas will be dropped as the Council redefines the Plan and new ideas will be sought or brought forward where appropriate. The results of this consultation may steer us in a different direction, as new ideas and sites are suggested. After all, additional homes may also have implications for other development we might need, such as retail and other infrastructure. Development can be contentious, but we must make sure that your elected representatives and not developers decide where it goes.

There is, therefore, a great deal to think about and we are asking you to help us in this review, in order that we may produce a sound plan that will eventually be agreed by both ourselves and the inspector. This review must be complete by 2017, and progress will be shared with you at a variety of stages along the way. Some topics may be of particular interest to you, so the document is split into various sections and issues so that you can respond on precisely those you are interested in. We would welcome your feedback.

We will keep you updated on the web site www.dorsetforyou.com/purbeck-partial-review, in the newspapers and through the Town and Parish Councils. This is a preliminary document and we commit to keeping you informed and involved.



Councillor P.K. Wharf
Chair of the Partial Review Advisory Group

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How to get involved

1. Information on publicity and consultation that takes place during the development of any Purbeck local plan is contained in the Council's Statement of Community Involvement¹.
2. The consultation on this paper runs from 29th January 2015 to 13th March 2015. Please send your comments as early as you can.
3. A questionnaire is available for you to make comments online at **www.dorsetforyou.com/purbeck-partial-review**. Paper copies of the questionnaire and all consultation material are available at the following locations:

District Council offices Mon -Thurs 8.45am-4.45pm, and Fri 8.45am-4.15pm

Corfe Castle Library, East Street, Corfe Castle (Mon 2.30pm-4.30pm, Wed 4.30pm-6.30pm, Sat 10.00am-12.00pm)

Dorchester Library and Learning Centre, South Walks House, Charles Street, Dorchester (Mon 10.00am-5.30pm, Tue 9.30am-7.00pm, Wed 9.30am-1.00pm, Thu 9.30am-5.30pm, Fri 9.30am-7.00pm, Sat 9.00am-4.00pm)

Lytchett Matravers Library, High Street, Lytchett Matravers (Mon 9.30am-1.00pm/2.00pm-5.00pm, Tue 2.00pm-5.00pm, Thu 9.30am-1.00pm, Fri 2.00pm-7.00pm, Sat 9.30am-12.30pm)

Poole Central Library, Dolphin Centre, Poole (Mon-Fri 9.00am-6.00pm, Sat 9.00am-5.00pm)

Upton Library, Corner House, Upton Cross, Poole (Mon 2.00pm-5.00pm, Tue 9.30am-12.30pm, Wed 9:30am-12.30pm/2.00pm-6.30pm, Fri 2.00pm-5.00pm, Sat 9.00am-12.30pm)

Lytchett Minster & Upton Town Council, 1 Moorland Parade, Moorland Way, Upton (Mon-Thu 9.00am-12.30pm)

Swanage Library, High Street, Swanage (Mon 10.00am-6.30pm, Wed 9.30am-5.00pm, Fri 9.30am-5.00pm, Sat 9.30am-4.00pm)

Swanage Town Council, Town Hall, High Street, Swanage (September Mon-Fri 10.00am-1.00pm/2.00pm-4.00pm; October Mon-Fri 10.00pm-1.00pm/2.00pm-3.00pm)

Wareham Library, South Street, Wareham (Mon 10.00am-5.00pm, Tue 2.00pm-6.30pm, Thu 9.30am-5.00pm, Fri 9.30am-5.00pm, Sat 9.00am-12.30pm)

Wareham Town Council, Town Hall, Wareham (Mon-Fri 10.00pm-1.00pm)

Wool Library, D'Urberville Centre, Colliers Lane, Wool (Tue 3.00pm-6.00pm, Thu 10.00am-12.00pm, Sat 10.00am-12.00pm)

¹ <https://www.dorsetforyou.com/408862>

4. The Planning Policy Team would prefer to receive your comments via the online questionnaire at www.dorsetforyou.com/purbeck-partial-review, or by email to localplan@purbeck-dc.gov.uk. Alternatively, you can send completed paper questionnaires and letters to the address below:

Planning Policy Team
Purbeck District Council
Freepost RSAX-LTRK-TRKE
Westport House
Worgret Road
Wareham
Dorset
BH20 4PP

5. This is a freepost address and no stamp is required. All responses (electronic and paper) must be received by 5pm on 13th March 2015.
6. Responses received may be published on the Council's website and attributed to source (this may include your name and a reference number).

Next steps – what will happen to my comments?

7. The Council will use the responses to this consultation to help shape the plan. The Planning Policy Team will summarise the responses received and make clear how they have taken them into account as the plan evolves.

Introduction

Why is the Council consulting on changes to the Local Plan so soon after its adoption?

8. Purbeck District currently has an adopted local plan called the Purbeck Local Plan Part 1 (PLP1). Several stages of public consultation helped to shape it before a government planning inspector examined the plan and the Council was able to adopt it. This means that the Local Plan became the formal guide to development in the district and it is used by the Council to determine planning applications.
9. At examination of the PLP1, the inspector raised concerns that the Council had not fully explored all housing growth potential in the district. Therefore, in the PLP1, the Council agreed to undertake a partial review of the plan by 2017 to look at the potential for higher growth.
10. As well as fulfilling the Council's commitment to explore the potential for additional development above that of the PLP1, the Partial Review gives the Council an opportunity to update policies in light of new national planning guidance, and introduce new ones, if necessary.

What will happen if the Council doesn't undertake the Partial Review?

11. Legislation² requires councils to prepare a local development plan to shape future development and the use of land in their area. The National Planning Policy Framework (NPPF) says that if a plan is absent, silent or out of date, then councils should grant planning permission for sustainable development. Sustainable development can be open to interpretation, so without a plan the Council will not have anything against which to assess planning applications and will be in danger of having to allow planning permission for development it might not want in locations it would wish to see protected.

How does this affect me?

12. The Partial Review is likely to result in new development happening. This could be in one or two locations, or spread district wide. The changes that take place may affect you in a variety of ways: new facilities may be provided close to you (such as new shops or open spaces); new pedestrian or cycle ways could be built; and new homes and new employment opportunities provided. Planning affects many aspects of our lives and it is important that the Council gets the balance right.

Stages in development of the plan

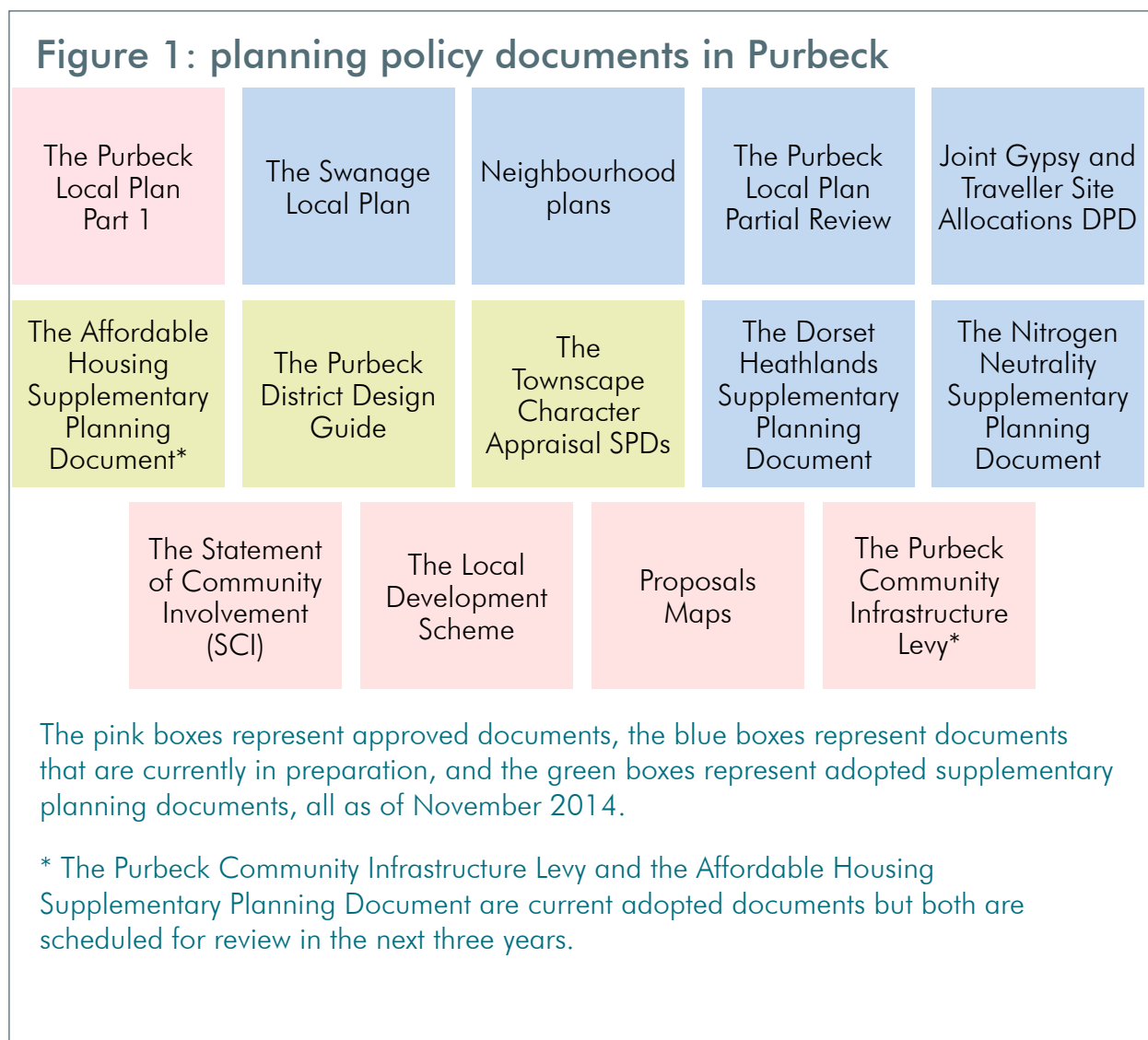
13. The Town and Country Planning (Local Planning) (England) Regulations 2012 say that a local plan must be prepared following public consultation. As part of this, the Council is required to invite interested parties to tell it what the plan in question ought to contain. The Council then has to make sure it has a reasoned justification of the policies contained in the plan. Therefore, the Council has to consult on any reasonable options and consider any reasonable suggestions made in response.

² Sections 13, 15 and 62 of the Planning and Compulsory Purchase Act 2004

14. In September/October 2013 the Council asked everyone on its planning policy contacts database (including statutory consultees) what they believed the key issues surrounding the sustainable development of Purbeck are that the partial review of PLP1 should address. The results helped inform the issues this document discusses, but the Council would welcome any further suggestions you may have.
15. This consultation is the first of several statutory stages in shaping the Partial Review. It is called the issues and options stage, which gives the Council the opportunity to agree what the issues are and how to go about addressing them. Your input is needed at this early stage so that the plan sets off in the right direction. The Council wants to know what you think.
16. This consultation may result in new suggestions for the Council to consider. For example, alongside this consultation, the Council will be looking at all land around the district to see if there are any more appropriate development sites and the Council will approach landowners to see if they would like to promote their land for development. Should landowners promote new, suitable land for development, the Council will make sure that as the plan evolves, it is clear why any elements have changed.
17. Below is a summary of the forthcoming stages of the Partial Review:
 - Issues and options consultation: January → March 2015
 - Preferred options consultation: January → February 2016
 - Pre-submission draft consultation: September → October 2016
 - Submit the plan to the Secretary of State: February 2017
 - Public examination (including hearing sessions): spring/summer 2017
 - Adoption: autumn 2017

How will the Partial Review relate to other local policies and guidance?

18. The Partial Review will be a Development Plan Document (DPD) that will sit within the framework of planning documents known as the Purbeck Local Plan. The Partial Review will be independent from other DPDs. Supplementary Planning Documents and other guidance will continue to add detail to DPDs in the Purbeck Local Plan, although the Council may need to revise them following the adoption of the Partial Review. Figure 1 below illustrates the form of the Purbeck Local Plan.



19. Planning policies are key to three of the Council’s Corporate Priorities:

- Protecting and enhancing the natural environment through maintaining an effective green belt and developing planning policies to enhance or complement the district’s natural environment;
- Meeting the housing needs of local people, particularly affordable housing; and
- Improving the local economy and infrastructure, particularly through supporting the development of knowledge based businesses and additional work space in the district.

20. Housing development is a key driver of economic prosperity.

How does the Council develop issues and options?

21. The Council gathers evidence which it uses to inform its preparation of plans and strategies. The Council updates the evidence base behind the Purbeck Local Plan regularly and this can be viewed online³. The evidence base enables the Council to ensure that it plans for objectively assessed needs. Evidence includes externally-produced studies, e.g. the Strategic Housing Market Assessment which objectively identifies the number of houses needed, as well as internally-produced papers, such as the Previously Developed Land Study.

Sustainability Appraisal / Strategic Environmental Assessment - what is Sustainability Appraisal and why is it important for the plan?

22. A sustainability appraisal (SA) is a statutory requirement that integrates the requirements of the Strategic Environmental Assessment (SEA) Directive⁴ with the development of the local plan. It makes sure that the environmental, social and economic effects of a plan and reasonable alternatives to the plan are being considered.

23. As a first step, the Council prepared a Sustainability Appraisal Scoping Report in consultation with English Heritage, Natural England and the Environment Agency. This established the range of issues to be covered in the sustainability appraisal, developed the sustainability appraisal framework and identified the key sustainability issues that are relevant to the new Partial Review. The Council took into account the responses of these statutory consultees.

24. The next stage involved the appraisal of the plan options set out in this issues and options paper against the sustainability objectives. This has highlighted the social, economic and environmental impacts that are likely to arise from each plan option. The findings will help to develop the most sustainable strategy for future development in the district and recognise where measures are necessary to mitigate any negative effects that cannot be avoided. The issues and options Sustainability Appraisal Report is subject to consultation alongside this issues and options paper and can be found with the scoping report at www.dorsetforyou.com/purbeck-partial-review and at the locations where paper copies of the issues and options paper are available.

Habitats Regulations Assessment

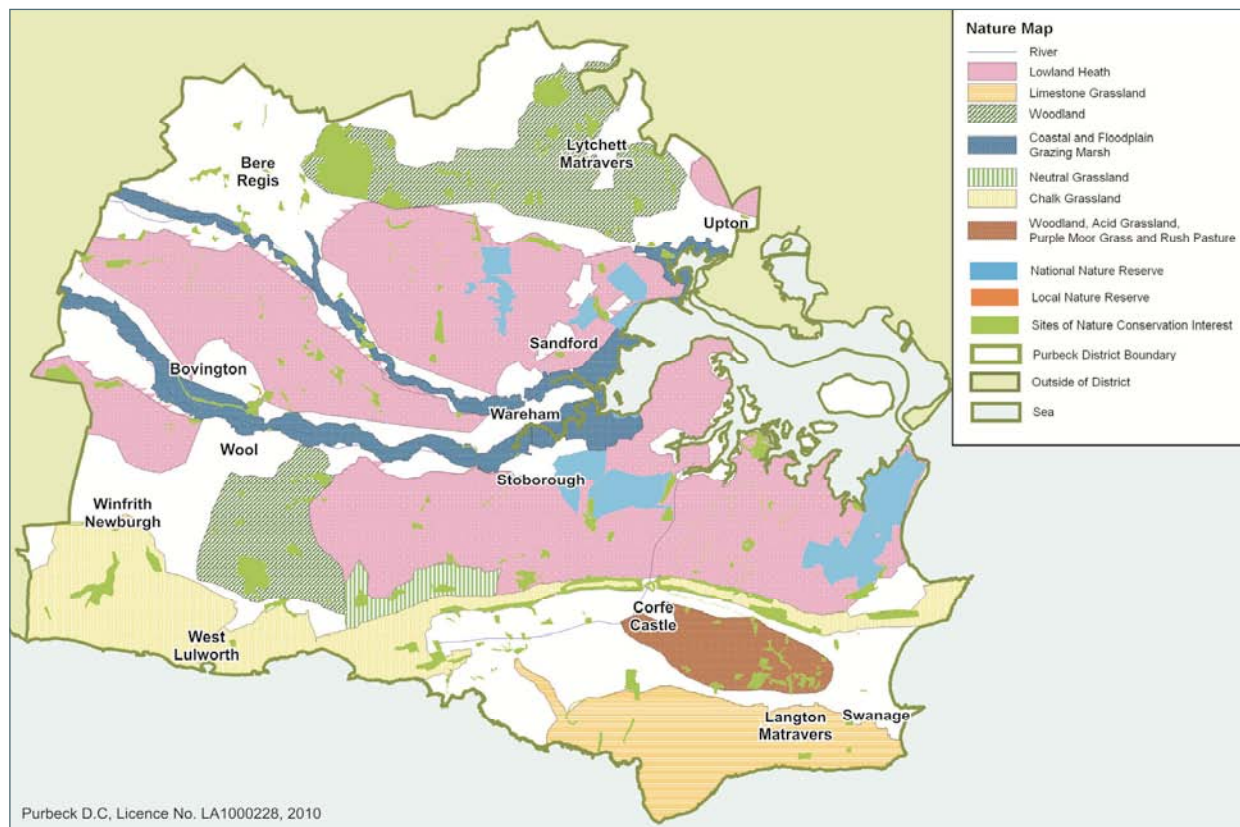
25. Purbeck District lies in an area of considerable importance for nature conservation. 20% of the District is designated Special Protection Area (SPA), Special Area of Conservation (SAC) or wetlands of international importance (Ramsar). There are four European protected areas in Purbeck:

- Dorset Heaths, Dorset heaths (Wareham and Purbeck) and Studland Dunes SAC, Dorset Heaths SPA and Dorset Heathlands Ramsar
- Isle of Portland to Studland Cliffs SAC
- St Albans to Durlston Head SAC
- Poole Harbour SPA and Ramsar

³ <https://www.dorsetforyou.com/evidence/purbeck>

⁴ <http://ec.europa.eu/environment/eia/sea-legalcontext.htm>

Map 1: Purbeck nature map⁵



26. There are a further eight European protected sites within 20km of the district boundary.
27. Government also gives protection to areas that are not designated as SPA or SAC but could be in the future. Guidelines for possible Special Protection Areas (pSPA) require at least 1% of the Great Britain population of a species on the Annex 1 bird species. There are four pSPAs in Purbeck at Rempstone, Wareham, Moreton, and Hethfelton. Candidate (possible) Special Areas of Conservation (cSAC) are identified as making a significant contribution to conserving the 189 habitat types and 788 species identified in Annexes I and II of the Habitats Directive. Currently there is only one cSAC in Purbeck, the Studland to Portland marine cSAC.
28. The Habitats Directive (an EU policy) establishes an ecological network of European Sites (Natura 2000 Network) and the Council must assess what effects, if any, a plan might have on them. This means that the Partial Review will be considered alongside an independent Habitats Regulations Assessment (HRA).
29. This document is supported by an HRA, which is published alongside as part of the consultation material. The Partial Review will be informed by an HRA at every stage of its preparation and the Council will continue to liaise closely with Natural England.

⁵ Source: based on South West Regional Biodiversity Partnership (2005) nature map



Duty to cooperate

30. Following the abolition of structure and regional plans, the Government introduced the 'duty to cooperate'. This is a legal requirement of the plan preparation process, set out in Section 110 of the Localism Act 2011.
31. The duty requires councils and public bodies to 'engage constructively, actively and on an on-going basis' to develop strategic policies, and consider joint approaches to plan making. Paragraph 156 of the NPPF sets out the strategic issues where co-operation might be appropriate. This encompasses:
 - the homes and jobs needed in the area;
 - the provision of retail, leisure and other commercial development;
 - the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
 - the provision of health, security, community and cultural infrastructure and other local facilities; and
 - climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

32. Paragraphs 178 to 181 of the NPPF highlight the importance of joint working to meet development requirements that cannot be wholly met within a single local authority planning area, through either joint planning policies or informal strategies such as infrastructure and investment plans. The guidance states that 'local planning authorities should work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans'. It also emphasises the cooperation between county and district authorities in delivering sustainable development. The mechanisms by which this is achieved should be made clear, and not be a one-off consultation but an on-going, continuous process from planning through to delivery.
33. Some examples of the Council undertaking joint work with neighbouring authorities include:
- Housing needs – the Council has commissioned a Strategic Housing Market Assessment jointly with all the councils in eastern Dorset. The purpose is to assess the housing needs of the eastern Dorset housing market area.
 - Heathlands – the Council has been working jointly for a number of years with Borough of Poole, Bournemouth Borough Council, Christchurch Borough Council and East Dorset District Council to mitigate the impacts of visitor pressure on south east Dorset heaths.
 - Poole Harbour nitrates – the Council is working jointly with Borough of Poole, West Dorset District Council and Weymouth and Portland Borough Council to produce a strategy for mitigating the impacts of nitrates on Poole Harbour.
 - Gypsies, Travellers and Travelling Showpeople – all of the local authorities in Dorset are working together to allocate permanent and transit sites to meet identified needs for the next 15 years.
 - Joint retail study with Borough of Poole.
 - The Council is committed to joint working with West Dorset District Council to help facilitate strategic growth at Crossways.
34. The Council is committed to on-going dialogue with neighbouring authorities and planning for cross-boundary issues, whether to help meet another authority's needs in Purbeck, or to meet Purbeck's unmet needs elsewhere.

Issues and options

35. This section shows all the issues the Council feels are relevant to the Partial Review, as well as options for how to address them. They are grouped into key issues, related issues and other issues, which are summarised below. Background papers with detail informing the issue and options are available for many of the issues. The Council invites feedback on all issues. You may wish to answer some or all of the questions, depending on your interests.

Key issues

36. These are mainly issues related to the Council's commitment in PLP1 to investigate whether it can provide more housing.

- Plan period
- Housing levels
- Settlement extensions on smaller sites
- Potential large housing sites
- Green belt

Related issues

37. Increased housing development is likely to be impacted by and have wide ranging impacts on other land uses and service provision that the Council needs to plan for.

- Employment
- Retail
- Managing internationally-protected heathlands
- Transport

Other issues

38. This section focuses on recent and proposed changes in national planning guidance and the requirement to keep plans up-to-date.

- Boundaries (settlement boundaries; town and local centre boundaries)
- Affordable housing delivery
- Self / custom build housing
- Gypsies, Travellers and Travelling Showpeople
- Country park with tourist accommodation at Morden
- Other open space
- Meeting military needs
- Planning policies (review existing policies and additional policies)

Key issues:

Plan period

39. The NPPF prefers plans to have a 15 year time horizon/period. However, under the duty to cooperate, it also requires the Council to liaise closely with neighbouring authorities on cross-boundary issues and sharing evidence. The timescale of the Partial Review of the Poole Core Strategy is due to take it until 2031. The Council anticipates it will adopt the Partial Review in 2017, which would give the plan a lifetime of 14 years up to 2031. Whilst this is slightly under the NPPF's recommended lifetime of 15 years, the Council feels it could make sense to align its plan with other neighbouring councils. This would help future pooling of resources for evidence and cross-boundary working and would help with the duty to cooperate.

Issue 1: length of the plan period

Option 1a: 2017 – 2031 (14 years)

Whilst national policy prefers a 15-year period, 14 years seems a sensible timeframe, given local circumstances.

Option 1b: more than 14 years

The Council could do this, but it would then be out of kilter with neighbouring councils and future plans would then no longer be aligned. The Council would also have to commission more evidence beyond 2031. However, it would provide certainty for developers for a slightly longer period of time.

Question 1a: which option do you agree or disagree with and why?

Question 1b: are there any other options that you feel should be included?

Housing levels

40. The NPPF requires the Council to provide the supply of housing required to meet the needs of present and future generations, meeting the full, objectively assessed needs for both market and affordable housing⁶.
41. The draft Eastern Dorset Strategic Housing Market Assessment looks at the district's objectively assessed housing needs. It takes into account a variety of factors, such as population growth, household formation, and the need to maintain facilities and services by ensuring there are enough homes to accommodate a working-age population.
42. The PPG⁷ advises that a SHMA should be linked to economic growth forecasts and jobs. The draft SHMA incorporates figures provided by Dorset County Council, which were based on a Cambridge Econometric forecasting model. The draft SHMA expects GVA⁸ in Purbeck to grow by an annual average of around 2.1% over the period 2013 to 2033. In terms of employment growth, the model predicts nearly 3,000 extra jobs by 2033.
43. The draft SHMA indicates that, in order to support the forecasted economic growth rates, the Council should deliver around 218 homes per year between 2013 and 2031. As the Council is already planning for 120 homes per year up to 2027 in the PLP1, this would mean needing to find an additional 98 homes per year to 2027 and an additional 218 per year from 2027 onwards. If the Council decides to make the Partial Review plan period to 2031, this will represent around 2,244 additional new homes. The final SHMA may identify a different level of need. If this is the case, the Council will consider any implications of this through the ongoing partial review process.
44. It is very important to bear in mind that the SHMA figure is a starting point that the Council should test to see if it can meet it. The SHMA does not take into account local circumstances (e.g. capacity of local roads and nature conservation) and part of the preparation of the Partial Review will be to take into account local constraints. This could see the Partial Review planning for a lower figure than that identified in the SHMA. However, the Council must make sure that it can justify any deviation through sound evidence.
45. The NPPF allows councils to deliver more growth than identified in their strategic housing market assessments, although there is no statutory requirement to do this. Where another council is unable to meet its own objectively assessed needs, it is required to ask neighbouring councils to take its unmet growth under the duty to cooperate. However, the other council(s) do not necessarily have to agree to take the growth.

⁶ unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or specific policies in the Framework indicate development should be restricted.

⁷ Ref ID: 2a-018-20140306.

⁸ According to the Office for National Statistics, Gross Value Added (GVA) measures the contribution to the economy of each individual producer, industry or sector in the United Kingdom.

Issue 2: meeting objectively assessed housing needs

Please note that this issue is linked closely to issues 3 and 4 below, which discuss potential locations for development

Option 2a: deliver around 2,244 additional homes between 2013 and 2031 (subject to additional testing, such as impacts on heathlands and highways)

This will be in line with the national requirement to meet objectively assessed housing needs. If the Council does this, it will have a greater chance of having a sound plan and with a sound plan, it will be able to adopt it and have greater control over development in Purbeck. The additional testing (such as impacts on heathlands and highways) could see the overall number reduced. If the Council can justify a reduced number, it should still have a sound plan. However, if the Council delivers fewer homes without adequate justification, it runs the risk of having an unsound plan. With an unsound plan, the Council would have less control over where development should take place.

Option 2b: deliver more than an additional 2,244 homes between 2013 and 2031

It is too early to say whether or not Purbeck has the capacity to meet its own housing needs, let alone those of any other councils in addition. There could be an opportunity for Purbeck to accommodate additional growth, should the need arise. This could mean additional affordable homes and facilities in the district.

Note: the figure of an additional 2,244 homes is based on the findings of the draft Eastern Dorset SHMA. The final SHMA may identify a different level of need. If this is the case, the Council will consider any implications of this through the ongoing partial review process.

Question 2a: which option do you agree or disagree with and why?

Question 2b: are there any other options that you feel should be included?

Where development could go

46. The PLP1 includes Policy LD: General Location of Development, which directs development towards the most sustainable locations in the district, in accordance with the following 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:

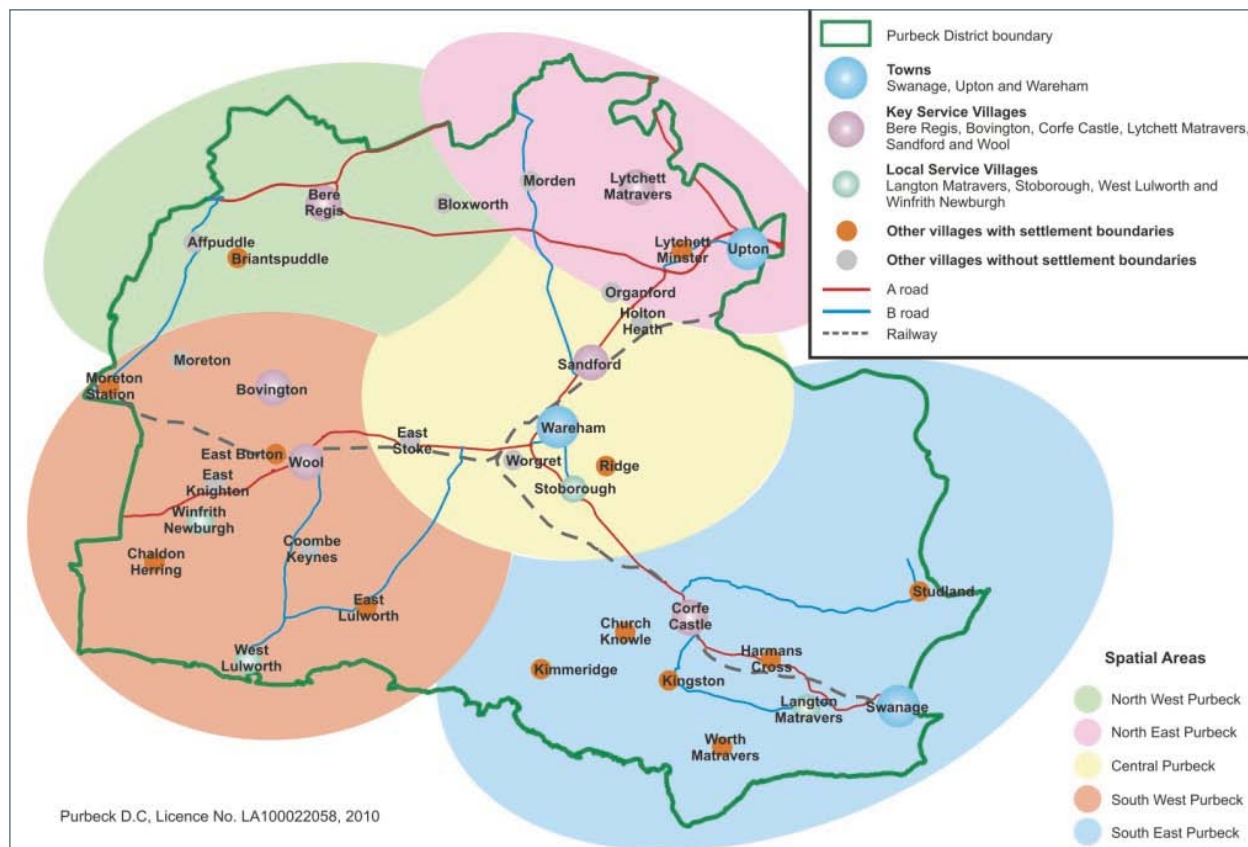
Affpuddle, Bloxworth, Coombe Keynes, East Knighton, East Stoke, Holton Heath, Morden (East and West), Moreton, Organford and Worgret

47. The hierarchy is based on the Council's settlement strategy⁹, which assesses each settlement in the district against a variety of factors. These include factors such as the population and number of facilities and services. The Council's current strategy is to focus development towards the larger settlements, as this would be more sustainable in terms of less travel to get to jobs, schools, shops, etc. The map below on page 20¹⁰ shows the location of Purbeck's settlements.

⁹ https://www.dorsetforyou.com/media/156572/Volume-10-Settlement-Strategy/pdf/Settlement_Strategy_updated_26_September_2011.pdf

¹⁰ Source: PLP1 map 4

Map 2: location of Purbeck’s settlements



48. The PLP1 identified that its housing need could not be met solely through infill / windfall development within settlement boundaries, so it needed to allocate settlement extensions. The NPPF encourages the use of previously developed (brownfield) land (PDL) to meet development needs. The Council has undertaken a study¹¹ to look at how much of the land that is being offered for development¹² in Purbeck is PDL. The conclusions were that there is very little useful PDL available and none is being offered within existing towns and villages.
49. Therefore, any additional housing growth over and above that of the PLP1 may have to be met through settlement extensions. A lot of land is being promoted to the Council by landowners, so there is a wide range of potential choices for where it could go, hence the number of options below.
50. The Council would welcome feedback on how you think development should be spread. There are two related issues (see page 22 onwards): the first is issue 3, called ‘settlement extensions on smaller sites’, which gives a broad range of possibilities, such as spreading development around the district; and the second is issue 4, called ‘potential large housing sites’, is site specific, where a large amount of development could be concentrated at one location. Each option has pros and cons and highlights a few key issues. There is an indicative map for each of the site-specific locations.

¹¹ The PDL study can be accessed online via: www.dorsetforyou.com/purbeck-partial-review

¹² https://www.dorsetforyou.com/media/196359/SHLAA-confirmed-sites/pdf/2013_Confirmed_Sites.pdf

51. The methodology behind how the Council selected the site specific options in issue 4 was to use a theoretical site capacity threshold of 200 or more homes. This has resulted in seven different site specific options. 200 homes was chosen as the threshold because, although the Council acknowledges a site up to 200 would be significant in the Purbeck context, it wanted to make sure it brought to people's attention the larger sites that are being promoted. This had to be balanced against the risk of producing too many options, which would have been the case with a lower threshold. It is important to stress that large sites are not the only options, and there are other options for smaller scale sites, as detailed in issue 3.
52. Please bear in mind that the Council will also be looking at all land around the district to see if there are any more appropriate development sites and the Council will approach landowners to see if they would like to promote their land for development.
53. Existing PLP1 policies already allow for affordable housing, employment development and community facilities in the district's smallest rural communities. But some small rural communities would like to see more development allowed, such as for market housing (housing for sale on the open market). Therefore, one of the options is to allow this to happen. This could be achieved through varying existing PLP1 Policy CO: Countryside. Adding development to the district's smallest settlements could mean increased travel, which is less sustainable. However, without additional development, these smaller settlements could become increasingly isolated, particularly as the gap between local wages and house prices grows and local people can no longer afford to live there and run the local shops and facilities and attend schools.
54. The Council would also like to hear your views on whether it should identify land that could be used for development in future plans. This would not involve formally allocating land for development at this stage, but would instead reserve or safeguard it for the future, if required.
55. In choosing where to locate development, the Council will take into account the constraints and characteristics of potential sites to make sure that any potential impacts are acceptable. This will include complying with the 'sequential test' for flooding, which states that development should be directed towards flood zone 1 (the zone with the lowest probability of flooding). It is worth noting that the indicative maps below show the flood zones as they are now, not as predicted, and they only relate to larger catchments. As a result, they should not be interpreted as showing all the areas predicted to flood.

Settlements extensions on smaller sites

56. Some sites that landowners are promoting to the Council are small and could only contain small numbers of houses. As explained above, the Council interprets large sites to mean sites with a theoretical capacity for more than 200 new dwellings. Therefore, smaller sites would mean up to 200. It would not be pertinent to include every single small site as a separate option because there would be far too many options to conduct a meaningful consultation. However, by default, each site is covered by one of the options from 3a – 3g.

Issue 3: where should the Council focus new settlement extensions?

Please note that this issue is linked closely to issue 2, which discusses housing numbers; issue 4, which discusses potential large housing sites; issue 5, which discusses green belt; and issue 8, which discusses Suitable Alternative Natural Greenspaces (SANGs).

Option 3a: disperse proportionately in line with existing Policy LD

This option would spread development around the district, with the largest amount focussed at towns, then key service villages, and so on. This would conform to national planning policy, which promotes development at the most sustainable locations, but also allows some growth at the district's smaller settlements in order to help sustain them too.

Option 3b: disperse settlement extensions around the towns (Swanage, Upton and Wareham)

National planning policy promotes sustainable development and the district's towns have the most facilities and services, which means residents have less of a reliance on the private motorcar. However, this option would mean that development would not be focussed at any of the district's villages and they may need growth in order to sustain their own services and facilities.

Option 3c: disperse settlement extensions around the key service villages (Bere Regis, Bovington, Corfe Castle, Lytchett Matravers, Sandford and Wool)

This option would mean development would not be focussed around the district's towns and therefore it would be at settlements with fewer facilities and services. The growth could help sustain the key service villages, but there would likely be reliance on private transport to access the facilities and services in the towns.

Option 3d: disperse settlement extensions around the local service villages (Langton Matravers, Stoborough, West Lulworth and Winfrith Newburgh)

This option would mean development would not be focused around the district's towns or larger villages and therefore it would be at settlements with fewer facilities and services. The growth could help sustain the local service villages, but there would likely be reliance on private transport to access the facilities and services in the towns and key service villages.

Option 3e: disperse settlement extensions around 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)

This option would mean development would not be focussed around the district's towns, larger villages or local service villages and therefore it would be at settlements with fewer facilities and services. The growth could help sustain the other villages with a settlement boundary, but there would likely be reliance on private transport to access the facilities and services in the towns and larger villages.

Option 3f: new criteria-based addition to Policy CO: Countryside to allow growth at other villages without a settlement boundary (Affpuddle, Bloxworth, Coombe Keynes, East Knighton, East Stoke, Holton Heath, Morden (East and West), Moreton, Organford and Worgret)

Some parish councils have told the Council they would like to see growth at the district's smallest settlements. This would help sustain local shops and services and provide affordable housing for young families. However, it could see a higher proportion of market housing being built than would be the case under the Council's current policy, which would ensure new housing is for rural exception sites that have a higher ratio of affordable housing. Development would also likely lead to reliance on private transport to access the facilities and services in the towns and larger villages. If the Council decides to pursue this option, it will need to be careful not to encourage inappropriate development in the countryside.

Question 3a: which option/s do you agree or disagree with and why?

Question 3b: if you prefer a combination of options 3a – 3f and any of the larger sites summarised below, please specify which ones.

Question 3c: are there any other options that you feel should be included?

Question 3d: if you feel that the Council should be allowing more development at rural settlements, what facilities and services would you like to see and where (please name the settlement(s) you are referring to)?

Potential large housing sites

57. Some sites/combinations of sites that landowners are promoting to the Council are large and so the Council considers that these should be highlighted as separate options. In devising options 4a – 4g, the Council has used a theoretical site capacity threshold of 200 homes or more. Given that they have the potential to accommodate large numbers of homes, development at any or all of the sites could be phased. Please note that in choosing where to locate development, the Council would take into account the constraints and characteristics of potential sites to make sure that any potential impacts are acceptable. This means that some of these sites may be ruled out at a later stage of the plan's development.
58. Please also note that numbers below are indicative and may increase or decrease depending on site constraints and the Council's views at a later date. Therefore, the Council is not expressing a view on the capacity of sites.
59. There are some sites on the edge of Swanage that have been promoted to the Council as potential opportunities to provide 200 or more dwellings. However, these sites do not feature in this consultation as the Council has already consulted on them through the Swanage Local Plan Issues and Options consultation (February – March 2014).
60. Development in Purbeck must not have an adverse impact on protected heaths and so large sites have to deliver public open space, known as SANGs, in order to deflect visitor pressure away from these habitats. Where developers have shown the Council where they would propose to locate SANGs, the Council has provided an indication on the maps accompanying the options below. The Habitats Regulations Assessment that accompanies this consultation considers each of the options and where the assessment says a SANG would not be successful in principle, it may lead to the Council ruling out the site for the next consultation stage.

Issue 4: potential large housing sites

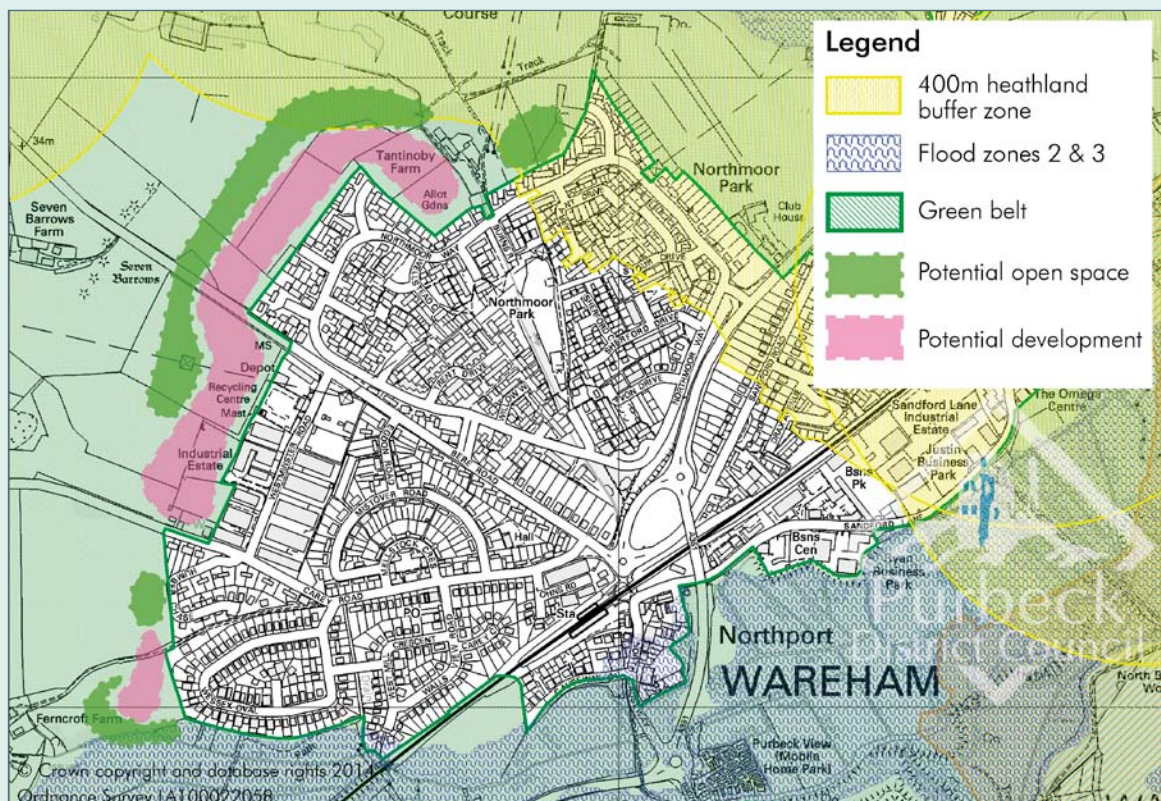
Please note that this issue is linked closely to issue 2, which discusses housing numbers; issue 3, which discusses settlement extensions on smaller sites; issue 5, which discusses green belt; and issue 8, which discusses SANGs.

Option 4a: consider new development to the north and west of North Wareham

Please note that this option links in to option 6c below.

Developers believe the land could accommodate around 205 homes, plus either 1.35ha of employment land or an additional 41 homes.

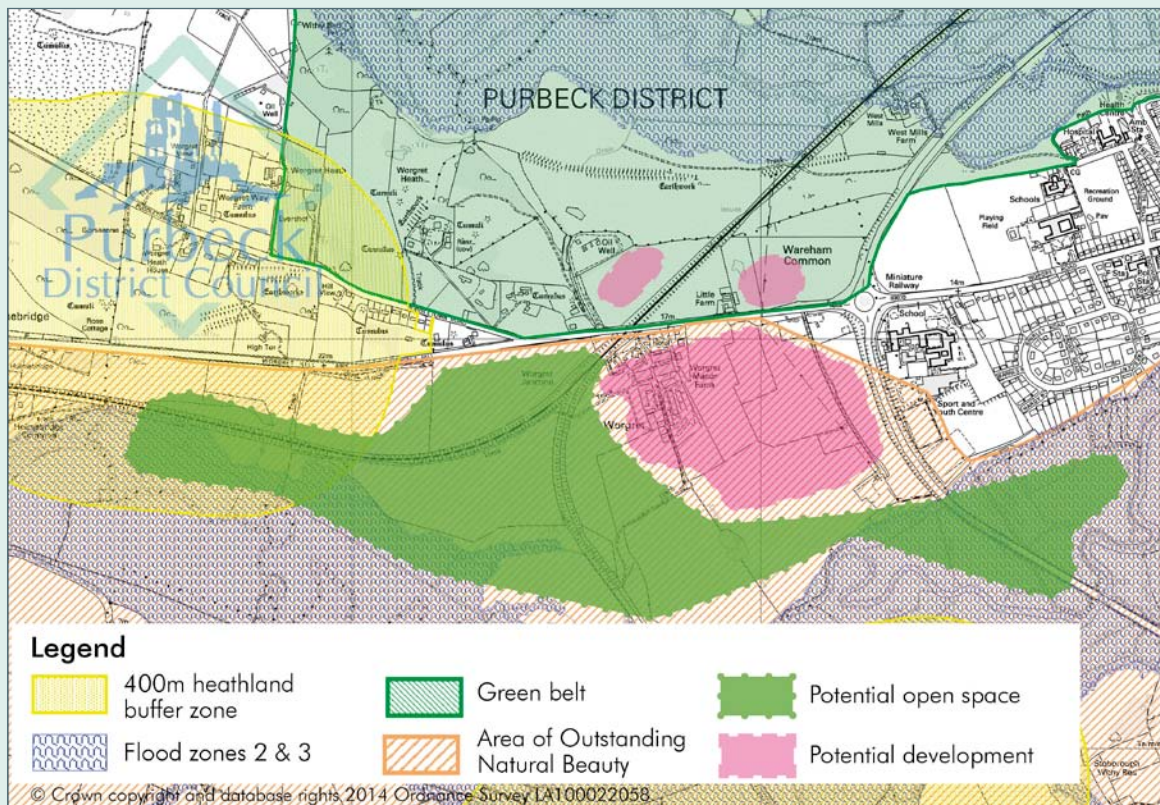
The option would also include facilities such as public open space, improved footpath links and allotments with a car park. This option would direct development towards one of the district's towns, although it would involve releasing some sensitive and visually prominent parts of the green belt. Towards the south are some areas that fall in the flood zone. Development would have an impact on the A351, which is already at capacity, through additional traffic movements, particularly as the town centre facilities would be some distance away. However, employment land would be close by, plus development could present an opportunity to enhance the appearance of the built edge between the Westminster Road employment site and the countryside.



Option 4b: consider new development to the west of Wareham

This would involve developing land partly within a sensitive part of the green belt and partly in the AONB. Developers believe the site could accommodate around 500 new homes, plus public open space.

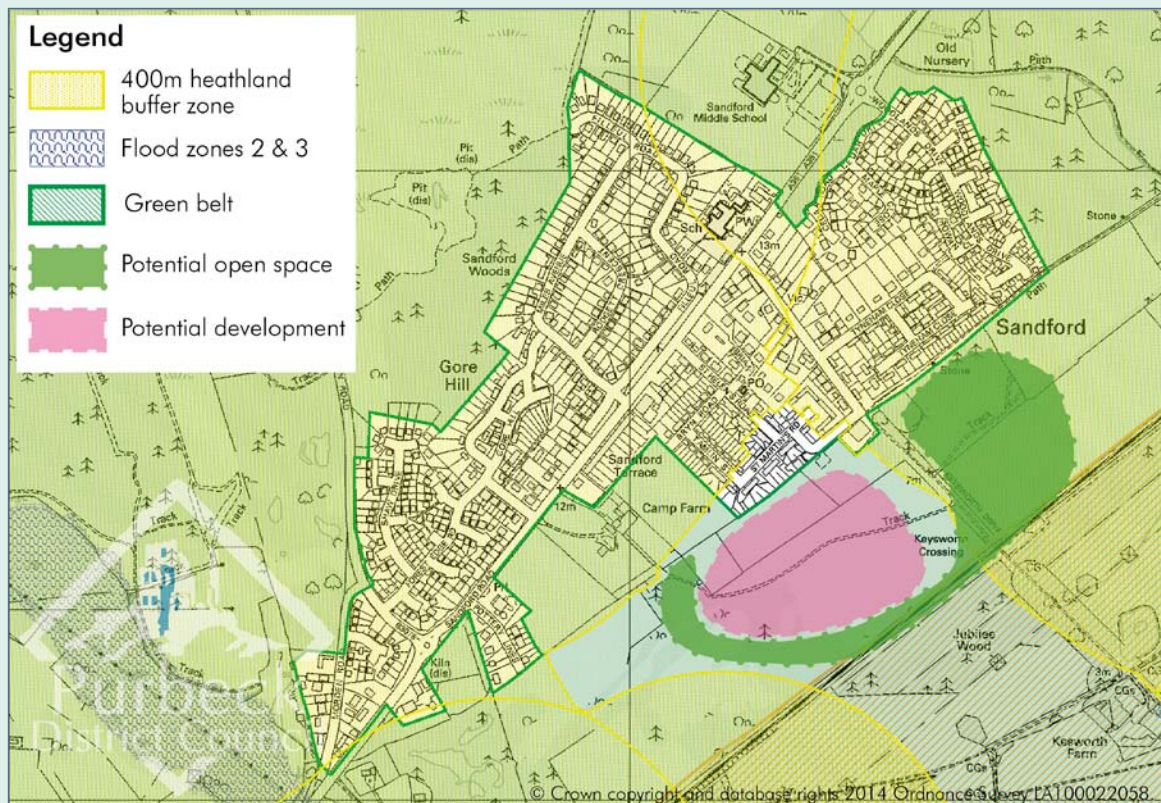
This option would direct development towards one of the district's towns. However, it would involve developing beyond the bypass and this could have a sprawling effect. The bypass could mean the development is cut off from Wareham and its facilities, creating an issue of connectivity with the rest of the town. Development would have an impact on the A351 through additional traffic movements. The site is also close to the River Frome flood plain.



Option 4c: consider new development to the south-east of Sandford

Developers believe this land could accommodate around 275 homes, plus public open space (e.g. a play area), improved woodland management and pedestrian links.

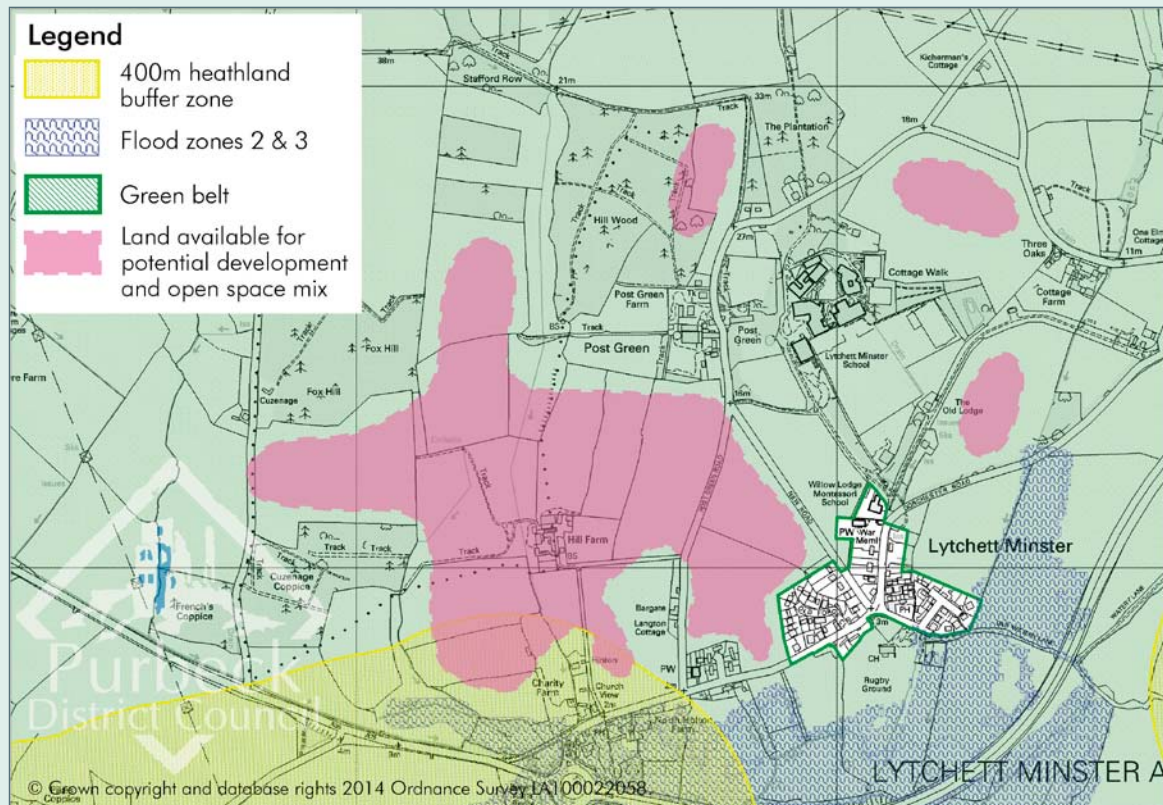
This option would involve developing sensitive green belt land. Development would have an impact on the A351 through additional traffic movements. Sandford is a key service village and therefore does not have as many facilities as the district's towns, however the site is within walking distance of shops and a school.



Option 4d: consider new development around Lytchett Minster

Developers believe the land could accommodate around 500 or more new homes, plus public open space, community facilities and maybe a primary school.

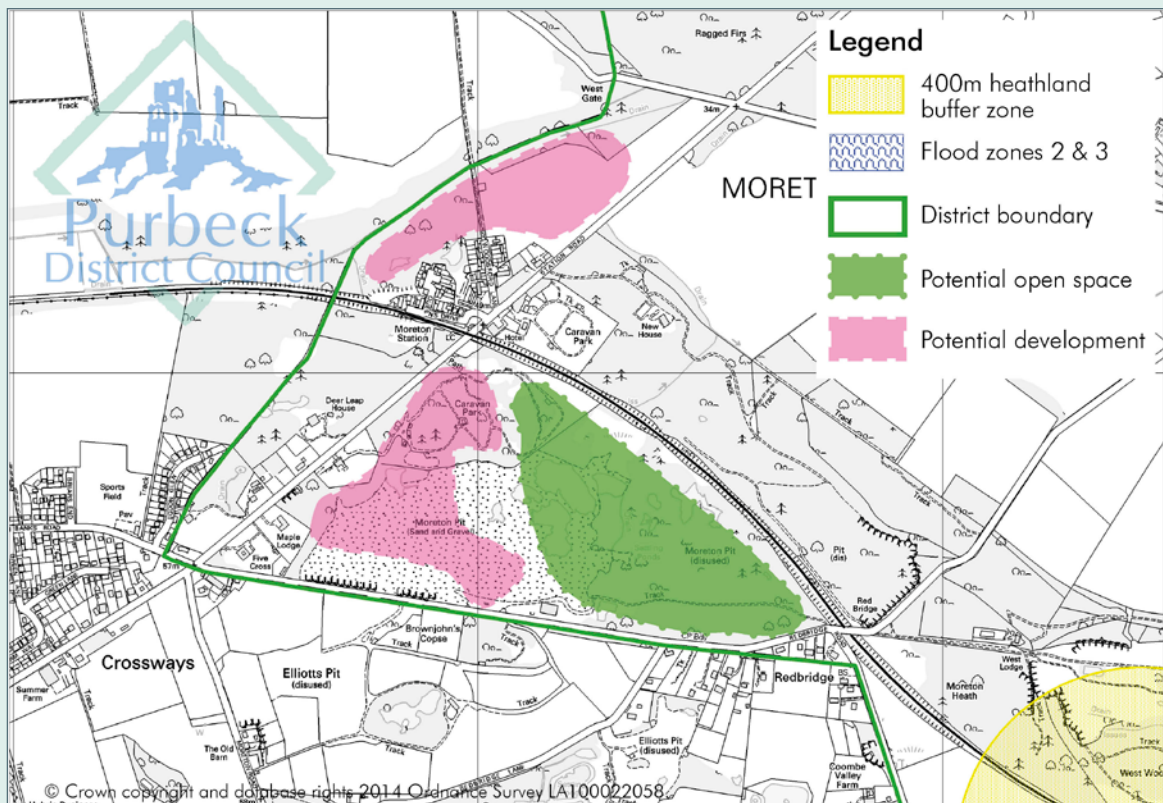
The site is next to a conservation area and there are some potential flooding issues to the south. It would involve developing a sensitive part of the green belt and this could cause a merging effect between Upton, Lytchett Minster and Lytchett Matravers. However, development would be located on the edge of the Poole/Bournemouth conurbation where many Purbeck residents work. This means that, although facilities and services are limited in Lytchett Minster, people living there could travel a relatively short distance in and out of an urban area with a greater selection of services and facilities than in the rest of Purbeck, without encouraging increased use of the A351 at peak times.



Option 4e: consider new development around Moreton Station (including Redbridge Pit)

Developers consider that land at Redbridge Pit and land to the north of Moreton Station could potentially accommodate between 200 and 900 new homes, plus employment, open space, SANG and community facilities.

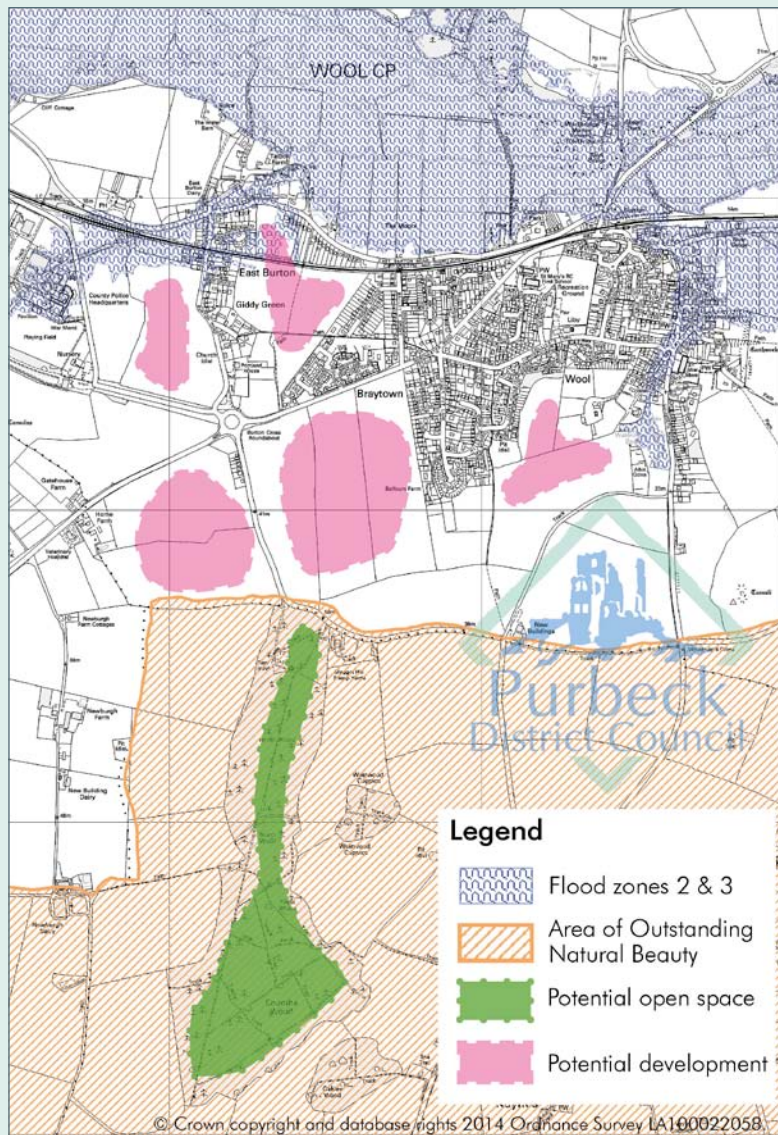
Facilities and services are limited at Moreton Station, but development here would be on the edge of Crossways. Therefore, with masterplanning in conjunction with West Dorset District Council, it may be able to link in with existing facilities and new development planned at Crossways. Development would not involve developing green belt or AONB land and it could tie in with investment at Dorset Green Technology Park.



Option 4f: consider new development west of Wool

Developers believe the land could accommodate a phased development of up to 1,000 new homes, plus public open space and community facilities.

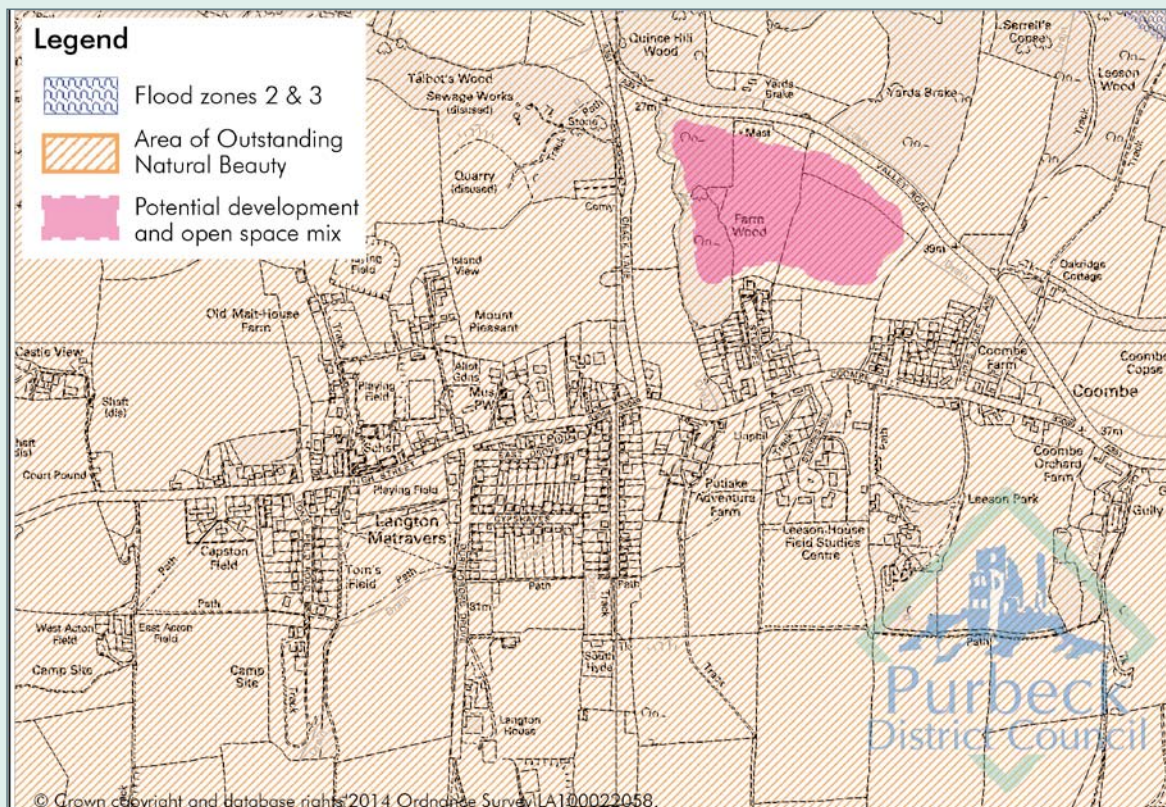
Highways are a problem here that would need to be addressed, for example the queues at the level crossing, which could increase with more development. However, the village does have a station on the Weymouth to London mainline railway. Wool is a key service village and therefore does not have as many facilities as the district's towns, but there is still a range of community facilities and a major employment centre at Dorset Green Technology Centre nearby. Development would not involve developing green belt or AONB land. An overarching masterplan could help connect parts of the village that were developed post-war.



Option 4g: consider new development to the north of Langton Matravers

The landowner has not indicated how much development they would like to see at this site, which is a mixture of open fields and ancient woodland. A low density development of around 30 dwellings per hectare that excludes the ancient woodland could achieve around 200 new properties. The landowner has also not indicated where on the site public open space could be provided, but believes it could link with existing public rights of way in the vicinity.

Langton Matravers is a local service village and therefore does not have as many facilities as the district's towns and key service villages. Development here would spread the village to the north into land designated as AONB and would have a significant landscape and visual impact. The designated ancient woodland would offer a degree of screening to the site, as would other woodland in proximity to the site.



Question 4a: which option(s) / site(s) do you think should be developed or not and why? Please indicate if you'd prefer full or partial development of the site(s).

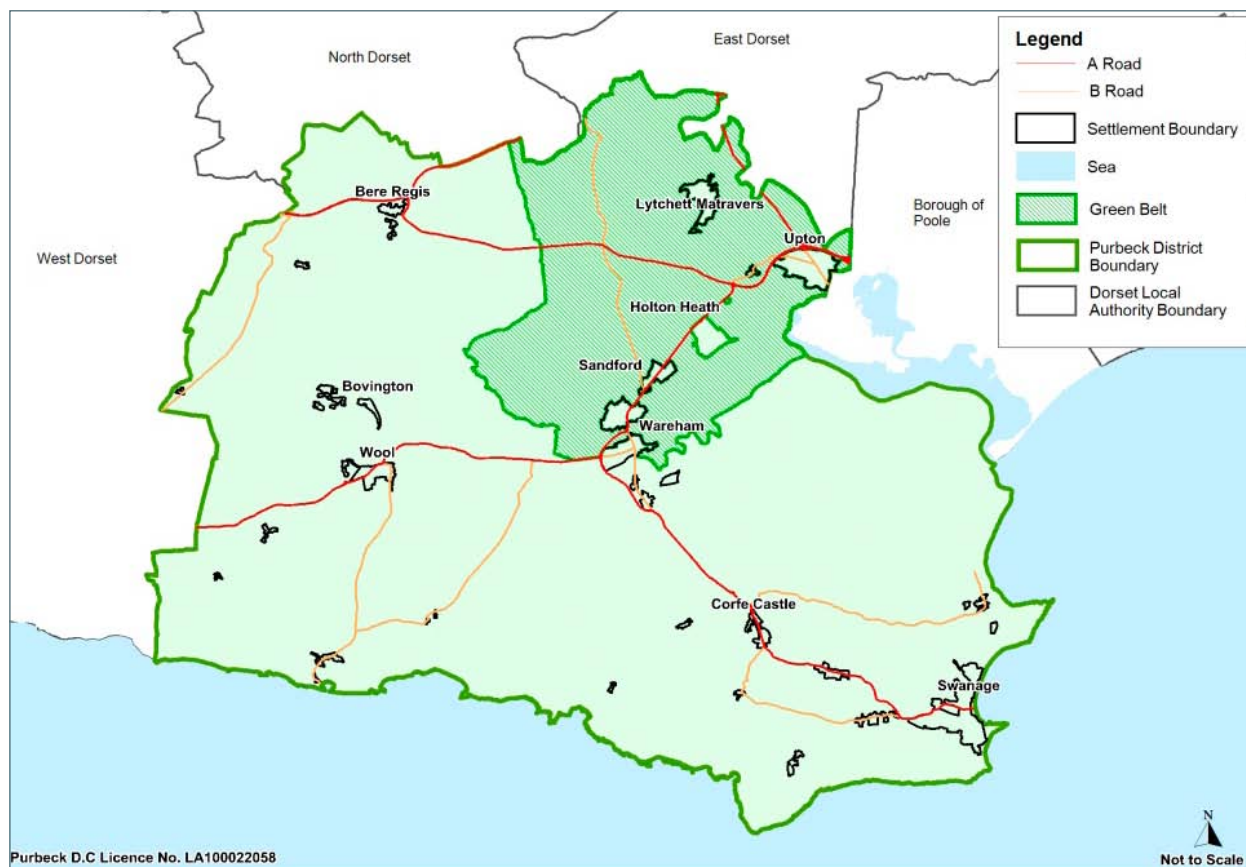
Question 4b: are there any other options that you feel should be included?

Question 4c: should the Council reserve (safeguard) land for potential future development needs beyond the plan period?

Green belt

61. Purbeck’s part of the South East Dorset Green Belt lies to the north east of the district. Its role is to prevent the spread of the Poole/Bournemouth conurbation and avoid the joining of settlements.

Map 3: extent of the green belt in Purbeck



62. National policy and guidance afford green belt a high level of protection and land can only be released for development in exceptional circumstances through the preparation or review of the Local Plan. Further to a green belt review, the PLP1 allocated green belt land for development at Wareham, Upton and Lytchett Matravers. The green belt review assessed that releasing these sites would not harm the function and purposes of the green belt. The PLP1 did not release any further land for development, or identify safeguarded land for future plans.

63. The PLP1 inspector felt the Council should have identified ‘safeguarded land’ in the green belt. This is land that is de-allocated from the green belt in order to provide potential land for future development needs beyond the plan period. In particular, he cited land at Blaney’s Corner in Lytchett Matravers; land to the south of Watery Lane (French’s Farm) in Upton; and North Wareham / Sandford. He recommended that the Council should undertake a further green belt review in order to look at this.

64. However, since the inspector published his report, the former planning minister, Nick Boles, announced that it has to be the local authority's choice to adjust green belt boundaries, not a planning inspector's. As a result, the Council should not feel it is being forced by the Planning Inspectorate to release further land from the green belt. Furthermore, Eric Pickles, the Secretary of State for Communities and Local Government, has recently reaffirmed that green belt is a constraint to development¹³, which may prevent councils from meeting their development needs. However, he does concede that councils can still review the green belt in exceptional circumstances through their local plans. In other words, the Council can allocate green belt land for development if it chooses to.
65. There could be a case for arguing that it would be better to release green belt land that does not fulfil the purposes of green belt, rather than direct development towards more sensitive but non green belt locations. To this end, the Council has produced an updated green belt review¹⁴ as part of this consultation, in order to highlight potential areas for release, should future growth be required. These include:

Lytchett Matravers

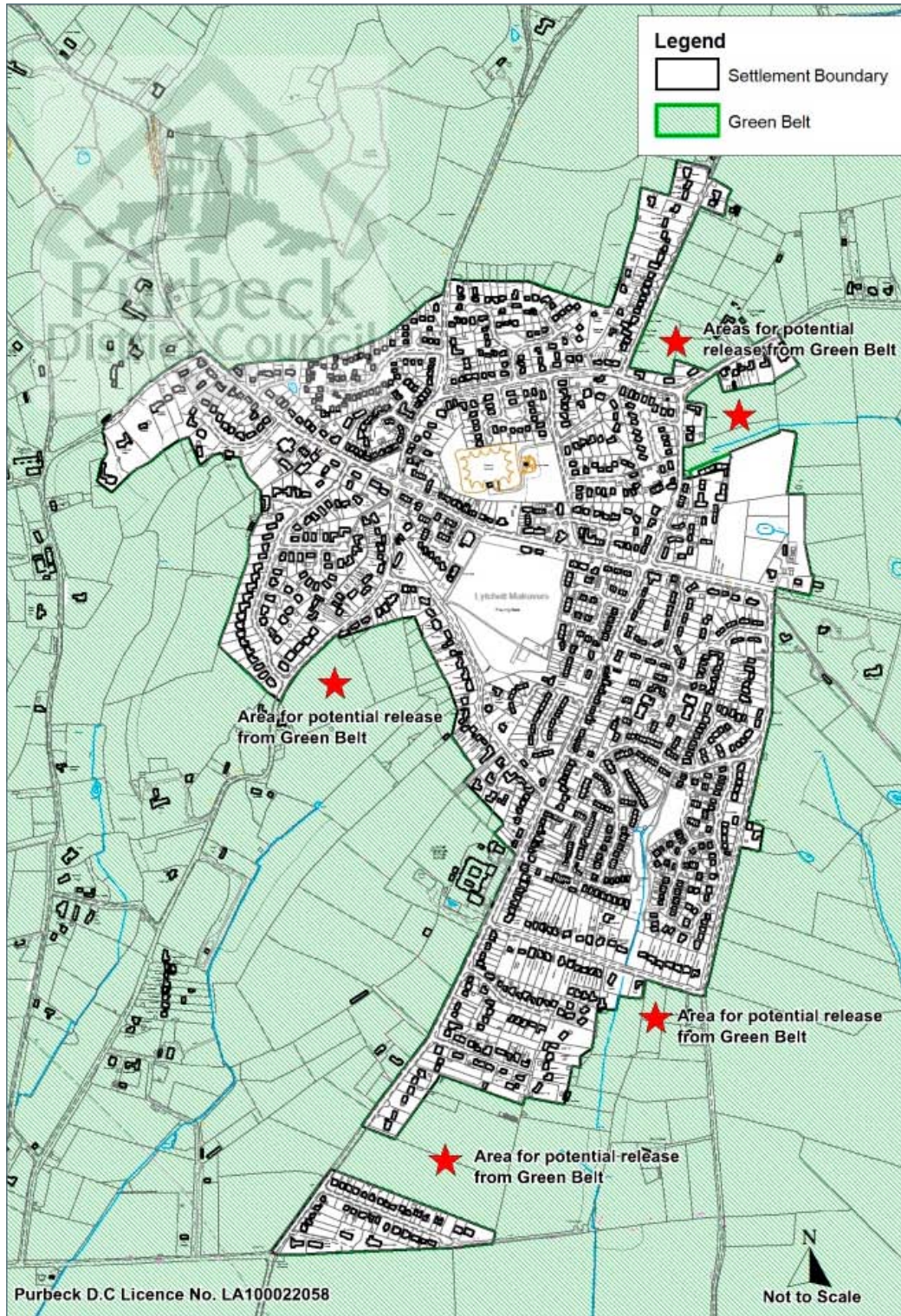
- land adjacent to Middle Road;
- land behind 36 & 38 Wareham Road and field off Burbidge Close;
- land at Foxhills Cottage & adjacent to Peach Cottage;
- land at Blaney's Corner; and
- land at Flowers Drove & Sunnyside Farm

¹³ <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>

¹⁴ The Green Belt Review can be accessed online via: www.dorsetforyou.com/purbeck-partial-review

Map 4: areas of green belt in Lytchett Matravers that could potentially be released

N.B. red stars show indicative locations of sites.

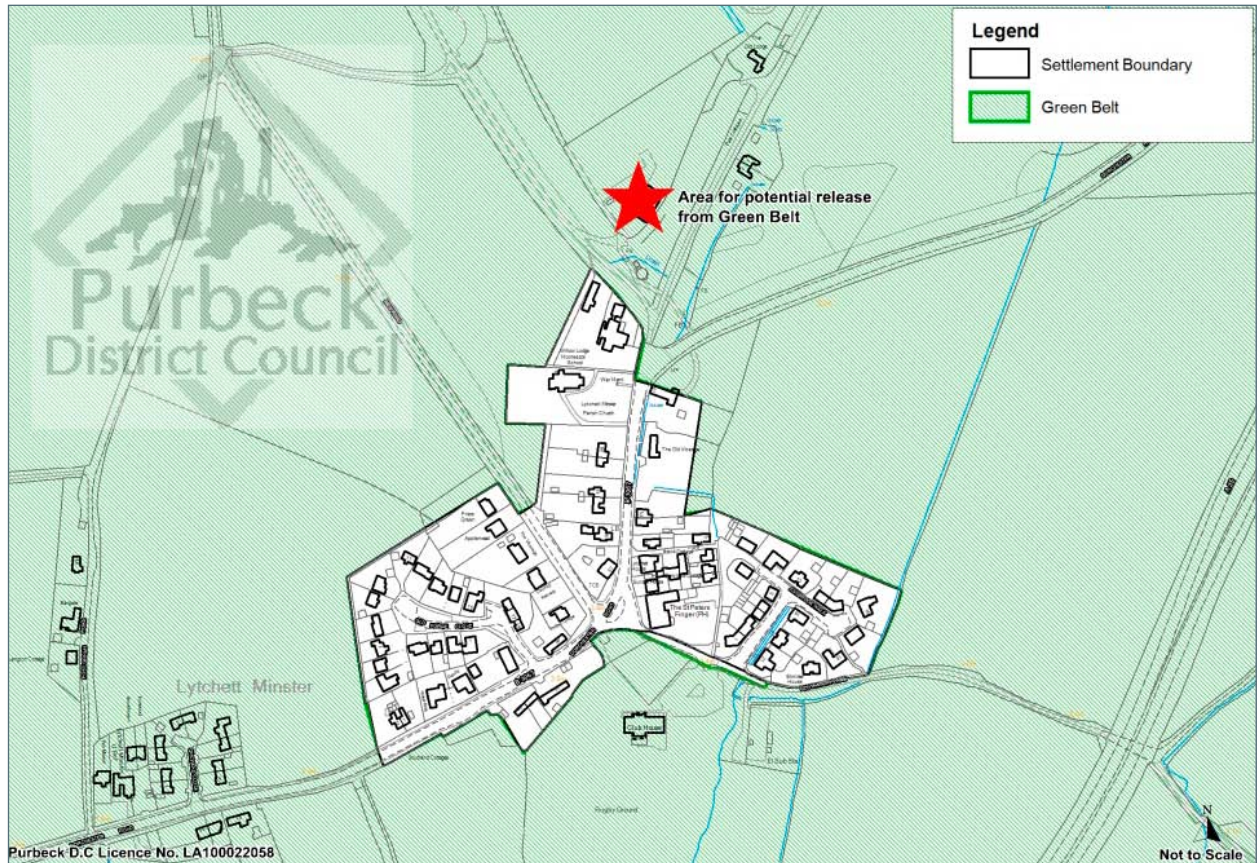


Lytchett Minster

- land at Lytchett Minster (currently occupied by some school buildings).

Map 5: areas of green belt in Lytchett Minster that could potentially be released

N.B. red star shows indicative location of site.

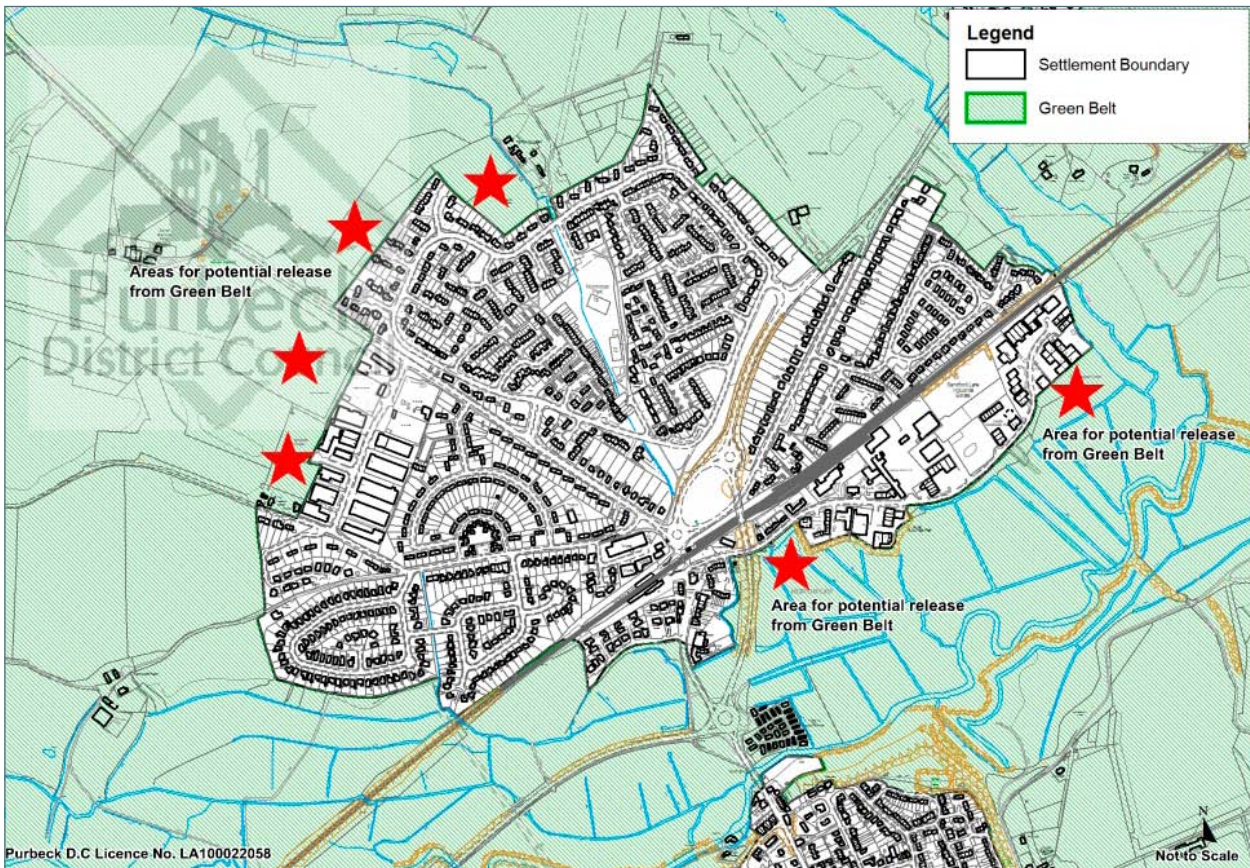


North Wareham

- land to the rear of Westminster Road industrial estate;
- south of Sandford Lane;
- south east of Sandford Lane; and
- land adjacent to Tantinoby Farm.

Map 6: areas of green belt in North Wareham that could potentially be released

N.B. red stars show indicative locations of sites.

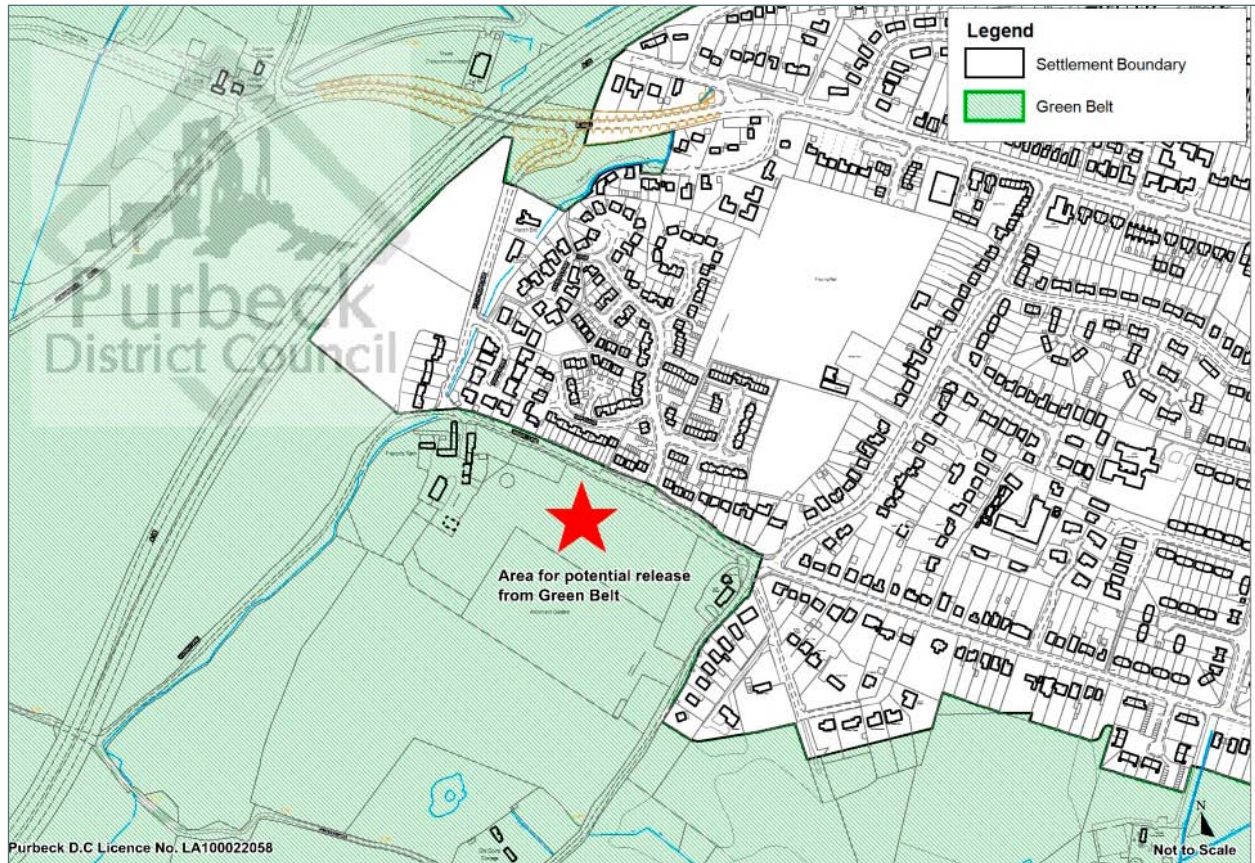


Upton

- land to the south of Watery Lane in Upton.

Map 7: area of green belt in Upton that could potentially be released

N.B. red star shows indicative location of site.



66. In addition, the updated green belt review highlights potential minor changes to the edges of the green belt that currently appear anomalous and the Council feels could benefit from being rectified. The Council would welcome your feedback on these as well.

Issue 5: green belt

Option 5a: objectively reassess the boundaries to make sure they follow logical boundaries on the ground and identify land that is suitable for release from the green belt for strategic development

This would mean that the boundaries are drawn appropriately, which would make it easier for the Council to defend development it considers inappropriate. Releasing land from the green belt that does not perform the intended function of the green belt could prevent land in non green belt locations from being developed, which may be more sensitive in landscape terms.

Option 5b: objectively reassess the boundaries to make sure they are logical on the ground, but do not release land for strategic development

This would mean that the boundaries are drawn appropriately, which would make it easier for the Council to refuse development it considers inappropriate. By not releasing green belt land for development, this could mean development would have to be focussed elsewhere in the district, and this could be at more sensitive locations.

Option 5c: no changes to the green belt and direct development towards non green belt locations

This would mean that the boundaries are dated after having changed over time and would be difficult to identify on the ground. This could make defending planning decisions difficult. By not releasing green belt land for development, this could mean development would have to be focussed elsewhere in the district, and this could be at more sensitive locations.

Question 5a: which option do you agree or disagree with and why?

Question 5b: do you feel the Council should release green belt land for development if the land is not performing the function of green belt?

Question 5c: should the Council identify 'safeguarded land' in the green belt to meet future needs beyond the plan period?

Question 5d: are there any other options that you feel should be included?

Related issues

Employment

67. There are a number of key employment sites in Purbeck, where the Council currently directs employment growth. These include Dorset Green Technology Park, Holton Heath and Sandford Lane.
68. The evidence provided in the draft Eastern Dorset Strategic Housing Market Assessment indicates the Council should deliver around 2,244 additional new homes in the district by 2031 over and above those already planned for through the PLP1. This calculation is linked to the number of jobs the Council anticipates delivering according to economic growth forecasts.
69. The Council currently does not have a figure for how much additional employment land it will need to bring forward because this is still under review. However, there are a number of sites being promoted to the Council for employment-only development and it would welcome your thoughts on them. The Council has looked at all these sites in its previously developed (brownfield) land (PDL) study¹⁵, so each option below highlights the amount of PDL that could be used at each. Please note that some landowners are promoting land to the Council for both housing and employment and these sites can be viewed in the Council's SHLAA¹⁶. However, the Council has not included every such site as an option below. This is because there would be too many options to conduct a meaningful consultation; plus, by consulting on sites that landowners are specifically promoting for employment only, there is a more reasonable prospect of their availability for employment use.
70. The Council would also like to hear your views on whether it should identify land that could be used for employment development in future plans. This would not involve formally allocating land for development at this stage, but would instead reserve or safeguard it for the future, if required.

¹⁵ The PDL study can be accessed online via: www.dorsetforyou.com/purbeck-partial-review

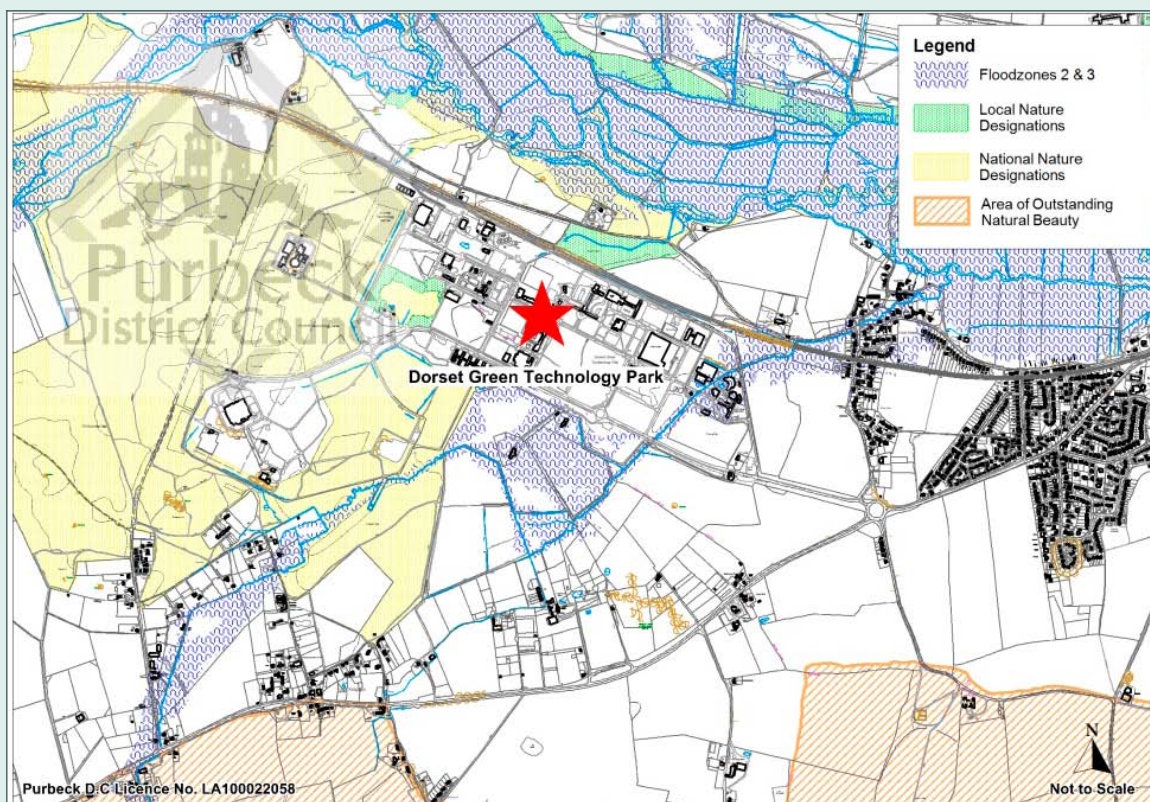
¹⁶ The SHLAA study can be accessed online via: www.dorsetforyou.com/purbeck-partial-review

Issue 6: meeting employment needs

N.B. red stars show indicative location of sites.

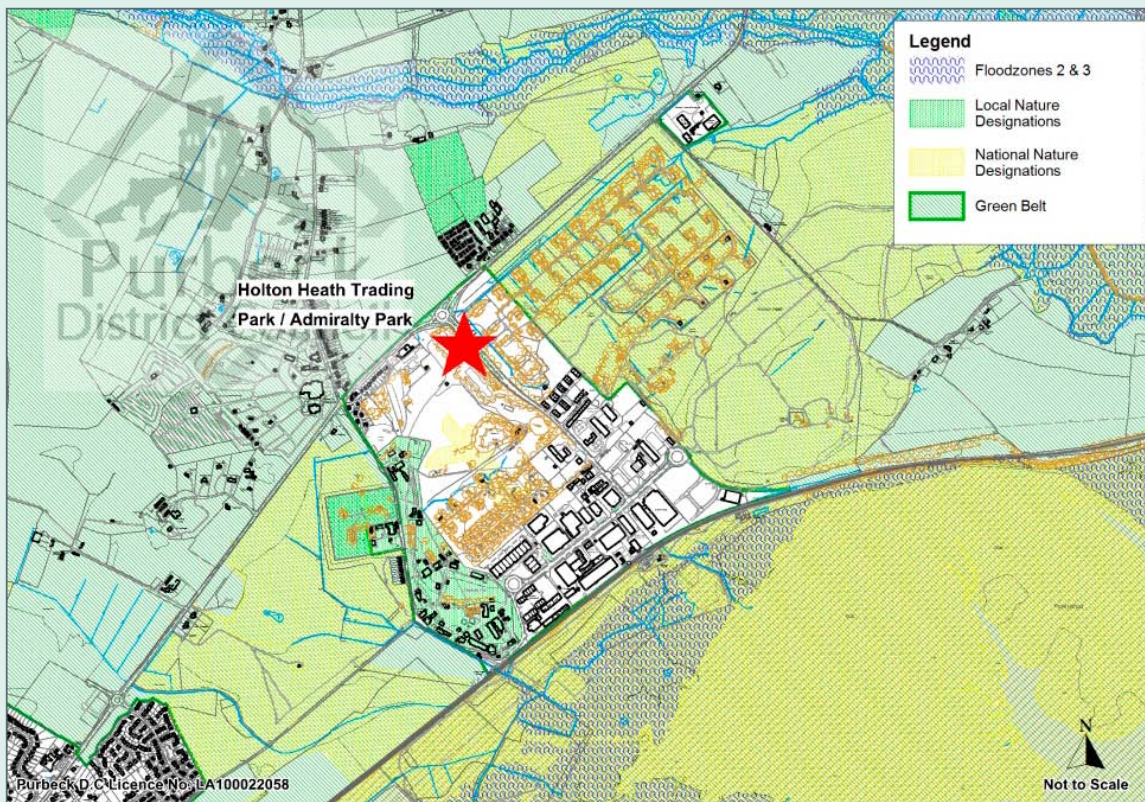
Option 6a: focus employment development at Dorset Green Technology Park (DGTP)

This is one of seven strategically important employment sites in Dorset. Up to 43ha of land containing a significant amount of previously developed (brownfield) land (PDL) could be suitable to bring forward for employment uses.



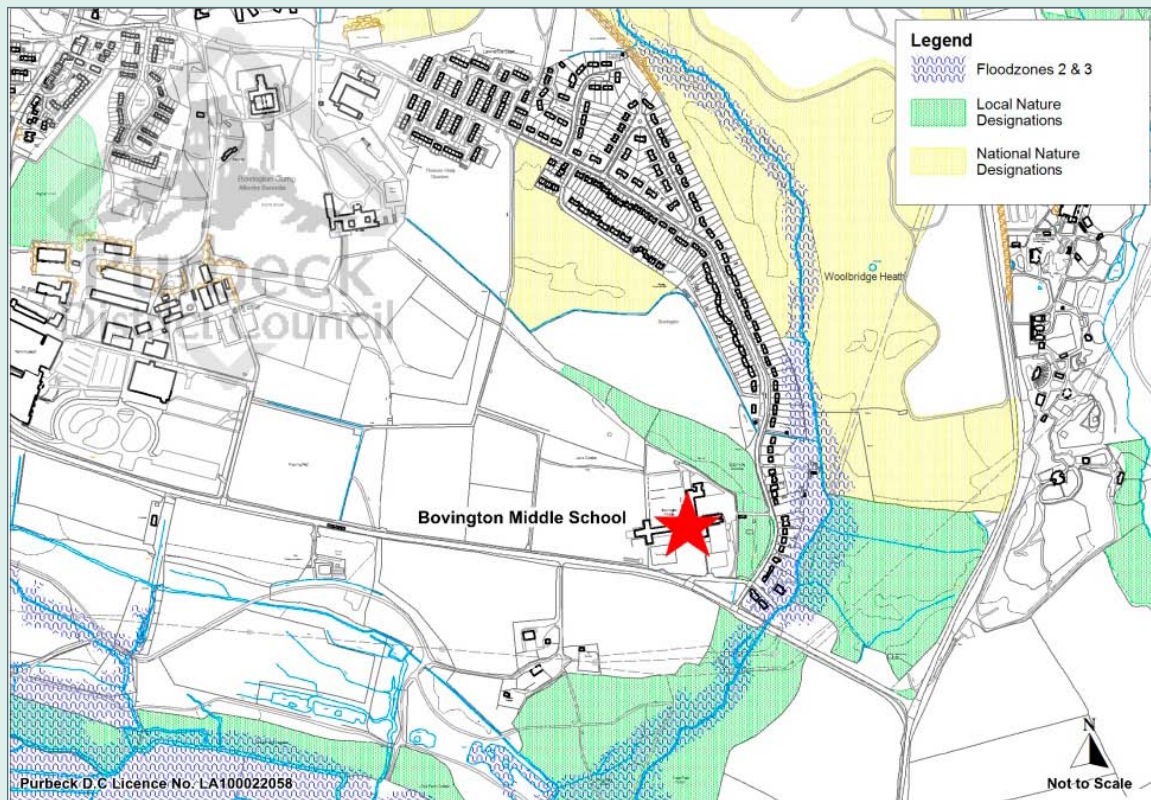
Option 6b: focus employment development at Holton Heath Heath

Holton Heath trading park covers around 35ha and could be extended by around 10ha. The landowner is promoting Admiralty Park for employment development and this includes around 3.7ha of PDL that could be suitable for employment uses.



Option 6c: focus employment development at Bovington Middle School

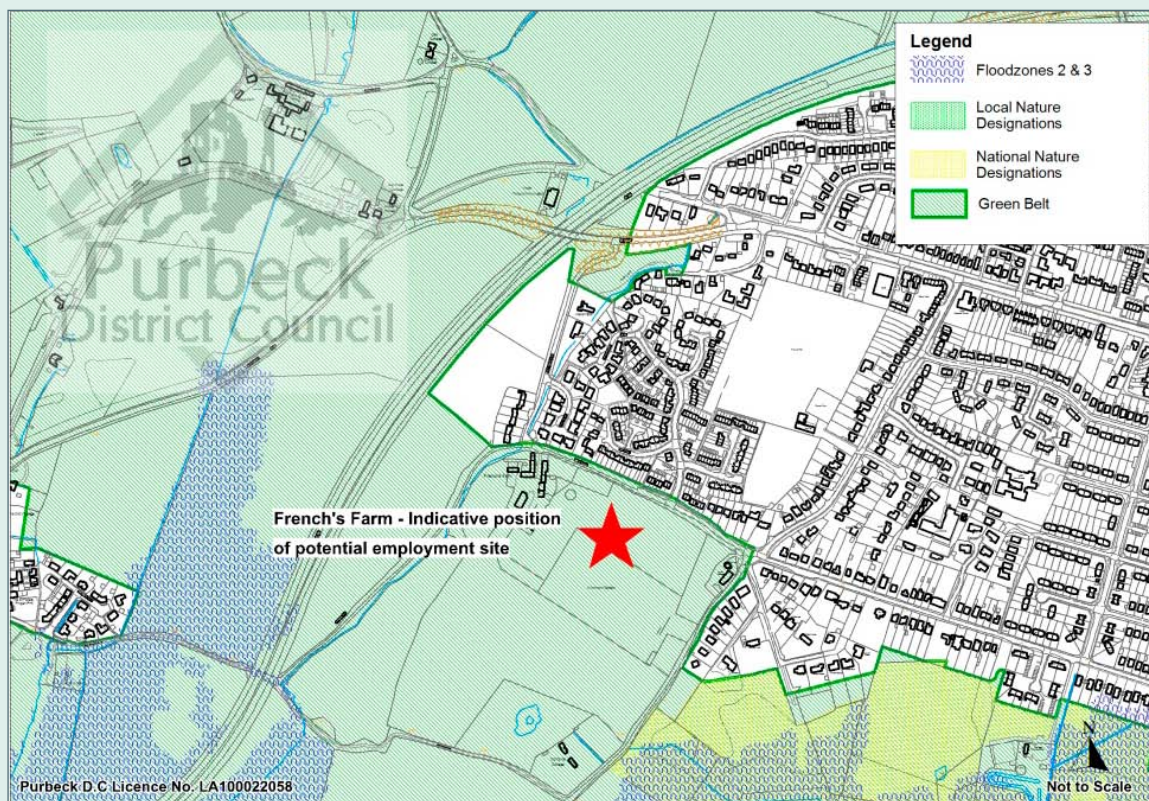
The school occupies a site of around 7.1ha in size and includes around 1.3ha of PDL.



Option 6d: provide around 3ha of additional employment land at Upton

Please note that this links with issue 5.

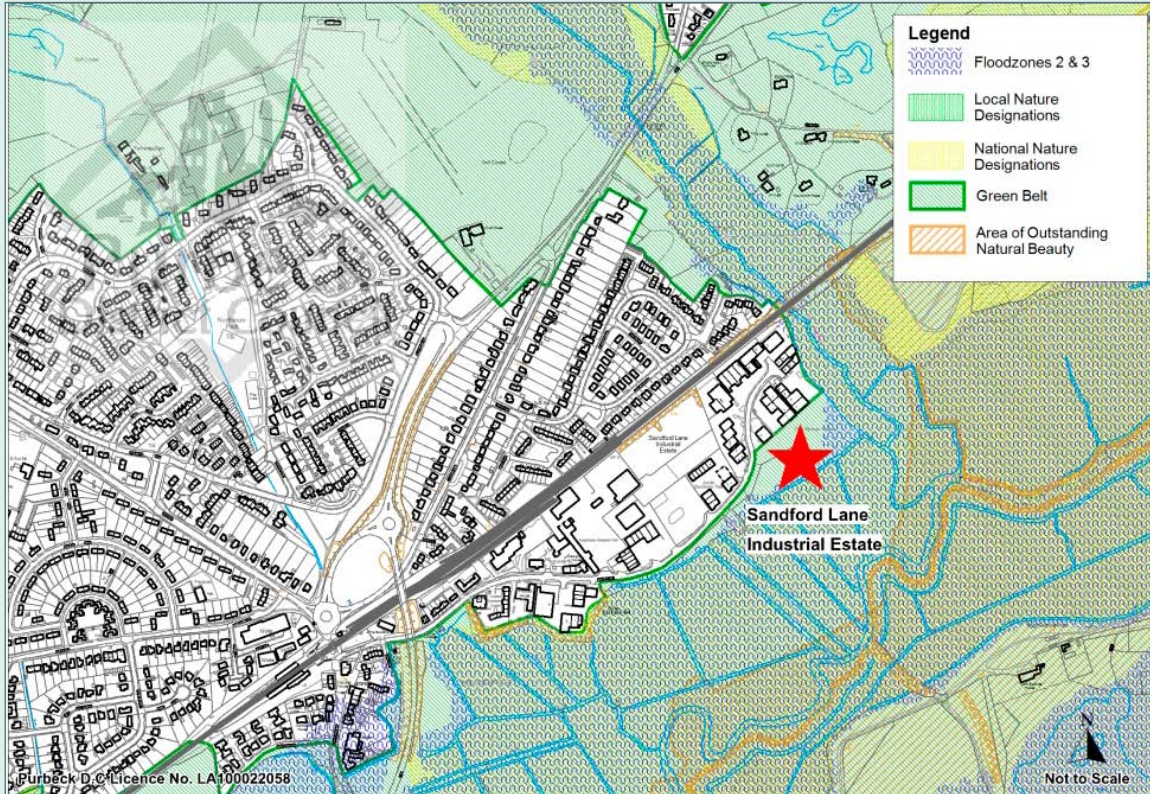
The landowner has identified that this site at French's Farm of around 3ha could be used for a strategic employment allocation. The farm buildings do not constitute PDL.



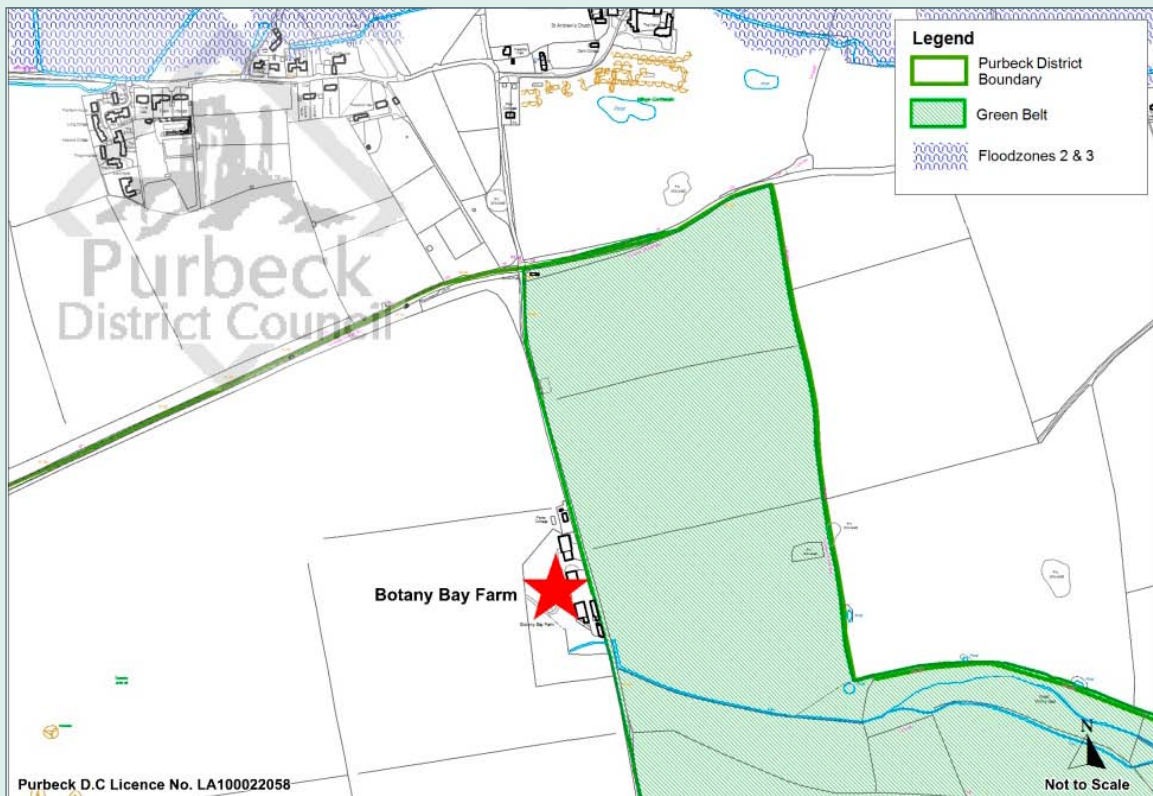
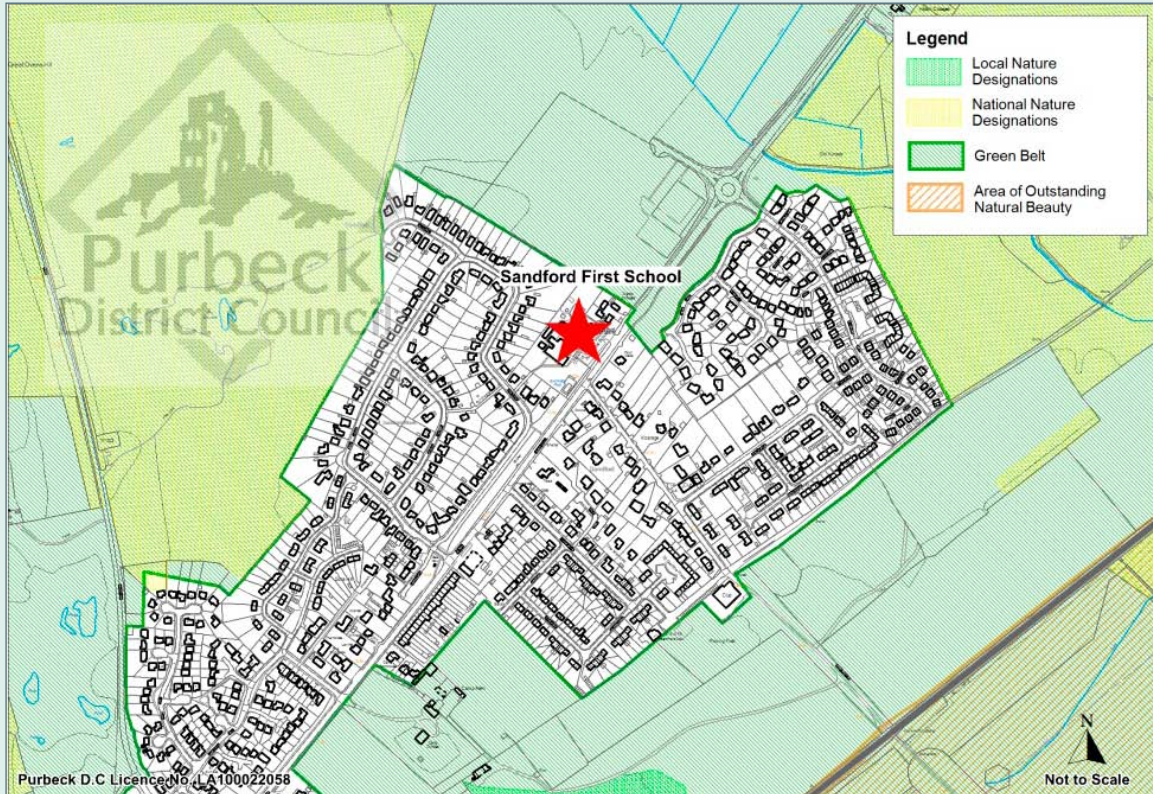
Option 6e: provide around 1ha of additional employment land at Sandford Lane in North Wareham

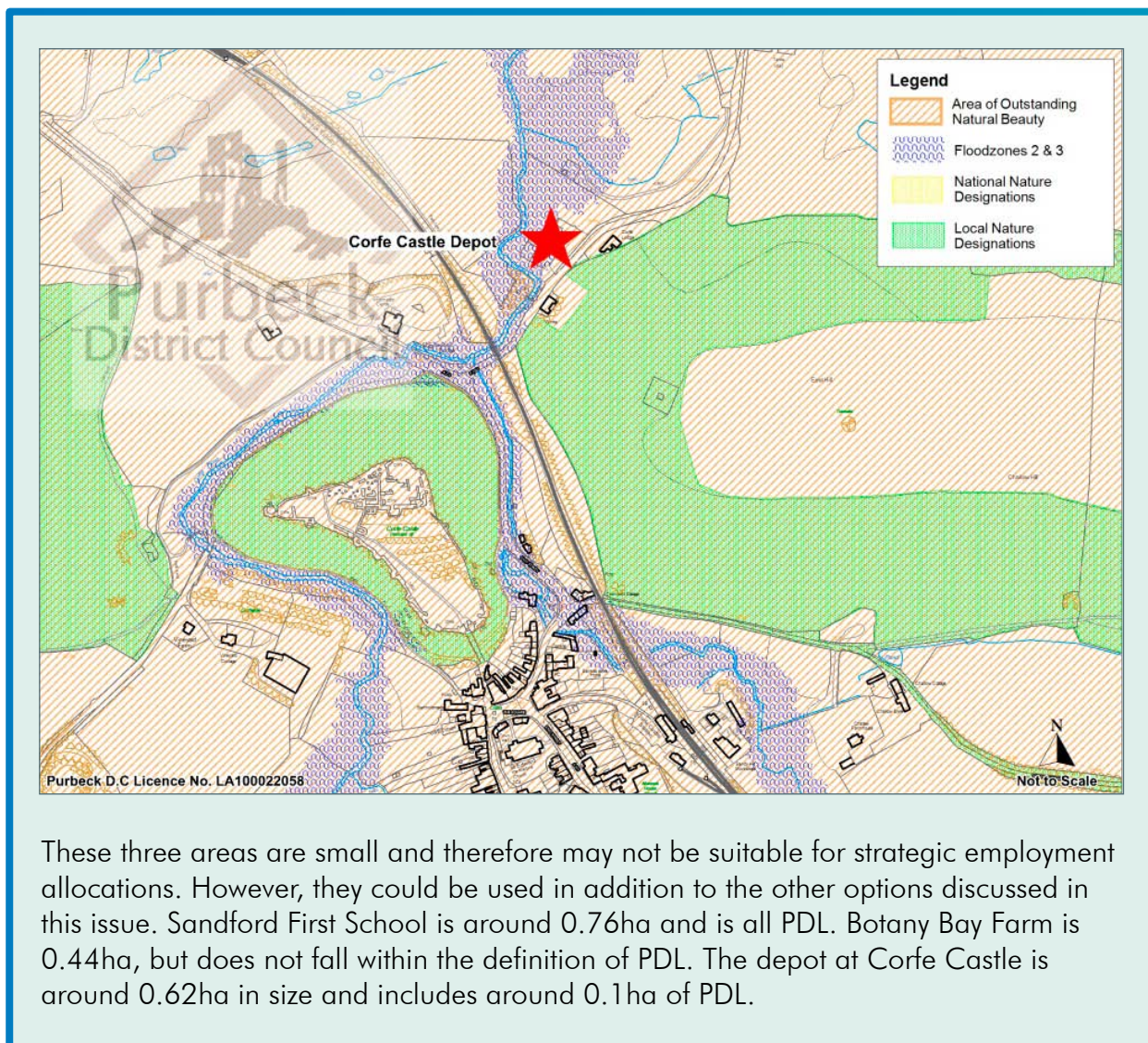
Please note that this links in with issue 5.

The landowner has identified an additional 1ha of employment land at the south east corner of Sandford Lane, which benefits from existing infrastructure, and would help meet the growing demand for employment land.



Option 6f: provide additional employment development at Sandford First School, Botany Bay Farm at Bloxworth and/or the Dorset County Council-owned depot off the B3351 at Corfe Castle





These three areas are small and therefore may not be suitable for strategic employment allocations. However, they could be used in addition to the other options discussed in this issue. Sandford First School is around 0.76ha and is all PDL. Botany Bay Farm is 0.44ha, but does not fall within the definition of PDL. The depot at Corfe Castle is around 0.62ha in size and includes around 0.1ha of PDL.

Question 6a: which option/s do you agree or disagree with and why?

Question 6b: should the Council identify 'safeguarded' employment land to meet future needs beyond the Partial Review?

Question 6c: are there any other options that you feel should be included?

Retail

71. The Council's current strategy directs the majority of retail (food and non-food) development to Swanage and the small remainder will be delivered in other town and village centres through extensions to premises and changes of use.
72. The NPPF requires plans to meet their objectively assessed needs and this includes retail needs. The Council has commissioned a new retail study jointly with Borough of Poole. This study shows that the Council may need to deliver an additional 600sqm (net) of food retail floor space, over and above the need identified in the PLP1. To give some context, the Sainsbury's in Wareham currently has approximately 950sqm (net) of retail floor space. The Council would welcome your thoughts about where you think additional retail growth could go.

Issue 7: meeting retail needs

Option 7a: deliver up to an additional 600sqm (net) food retail floor space

This would be in line with the evidence base.

Option 7b: deliver more than an additional 600sqm (net) food retail floor space

National policy would allow for us to plan for extra retail growth if the Council wants to. This would help increase the sustainability of Purbeck by reducing residents' need to travel out of the district to meet their retail needs.

Question 7a: which option do you agree or disagree with and why?

Question 7b: where do you think additional floor space should go, e.g. focussed at one particular settlement, spread across the district, or an out-of-town facility?

Question 7c: are there any other options that you feel should be included?

Managing internationally protected heathlands

73. The heaths of South East Dorset are protected through European and British law (the Habitats Regulations) because they are home to threatened wildlife, both plant and animal. The Habitat Regulations place responsibilities on the Council to ensure that any developments do not have an adverse impact on the heaths and their wildlife. Earlier research¹⁷ on visitor patterns and the impact of development on heathlands informed the current policies. A summary of the impacts can be found in the Heathlands Background Paper¹⁸ which accompanies this consultation.
74. The current policy is to not allow residential, tourist and some equestrian-related development within 400m of an internationally-protected heath, but allow development between 400m and 5km of a heath as long as the impacts can be mitigated. The Council is reviewing this approach.
75. One of the implications of the 400m zone is that brownfield sites within the zone cannot be developed for housing. There could be an argument that this then puts pressure on greenfield sites for development and that such sites can be more sensitive in terms of landscape impacts and can be a further distance from shops and facilities.
76. Currently, a key approach to mitigation between 400m and 5km across the district is to provide alternative open spaces, usually Suitable Alternative Natural Greenspaces (SANGs) to divert pressure from the sensitive heaths. However, the district has different characteristics, for example in terms of existing public open space and footpath links, so there could be a case for creating an alternative approach such as enhancing the existing open spaces and footpath links in some parts of the district.
77. Settlement extensions of around 50 or more homes are currently required to provide their own SANG. Other mitigation will be funded through the Community Infrastructure Levy (CIL), which is collected from all CIL-liable developments.
78. The Council recently held a workshop for town and parish councils where it looked at the issue of heathland mitigation. The outputs of this will inform the Council's discussions with Natural England about possible alternative approaches, along with your comments received from this consultation.
79. The Council is not yet in a position to present options on a different approach to managing internationally protected heaths, but it does have a number of questions opposite.

¹⁷ Footprint Ecology studies can be found in the heathlands section of the Council's local plan evidence online at: <https://www.dorsetforyou.com/evidence/purbeck>

¹⁸ The Heathlands Background Paper can be accessed online via: www.dorsetforyou.com/purbeck-partial-review

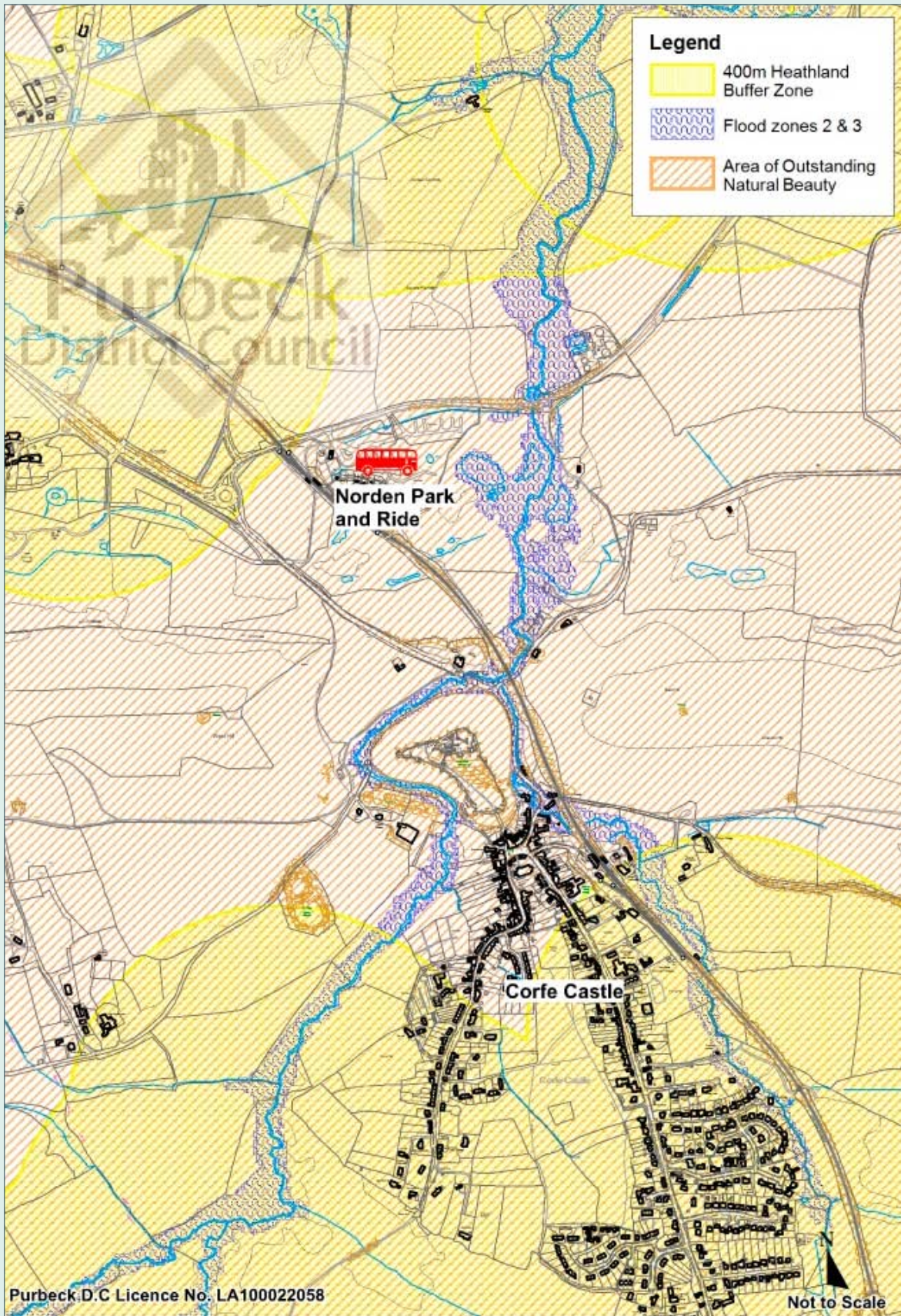
Question 8a: do you agree with the Council's current approach of not allowing specific types of development between 0-400m of a heath? If not, what is your alternative suggestion that would not lead to more people and pets using the heath?

Question 8b: do you agree with the Council's current approach to mitigating development between 400m and 5km of a heath through alternative open space and other mitigation? If not, what is your alternative suggestion that would mitigate the impact of development in this zone?

Transport

80. As the Partial Review evolves, the Council will commission 'transport modelling' studies to make sure that any proposed development would be acceptable in terms of impacts on local highways infrastructure. Such information is not available at this stage. However, a potential option to help alleviate congestion on the A351 could be expanding Norden Park and Ride.
81. Norden Park and Ride currently provides a facility that eases congestion on the A351 and reduces parking demand in Corfe Castle and Swanage. In order to help further alleviate congestion and ease parking issues in eastern Purbeck, Dorset County Council (DCC) believes there could be a case for expanding the site. There is an indicative location plan of the Park and Ride on page 50. DCC has not indicated where it would like the Park and Ride to expand to, but would like to take this opportunity to ask questions on the principle of expanding it.

Issue 9: Norden Park and Ride



Option 9a: expand Norden Park and Ride

This would involve developing more land in the AONB for parking and this could increase the landscape and visual impact. However, it could lead to reduced vehicles on the A351 between Norden and Swanage whilst reducing parking demand for both Corfe Castle, Swanage and even Studland.

Option 9b: leave Norden Park and Ride as it is

There would be no landscape impact, but congestion on the A351 and existing parking issues would not improve.

Question 9a: which option do you agree or disagree with and why?

Question 9b: if you disagree with both options, can you suggest an alternative?

Other issues

Boundaries

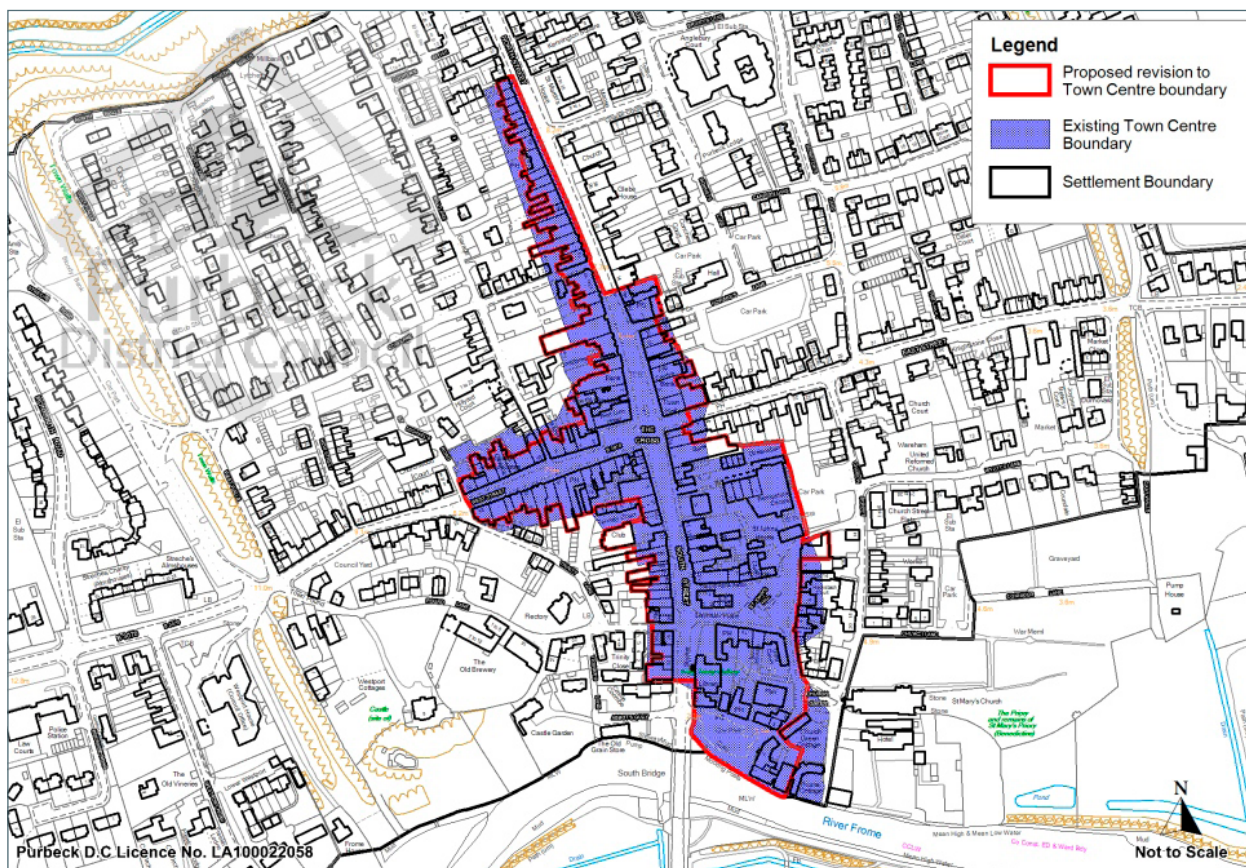
- 82. Settlement boundaries denote where the limits of a town or village are and where the countryside begins. Within them, there is more of a presumption that development will be acceptable, whereas outside of them, development is more strictly controlled.
- 83. Things change over time and so it is important boundaries are kept up to date and clearly defined. The Council has produced a series of background papers¹⁹ on settlement boundaries as part of this consultation. These look at the robustness of the current boundaries and recommend changes, particularly where they are not readily recognisable on the ground. The Council would welcome your feedback on the proposed changes in these background papers.
- 84. Please note that if the Council decides to allocate any settlement extensions for new development, the relevant settlement boundary would be adjusted to accommodate them.

Question 10a: do you have any comments on any proposed changes to settlement boundaries detailed in the background papers? If so, please summarise them.

¹⁹ The Settlement Boundary Background Papers can be accessed online via: www.dorsetforyou.com/purbeck-partial-review

Wareham town centre

- 85. Town centre boundaries show where retail uses are focussed in a settlement and where they should be safeguarded. Town centres in Purbeck are in Wareham and Swanage. The Council has already consulted on potential changes to Swanage town centre boundary as part of the Swanage Local Plan Issues and Options consultation (February – March 2014). This document therefore focuses on Wareham town centre.
- 86. Things change over time and so it is important the extent of Wareham town centre is kept up to date and clearly defined. The Council has produced a background paper²⁰ on Wareham town centre as part of this consultation and the Council would welcome your feedback on it. Potential changes are highlighted on the map below.



Question 11a: do you have any comments on the proposed changes to Wareham town centre?

Local centres

- 87. Many of the district’s local community facilities are located in small local centres, such as village centres or shopping parades. While these centres do not fulfil the shopping and community role of town centres, they provide valuable opportunities for meeting day to day shopping needs, particularly in walking distance of many people’s homes. Such centres may include food stores, pharmacies, post offices and restaurants. It is important that such community and retail uses are retained.

²⁰ The Wareham Town Centre Background Paper can be accessed online via: www.dorsetforyou.com/purbeck-partial-review

88. Local centres are located at Bere Regis, Corfe Castle, Lytchett Matravers, North Wareham, Swanage (Herston), Upton and Wool. The Bere Regis Neighbourhood Plan will be looking at the Bere Regis local centre, but for the remainder, the Council would welcome your views on its potential approach. For instance, whether the Council should identify specific zones to denote local centres; or identify individual buildings; or maybe use a criteria-based planning policy to assess planning applications in local centres.

Issue 12: local centres

Option 12a: use specific zones to identify local centres

This approach would show clearly on a map where local centres are. However, this can be an inappropriate approach where uses are spread and not concentrated in specific locations.

Option 12b: identify individual buildings to safeguard

This would show exactly which buildings / uses should be retained.

Option 12c: use a criteria-based planning policy to assess planning applications

This would allow the Council to assess planning applications for individual sites and make a judgment based on the impact any change might have to the viability and vitality of the local centre.

Question 12a: which option do you agree or disagree with and why?

Question 12b: are there any other options that you feel should be included?

Affordable Housing Delivery

89. Housing affordability is a critical issue in Purbeck. To help tackle this, the Council's adopted policy for providing affordable housing requires 40-50% affordable housing from eligible sites. The Council originally set a threshold of two (net) or more dwellings or for individual dwellings where the site area exceeds 0.05ha, after which the policy would apply. However, the Government's Planning Practice Guidance²¹ has now set a threshold nationally for eligible sites, which supersedes Purbeck's policy. The threshold is now set at 11 or more dwellings. However, the guidance says that the Council may choose to collect a 'commuted sum payment' for developments between 6-10 dwellings in all of the district apart from Wareham and Upton. This means that, rather than delivering affordable housing onsite, the development would give the Council a financial payment to the equivalent value of onsite provision, which the Council would spend delivering affordable housing elsewhere in the district.

²¹ <http://planningguidance.planningportal.gov.uk/blog/guidance/planning-obligations/planning-obligations-guidance/>

90. The Council cannot ask for commuted sums now, as it needs an adopted planning policy in order to do so. The Partial Review offers an opportunity to introduce this requirement.
91. The Government's threshold will have consequences for affordable housing delivery in Purbeck because the Council's locally-set threshold was leading to increased affordable housing provision. The Council should now consider alternative ways to deliver affordable housing and would welcome your feedback on ways to approach this.

Issue 13: affordable housing delivery

Option 13a: increase the percentages of affordable housing on sites of six or more dwellings across the district and 11 or more in Upton and Wareham

Other than settlement extensions, Purbeck gets very few housing sites large enough to deliver 11 units or more in Wareham and Upton. However, applications for six units and over are fairly common in some of the larger rural parishes and Swanage. Increasing the percentages of affordable housing on eligible sites would require the Council to undertake viability testing work to ensure that development would still be viable. If it were to be viable, an increased percentage requirement may lead to increased affordable housing delivery. However, conversely, it could put developers off and lead to less new affordable housing.

Option 13b: leave the current percentages as they are

Leaving the percentage requirements as they are will not help increase affordable housing supply. However, previous locally-derived evidence shows development to be viable at 40-50% affordable housing, so maintaining the current level of contribution would provide certainty for developers.

Option 13c: allocate more settlement extension sites that would deliver affordable housing

The majority of planning applications in Purbeck are for very small numbers of houses. The Council's previous threshold of two (net) or more dwellings, or individual dwellings where the site area exceeded 0.05ha, meant that many small developments were able to contribute towards affordable housing provision. Now, the only way to ensure affordable housing delivery will be to make sure that enough sites come forward that are over the Government's new threshold. This could be achieved by the Council allocating more land for development of a size large enough to deliver affordable housing.

Question 13a: which option/s do you agree or disagree with and why?

Question 13b: should the Council collect commuted sums in lieu of onsite affordable housing provision for eligible developments of between 6 and 10 dwellings?

Question 13c: have you any other suggestions for how the Council could increase its supply of affordable housing?

Self / custom build housing

92. The March 2014 budget committed the Government to consult on a new Right to Build, giving custom builders a right to a plot from councils²². The consultation material²³ states that custom build housing, including self build, is housing commissioned and built by individuals or groups of individuals for their own use, either by building the home on their own or working with builders. This is often seen as a cheaper way to acquire a home, but it is important to bear in mind that self-builders will still have to pay the going market rate for a plot and land in Purbeck is expensive. This means that it may not be an affordable option for local people on low incomes.
93. The Government's consultation ended in December 2014, and the results have not yet been published. However, paragraph 62 of the consultation material did include some of the various approaches that could be used to secure land for self-build projects. These are set out below and the Council would welcome your thoughts on which you feel would work best in Purbeck. Please note, however, that the results of the Government's consultation may lead to these approaches changing, so some or all may not be possible. And there may be other, new proposals that the Council will need to incorporate in future drafts of the plan.

²² Paragraph 2.21

²³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/366722/141023_Right_to_Build_Consultation_FINAL.pdf

Issue 14: self / custom build housing

Option 14a: allocate sites specifically for self-build projects

At the moment, the settlement extension sites that the Council allocates contain a mixture of market and affordable housing and these are built by a developer. This option would make sure that some settlement extensions would be exclusively for self-builds (but could also include an element of self-build affordable housing built in association with a registered provider).

Option 14b: allocate a portion of settlement extension sites for self-build projects

This is an approach used by some councils and would involve a portion of a private developer's land being reserved for self-builds. There may be implications for private developers in terms of viability, as by giving up plots they may lose the economies of scale achieved by having many plots to build.

Option 14c: use development contributions

Where a development does not provide a portion of land for self-build, it would provide a financial contribution towards this instead. The Council would secure contributions through a legal agreement and they would be spent on bringing forward land elsewhere for self-builds. This option could have implications for private developers in terms of viability.

Option 14d: allocate Council-owned land for self-build projects

The Council owns very little land, so depending on the level of demand for projects across the district, it would likely be difficult for the Council to provide suitable plots.

Option 14e: do nothing and let those in need of a home buy from a developer or the existing housing stock

The Government's intention seems clear that it would like to increase the rate of self building in the country and that councils should help facilitate this. Therefore, it may be difficult to justify choosing this option.

Question 14a: which option/s do you agree or disagree with and why?

Question 14b: have you any other suggestions for how the Council could cater for demand for self / custom build plots?

Gypsies, Travellers and Travelling Showpeople

94. There is a statutory duty on the Council to meet the accommodation needs of Gypsies, Travellers and Travelling Showpeople. Evidence²⁴ shows that Purbeck's current identified need is for 33 pitches during the period 2013 – 2028. The Council is working jointly with other Dorset councils to address this through a joint plan. However, to date, the Council has not found any deliverable sites in Purbeck and would welcome your views on the options below.

Issue 15: Gypsies, Travellers and Travelling Showpeople

Option 15a: allocate a proportion of settlement extensions as Gypsies, Travellers and Travelling Showpeople sites

This would accord with the Government's aim to create sustainable, inclusive and mixed communities. There may be implications for development viability, which the Council would need to investigate.

Option 15b: allocate new sites exclusively for Gypsies, Travellers and Travelling Showpeople

The Council would still need to make sure that sites are appropriately located and as close as possible to existing settlements in order that occupants can access facilities and services.

Question 15a: which option do you agree or disagree with and why?

Question 15b: are there any other options that you feel should be included?

Country park with tourist accommodation at Morden

95. Previous Habitats Regulations Assessment²⁵ work undertaken for the Council said that a strategic Suitable Alternative Natural Greenspace (SANG) would be ideal between Lytchett Matravers and Bere Regis or to the north of Bere Regis, in order to divert visitor pressure away from heaths. It would have to be suitably located to provide opportunities for dog walking and other recreational activities for residents of Lytchett and Bere Regis. It would be in addition to other SANGs that are necessary to mitigate the impacts of specific settlement extension sites.
96. The landowner has an aspiration to restore a historic country park at Morden and introduce tourist accommodation of around 80-100 chalet / forest lodge units in order to make the scheme viable. The planning inspector who examined the PLP1 remarked that

²⁴ <https://www.dorsetforyou.com/travellerpitches>

²⁵ <http://www.dorsetforyou.com/media.jsp?mediaid=156568&filetype=pdf para.5.51>; and <http://www.dorsetforyou.com/media.jsp?mediaid=166011&filetype=pdf para. 5.52>

land at Morden may be suitable for use as a country park open to the public with some tourist accommodation²⁶.

- 97. This may present an opportunity to also open up parts of the 190ha site not occupied by the private tourist accommodation for public access. This could potentially perform the function of a strategic SANG.

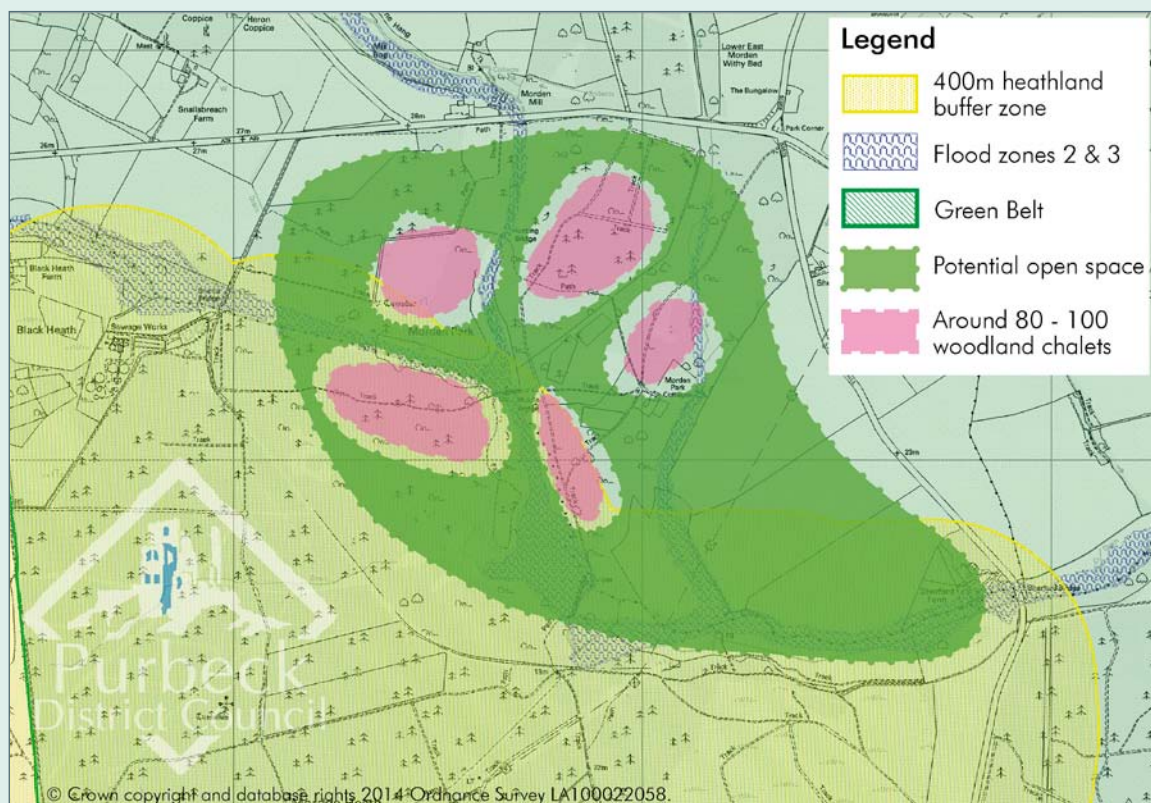
Issue 16: country park and tourist accommodation at Morden

Option 16a: develop land at Morden for public open space and around 80-100 holiday chalets

This would mean developing land in the green belt. The site is also partly covered by the 400m heathland zone, within which development is severely restricted. However, opening part of the land to the public would be beneficial because it would act as a strategic Suitable Alternative Natural Green Space (SANG). Natural England would like the Council to identify a strategic SANG in north Purbeck, as it would help direct people away from internationally-protected conservation sites elsewhere. A traffic impact assessment would likely be required and would need to address the serious accident record at Morden park corner.

Option 16b: do not develop land at Morden for public open space and holiday chalets

This would retain the openness of the green belt, but it would mean that the Council would still need to identify a strategic SANG elsewhere in the north of Purbeck.



²⁶ Paragraph 100 of his report

98. An indicative location map is shown opposite.

Question 16a: which option do you agree or disagree with and why?

Other open space

99. People need good quality open spaces, as there are many benefits, such as for health. Additional development would put pressure on existing facilities and depending on the scale and location, new development may also require its own additional facilities. This issues and options consultation will provide the Council with a steer on how much development is required and where in the district it could be accommodated. Therefore, it is too early at this stage to put forward options for how much recreation and open space will be needed and where. Nevertheless, this consultation does provide an opportunity for us to ask a question on your preferences.

Question 17a: do you agree that the Council should consider how new development should contribute to the provision of recreation and open space?

Question 17b: would you prefer for larger developments to provide its own new facilities on site (e.g. sports pitches or children's play equipment), or would you prefer development to contribute towards upgrading existing facilities?

Meeting military needs

100. Policy SW of the PLP1 allows for 30 dwellings to be allocated for military-only use in Bovington. The policy says that these will be allocated through a site allocations plan or a neighbourhood plan. However, neither of these is coming forward, which means it could be an issue for the Partial Review to address. The MOD is due to produce an estate management plan, highlighting its development needs. However, this is not yet published, so the Council does not know at present what those needs are and the possible locations for where they would like development to go. This means it is not possible to provide options at this stage, but nevertheless this consultation does provide the Council with an opportunity to ask some related questions.

Question 18a: do you agree that meeting military needs is an issue?

Question 18b: MOD-only housing means that it does not have to provide affordable housing. Should the Council allow the MOD to build non-military housing as well, which would provide a mixture of market and affordable housing available to the general public?

Planning policies

101. It is important that any local plan is monitored and kept up to date, so that it is in line with national policy. Since the Council adopted the PLP1, there have been some changes to national policy and terminology that the Partial Review needs to update. For example, the criteria by which Building for Life is assessed have been updated since the Council adopted the PLP1. Therefore, it could make sense to update Policy D: Design to take this into account. The Council may also like to consider identifying some potential wording changes to strengthen policies. Further detail will be provided at the next stage of plan preparation.

Existing policies

Question 19a: are there any policies that you feel would benefit from review?

Additional policies

- 102.** There may be a case for the Council to introduce new policies, where relevant. For example, the Government requires the Council to identify areas that may be susceptible to coastal change and to highlight what development would be acceptable within them. Therefore, it may be appropriate for the Council to investigate introducing a policy on Coastal Change Management Areas.
- 103.** Further detail on potential new policies will be set out at the next stage of plan preparation.

Question 20a: are there any new policies you feel the Council should introduce?

Any other issues

- 104.** There may be issues that you feel this paper has not covered. The Council would welcome your feedback on anything else you would like to raise.

Question 21a: are there any other issues you think the Council should look at?

Glossary

<p>Affordable housing</p>	<p>Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.</p> <ul style="list-style-type: none"> • Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency. • Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). • Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. <p>Homes that do not meet the above definition of affordable housing, such as 'low cost market' housing, may not be considered as affordable housing for planning purposes.</p>
<p>Development Plan Document (DPD)</p>	<p>Development plan documents set planning policies in local authority areas and are examined by an independent planning inspector.</p>
<p>Gypsies and travellers</p>	<p>Persons of nomadic habit of life whatever their race or origin. This includes those who, on grounds of their own or their family's or dependents' educational or health needs or old age, have ceased to travel temporarily or permanently. The term also includes all other persons with a cultural tradition of nomadism and/or caravan dwelling.</p> <p>Note that the Government is currently consulting on a possible change to this definition.</p>

<p>Habitat Regulations Assessment (HRA)</p>	<p>An HRA is an assessment of the potential impact of development on protected sites and species and, where possible, options for mitigating the impact. If mitigation can not be identified then development will not go ahead.</p>
<p>Masterplanning</p>	<p>Masterplanning is usually applied to an area rather than an individual site, starting with a vision for the area and looks in detail at how the different opportunities, policies and constraints can work together to achieve it, e.g. the redevelopment of a town centre, or residential growth and the facilities required to support the new houses.</p>
<p>National Planning Policy Framework (NPPF)</p>	<p>The National Planning Policy Framework sets out the Government’s planning policies for England and how they are expected to be applied. It provides guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications.</p>
<p>Previously developed land (PDL)</p>	<p>Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.</p>
<p>Purbeck Local Plan Part 1</p>	<p>The cornerstone development plan document examined and adopted by Purbeck District Council in November 2012. It sets the level and broad location of development across the district and the policies (originally known as the Core Strategy).</p>
<p>Planning Practice Guidance</p>	<p>National guidance published to support NPPF.</p>
<p>Ramsar site</p>	<p>Wetlands of international importance, designated under the 1971 Ramsar Convention.</p>

Self / custom build	Housing commissioned and built by individuals or groups of individuals for their own use, either by building the home on their own or working with builders.
Strategic Housing Land Availability Assessment	The primary role of this assessment is to identify sites with potential for housing; assess their housing potential; and assess when they are likely to be developed.
Strategic Housing Market Assessment	<p>An assessment of full housing needs. It should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:</p> <ul style="list-style-type: none"> • meets household and population projections, taking account of migration and demographic change; • addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and • caters for housing demand and the scale of housing supply necessary to meet this demand.
Suitable Alternative Natural Greenspace (SANG)	Green space that is of a type and quality suitable to provide an alternative green space to divert visitors from protected heathlands. SANGs are intended to provide mitigation for the potential impact of residential development on the heath. Impacts can include recreation and dog walking.
Special Area of Conservation (SAC)	Special Areas of Conservation (SACs) are strictly protected sites designated under the European Commission Habitats Directive.
Candidate Special Area of Conservation (cSAC)	cSACs are sites that have been submitted to the European Commission, but not yet formally adopted.
Special Protection Area	Special Protection Areas (SPAs) are strictly protected sites classified in accordance with Article 4 of the European Commission Birds Directive, which came into force in April 1979. They are classified for rare and vulnerable birds (as listed on Annex I of the Directive), and for regularly occurring migratory species.
Potential Special Protection Area (pSPA)	pSPAs are sites that have been submitted to the European Commission, but not yet formally adopted.

<p>Sustainable development</p>	<p>The UK Sustainable Development Strategy Securing the Future set out five ‘guiding principles’ of sustainable development: living within the planet’s environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.</p> <p>The NPPF defines sustainable development as positive growth – making economic, environmental and social progress for this and future generations.</p>
<p>Viability testing</p>	<p>Viability testing looks at all the costs involved in developing a site and the likely income, and assesses whether it is feasible financially, i.e. will it bring in enough money to cover all the costs and give a reasonable profit margin. The affordable housing viability studies can be found at: www.dorsetforyou.com/evidence/purbeck</p>



Thriving communities in balance
with the natural environment