

Reviewing the Plan for Purbeck's future

Purbeck Local Plan Partial Review
Housing Background Paper, June 2016



Thriving communities in balance
with the natural environment

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Introduction

1. One of the key social roles of planning is to deliver housing. The National Planning Policy Framework (NPPF) recognises this, requiring councils to ‘deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities¹.’ The NPPF goes on to clarify that councils should plan for a mix of housing, which needs to be based on current and future demographic trends, market trends and the needs of different groups in the community.
2. Paragraph 159 of the NPPF then tells councils that in order to have a clear understanding of housing needs in their area, they should prepare a Strategic Housing Market Assessment (SHMA). This should involve working with neighbouring authorities where housing market areas cross administrative boundaries and 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.
3. The Council has jointly produced a SHMA, along with all the eastern Dorset authorities. These include Borough of Poole, Bournemouth Borough Council, Christchurch Borough Council, East Dorset District Council and North Dorset District Council. Along with Purbeck, these areas constitute the Eastern Dorset Housing Market Area (HMA). The SHMA covers the period 2013 - 2033. The Council is working together with the eastern Dorset Councils under the duty to cooperate to establish how any council’s unmet needs could be met elsewhere in the HMA. However, none of the councils is in a position to say if this will be necessary at this stage. Further information will be provided as this Dorset-wide strategic planning work emerges.
4. Paragraph 159 of the NPPF specifically states that councils need to address all housing demand. And provision must meet household and population projections, taking account of migration and demographic change. Examples of the types of housing that the local plan should think about include affordable housing; housing for families with children; older people; people with disabilities; service families; and people wishing to build their own homes.
5. Elsewhere, Planning Practice Guidance (PPG) discusses the role for councils to bring empty housing and buildings back into residential use². Plus, the PPG also references starter homes for young first time buyers³.
6. In summary, this background paper looks at paragraph 159 of the NPPF and the PPG’s requirements separately, citing relevant evidence and discussing how the Council is looking to address the issue. This includes cross-references to the Partial Review issues and options consultation results⁴; the Strategic Housing Land Availability Assessment (SHLAA)⁵; the Council’s site selection background paper⁶; and viability

¹ Paragraph 50

² Ref ID: 3-039-20140306

³ Ref ID: 55-001-20150318

⁴ https://www.dorsetforyou.com/media/205298/Partial-Review-Issues-and-Options-Consultation-Report---June-2015/pdf/Partial_Review_Issues_and_Options_Consultation_Report.pdf

⁵ <https://www.dorsetforyou.com/purbeck-partial-review>

⁶ <https://www.dorsetforyou.com/purbeck-partial-review>

testing⁷. Throughout, this paper draws upon the PPG, which provides additional information on the factors that need to be taken into account.

7. It is worth noting that, in addition to the groups the NPPF talks about, the PPG does mention student housing as a particular group whose needs should be addressed. The Eastern Dorset SHMA looks at the needs of students across the HMA, but does not highlight any needs for Purbeck to provide. This is because of the distance from the district to the nearest higher education facilities at Bournemouth University. Similarly, the SHMA also looks at black and minority ethnic (BME) households, but does not highlight any issues for Purbeck to address. Therefore, this background paper will not discuss student accommodation or BME households.

⁷ <https://www.dorsetforyou.com/purbeck-partial-review>

Affordable housing (including younger and homeless households)

Evidence

SHMA

8. The national definition of affordable housing is provided in appendix 1 of this report. The Eastern Dorset SHMA specifically analyses Purbeck's needs for affordable housing, using the following calculation:

Net annual need = backlog of need (15) + need from newly-forming households (157) + existing households falling into need (40) – supply of affordable housing (63) = 149 homes per annum.

9. The results of this calculation indicate that if all households who were unable to meet their needs in the market without financial support were to be allocated an affordable home, 149 new affordable homes would be needed in Purbeck each year.
10. In many cases, this reflects households who are already housed, but in homes that are unsuitable or unaffordable for them. Some households who are unable to secure affordable housing are able to live within the private rented sector supported by housing benefit. The SHMA believes it seems likely that the private rented sector will continue to be used to make up for any shortfall of affordable housing. However, it is clear that some younger households may be constrained from forming. There are several reasons for this, for example the average house price to income ratio in Purbeck being 9.9 (the national average is 6.5); and the tighter regulation and lending restrictions that have emerged since the recession.
11. The SHMA recommends a tenure split of 77% rented accommodation and 23% intermediate housing.
12. The SHMA provides the following breakdown as a guide for bedroom numbers required from affordable homes:
- 1 bedroom: 36.5%
 - 2 bedrooms: 39.8%
 - 3 bedrooms: 21.1%
 - 4+ bedrooms: 2.6%
13. The suggested mix by dwelling type is:
- Detached: 0-5%
 - Semidetached: 35-40%
 - Terraced: 25-30%

- Flat: 30-35%

Viability work

14. The most recent viability testing results show development is viable and that market housing can cross-finance the delivery of affordable housing. The study tested 90% social rented and 10% intermediate, which is the Council's current policy split. The results recommend a sliding scale starting with financial contributions of 20% affordable housing from developments between two and four units and 20% on site for developments between five and 10 units.
15. In general, the viability study shows that 40 - 50 % affordable housing from strategic sites should be viable, although this depends on the level of infrastructure the site is expected to provide.
16. In summary, the study recommends the following affordable housing contributions:

Number of units	North Purbeck	South Purbeck
2-4	20% commuted sum	30% commuted sum
5-10	20% onsite	30% onsite
11+	40% on site	50% on site
Settlement extensions	40% on site in Wool and Upton. 50% on site elsewhere	50% on site

Table 1: summary of revised affordable housing contributions

17. The study concludes that any changes to the current 90/10 tenure mix that would reduce the rented proportion would result in improved viability. Therefore, the SHMA's recommendation for a 77/23 split will be viable.
18. The PLP1 includes Policy RES (Rural Exception Sites), which, in line with the NPPF, allows some market housing where it would facilitate the delivery of significant affordable housing. Up to now, the Council has not specified what it interprets as some and significant, so the viability study has looked at what would be an appropriate split. It concludes that from a nominal plot of 10 units, where plot values for affordable housing are around £10k each, three market homes will make the scheme viable. Therefore, the split should be 70% affordable and 30% market.

Issues and options consultation

19. The results of the issues and options consultation showed much support for affordable housing policies and delivering as much as possible in the district, subject to viability. There was also support for a housing mix policy.

Council's proposed approach

20. 149 affordable homes per year is not a realistic target for the local plan to plan for. Most affordable housing is secured as a percentage of a development site and in Purbeck's case, the majority will be via settlement extensions, which evidence shows could support 40-50% affordable housing. Taking into account the wide range of factors that contribute towards an objectively assessed housing needs figure, the SHMA concluded

that Purbeck’s overall housing target should be 238 dwellings per annum. Clearly, this does not reflect delivering 149 affordable homes as a percentage of the 238. If 149 homes were to represent 40-50% of the annual target, the annual target would be between 300 and 370, which is vastly different from the SHMA’s conclusions and would not reflect the various factors that SHMAs should take into account.

21. The Council’s preferred option for meeting the SHMA’s overall housing target is set out in the site selection background paper⁸. Table 1 below summarises this option and applies the 40-50% affordable housing requirement. Maps for the locations of these sites can be found in the Council’s site selection background paper.

Settlement	Potential homes overall	Likely affordable requirement	Total potential affordable homes
Wool	1000	40%	400
Lytchett Minster	650	50%	325
Wareham Town	500	50%	250
Moreton Station	350	50%	175
Lytchett Matravers	330	50%	165
North Wareham	205	50%	103
Upton	100	40%	40
Langton Matravers	40	50%	20
Harmans Cross	20	50%	10
Total	3,195		1,488

Table 2: Partial Review Preferred Option for housing strategy

22. The SHMA indicates that the Council should look to deliver 149 affordable homes per year between 2013-2033. Table 1 shows that it would be reasonable for the Council to expect around 1,488 affordable dwellings to be delivered through the Council’s preferred housing strategy in the Partial Review. However, this is caveated with the fact that this number could change if circumstances on a particular site(s) mean that the policy requirements would make development unviable. In such circumstances, the affordable housing requirement would need to be reduced.
23. The allocated sites in the PLP1 should deliver around 250 affordable homes and monitoring shows that around 36 affordable homes have been completed between 2012-2014. This brings the total number of affordable homes that should be delivered since the SHMA period began in 2013 to around 1,770.
24. This estimated delivery of 1,770 would represent around 89 affordable homes per year, which clearly would not achieve the SHMA’s identified need of 149 per year from 2013-2033. The Council will still expect development to come forward as windfall throughout the plan period, which, as described above, would expect contributions from sites of 2-4 and onsite delivery from sites of 5-10 units. Between 2006 and 2014, the Council delivered 1,155 new homes, of which 955 were windfall, representing a windfall delivery

⁸ <https://www.dorsetforyou.com/purbeck-partial-review>

rate of 82.7%. The Council expects this to continue⁹, although the majority of sites that tend to come forward are small and would not deliver onsite affordable housing.

25. It is clear, therefore, that it would be impossible for the Council to meet affordable housing need in full. Instead, the Council will be pragmatic and plan to secure as high a percentage of affordable housing as possible from development in line with the Council's latest viability testing evidence.
26. It is worth noting that Policy AH of the PLP1 currently requires an affordable housing contribution from single plot sites of 0.05ha and above. This is in the interests of the best use of land. However, in practice, the Council has found that 0.05ha does not reflect the more common plot sizes for single dwellings in more rural parts of the district, which are often more spacious. Therefore, the Council will recommend increasing this threshold to 0.1ha. This will better reflect the characteristics of rural settlements and will still lead to good use of urban land. The requirement should be a commuted sum of 20% in the north of the district and 30% in the south, in line with the viability study's recommendations for smaller sites. Given the size of the plots involved and the value that a property occupying more than 0.1ha would fetch, the Council considers this a reasonable threshold.
27. Having regard to the proposed tenure split of the SHMA, which concludes that Purbeck should look to deliver around 77% rented and 23% intermediate housing, the Council will interpret this as a guide because it will vary across the district. The Council will propose to update Policy AHT (Affordable Housing Tenure) of the PLP1 accordingly, noting the degree of flexibility that should be applied.
28. The Council will also treat the SHMA's recommended number of bedrooms and dwelling types as a guide because it would be inappropriate to apply them broad-brush across such a varied district. The SHMA admits that relevant policies should contain a degree of flexibility, given that the Council will need to take due regard of a variety of factors, such as the nature of the site and the existing housing stock of the area. The Council's current approach to noting bedroom splits for affordable housing is through table 3 in section 8.3 of the PLP1. However, rather than update this table, in order to carry greater weight, it would be worthwhile incorporating it into a new general housing mix policy, with a note to apply flexibility for the reasons above. This proposed new policy is shown in appendix 2 of this report.
29. It is likely the Partial Review will mostly be reliant on allocated sites to help meet affordable housing need, but the Council will continue to support rural exception sites through Policy RES (Rural Exception Sites) of the PLP1. Rural exception sites are not allocated, counting as windfall, and are predominantly for affordable housing. Since 2006, 20 new affordable homes have been delivered in Purbeck through rural exception sites and the Council is currently working with several landowners to deliver more.
30. The viability study recommends that the split of market to affordable housing on exception sites should be 30/70. The Council will update Policy RES accordingly.

⁹ See the Council's Character Area Development Potential Study at <https://www.dorsetforyou.com/evidence/purbeck>

Recommendations

31. In summary, this paper recommends the following in relation to affordable housing:

- Aim to meet as much affordable housing need as possible by looking to secure as high a percentage of affordable housing as possible from development;
- Update Policy AH of the PLP1 in line with the latest viability evidence;
- Update Policy AH of the PLP1 to require an affordable housing contribution from single plot sites of 0.1ha and above;
- Update Policy AHT of the PLP1 to reflect the new tenure splits, but noting in the preamble that it should be flexible;
- Continue to support rural exception sites and update Policy RES of the PLP1 to reflect a 30/70 market to affordable housing split; and
- Propose to introduce a new general housing mix policy through the Partial Review.

Families with children

Evidence

SHMA

33. Paragraph 7.40 and appendix D of the SHMA tell of the considerable shortage of family housing in Purbeck. The SHMA believes to expect in the short-term stronger demand in relative terms for larger family homes, as the market for smaller properties is restricted by mortgage finance constraints. Over the 20-year projection period of the SHMA, it anticipates that there will be a continuing market for larger family homes, but a significant amount of demand should be met through existing stock, as older households downsize (releasing equity from existing homes).
34. Paragraph 8.42 of the SHMA infers that this will account for a bulge in demand for 2-3 bed properties. This is owing to the demands of newly forming households, as well as the demand from older households downsizing.
35. This is reflected in the recommended splits for bedrooms and dwelling types discussed in the affordable housing section above. The bulk of affordable properties will be expected to be 2-bed semis, which leans towards family housing. Having regard to market housing, the SHMA recommends the following bedroom splits:
 - 1 bedroom: 6%
 - 2 bedrooms: 52.6%
 - 3 bedrooms: 41.1%
 - 4+ bedrooms: 0.3%
36. The suggested mix by dwelling type is:
 - Detached: 35%
 - Semidetached: 20%
 - Terraced: 20%
 - Flat: 25%
37. The mixes above show that the SHMA recommends the bulk of properties should be 2-3 bedrooms and detached, which clearly points towards family housing and housing that would be suitable for older households to downsize.

Viability work

38. The Council's viability work tested the SHMA mix of dwelling sizes and types and concludes that it is viable, subject to several factors, including the site size (and therefore economies of scale); the amount of affordable housing; and infrastructure requirements.

Issues and options consultation

39. The results of this consultation showed support for building family housing and for a housing mix policy.

Council's proposed approach

40. Given the evidence that there is a shortage of family housing for both the affordable and market tenures, the SHMA recommends addressing this through its bedroom and dwelling type splits. The discussion above on affordable housing already recommends a general housing mix policy, which the Council believes should incorporate both the affordable housing and market housing mix guides. The proposed policy is shown in appendix 2 of this report.
41. The proposed policy deliberately adds a degree of flexibility, as the recommended mixes may not always be compatible with townscape character, for example where the site is in a conservation area, with a prevalence of a specific type of property. The Council should also be mindful of the existing housing stock in the locality of a proposal. This is because there may already be a surplus of a particular housing type and it would be inappropriate to flood the market further.

Recommendations

42. In summary, this paper recommends the following in relation to family housing:
- Propose to introduce a new general housing mix policy through the Partial Review.

Older people

43. The PPG says that the need to provide housing for older people is critical, given the projected increase in the number of households aged 65 and over accounts for over half of new households¹⁰. It goes on to say that councils will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. This could provide more options for older people to move and therefore free up houses that are under-occupied. This could be through the provision of general housing that is already suitable, such as bungalows and step-free apartments or homes that can be adapted to meet a change in their needs.
44. In addition, councils should set out the level of need for residential institutions (Use Class C2) and may consider identifying specific sites for sheltered or extra care housing, retirement housing and residential care homes¹¹.

Evidence

SHMA

45. The SHMA shows significant projected changes in the ages of Purbeck's population up to 2033, with a drop in the under 64 bracket and an increase in the over 65s. In summary, this includes:
- Under 55s: -3.4%
 - 55-64: -4.8%
 - 65-74: +18%
 - 75-84: +45.3%
 - 85 and over: +111.6%
46. Given the clear evidence that the elderly population is set to increase across the district, it is appropriate to plan for its needs.

Specialist housing

47. The SHMA defines specialist retirement housing as 'a form of congregate housing designed exclusively for older people, which usually offers some form of communal space, community alarm service and access to support and care if required¹².' The Council believes that this falls into class C3 of the Use Classes Order. This type of housing is linked closely to the ageing population, as there are direct correlations between higher levels of disability and health problems with older people. The SHMA

¹⁰ Ref ID: 2a-021-20160204

¹¹ Ref ID: 12-006-20150320

¹² Full report, paragraph 9.34

concludes that Purbeck should deliver around 600 units of specialist accommodation, split half between the market and affordable sectors over the period 2013-2033.

Institutional housing (C2 use class)

48. Institutional housing falls within C2 of the Use Classes Order and differs from C3 specialist housing because of the element of residential care it offers. It includes extra care housing and residential care homes. The SHMA concludes that the Council needs to deliver 131 units of C2 accommodation over the 2013-2033 period. This represents seven units per annum.

Bungalows

49. The SHMA notes the particular demand for bungalows and their popularity for older people wishing to downsize¹³. It says that providing an element of bungalows should be given strong consideration, although it must be borne in mind that this could have cost implications for developers, given the typical plot size compared with floor space.

Housing Standards Review (step-free apartments and adaptable homes)

50. The Council is no longer able to require Lifetime Homes standards, which Policy D (Design) of the PLP1 previously required of all new homes (subject to compatibility with townscape character).
51. The 2015 Housing Standards Review incorporated several aspects that were previously under the remit of planning into the Building Regulations. A key aspect is where Part M of the Building Regulations sets different space standards for dwellings, which the Council can choose for the Local Plan. The Council has three choices:
1. Visitable dwellings (the default standard);
 2. Accessible and adaptable dwellings (which can be adapted at a later date, e.g. for elderly, disabled and wheelchair users); or
 3. Wheelchair user dwellings (already wheelchair accessible).
52. The Council's choice will depend on factors such as impacts with townscape character and particularly impacts on viability.

Viability work

53. The report recommends that specialist C3 housing is treated in the same way as standard C3 homes in viability terms. Whilst there are slightly increased costs in provision of such developments, this is outweighed by the enhanced value of such homes.
54. The report did not look at the viability merits of C2 development. This is because C2 will be zero rated for Community Infrastructure Levy purposes and it will not be expected to contribute towards affordable housing because it is a different type of housing.

¹³ Full report, paragraphs 9.35 and 10.80

Affordable housing will be expected from C3 developments (excluding holiday accommodation).

55. The report has looked at the viability potential of bungalows. It tested a hypothetical mix of nine 100sqm bungalows as part of a 20 home site, concluding that viability would be only marginally affected. Given that the Council would not seek to have 9/20 homes (45%) on a site as bungalows, this does give the Council a degree of freedom in setting a threshold. It is important to note, however, that the ability to provide bungalows will be often market led and subject to townscape implications.
56. The viability study indicates that the optional technical standards of accessible and adaptable dwellings (level 2) could be applied to 10% of dwellings on sites of over 10 units without impacting on overall viability. Any more than this would require a reduction in affordable housing for example, to compensate and make the development viable.

Issues and options consultation

57. The results of the issues and options consultation showed support for a range of housing types, particularly bungalows to help meet the needs of the ageing population.

Council's proposed approach

Specialist housing

58. The SHMA recommends an overall housing target for Purbeck of 3,080 dwellings between 2013 and 2033, of which 600 should be units of specialist accommodation and 50% of these should be affordable. Appendix 3 to this paper shows that the Council has delivered 21 units of market specialist housing since the SHMA period started in 2013, which leaves a deficit of 279 market units and 300 affordable.
59. The Council has spoken informally with a specialist housing property provider¹⁴, who advised that it would not build fewer than 20 units at a time.
60. The Council could consider the following options:
 - A. Relying on windfall;
 - B. Requiring a percentage of settlement extension sites to include specialist accommodation;
or
 - C. Allocating specific specialist housing sites.
61. Windfall offers no guarantee of delivery, so it would not be preferred or realistic. However, windfall would nevertheless still be acceptable, as the Council would not treat the 579 units as a limit within the overall housing target of 3,080. Allocating specific specialist housing sites could risk segregation, rather than integration, which is why option C would not be preferred or realistic. The Council's preferred option would be B. This is because specialist housing falls within the same C3 use class as other dwelling houses and the NPPF requires councils to plan for mixed and balanced communities.

¹⁴ McCarthy and Stone Ltd

This option would ensure the delivery of all the identified need, as the Council would be delivering its housing target through settlement extensions. Therefore, this should be the Council's preferred option and the other two options are not reasonable alternatives that would require sustainability appraisal.

62. Having regard to calculating a logical percentage, the Council's preferred option for housing sites is as follows:
- Wool – 1,000
 - Lytchett Minster – 650
 - Wareham town – 500
 - Moreton – 350
 - Lytchett Matravers – 330
 - North Wareham – 205
 - Upton – 100
 - Langton Matravers – 40
 - Harmans Cross – 20
63. Given the industry feedback that C3 development has a minimum threshold of 20 units, it would be inappropriate to require them from sites of 40 and under, otherwise they would be the dominant housing type, rather than part of a mix that reflects the SHMA's wider recommendations. Instead, if the Council were to require 20% of sites of 100 or more to be C3 units, this would result in around 627 units. This would satisfy the requirement and viability evidence shows this would be deliverable.
64. The Council should look to introduce this through the new housing mix policy, which can be viewed in appendix 2 of this report.
65. Policy AH of the PLP1 should not need updating because affordable housing is already a requirement of C3 development, whether specialist or not.

Institutional housing (C2 use class)

66. Appendix 4 of this paper provides a summary of the number of C2 units the Council has delivered since the SHMA period started in 2013. This shows a total of 137 units have been granted permission, but the application at Purbeck Care in East Stoke for a change of use from C2 to C3 has led to the loss of 52 units. This represents a net total of 85 C2 units delivered since 2013. Given that the SHMA recommends delivering 131, the Council has a deficit to find of 46 units.
67. The Council believes it has three choices for how to deliver these bed spaces:

A. Windfall: historic rates since 2013 show that it could be reasonable to assume further bed spaces will come forward. Development of this type is evidently becoming more prevalent in Purbeck and is clearly viable. However, relying on windfall offers no guarantee of delivery, so this is not a realistic option.

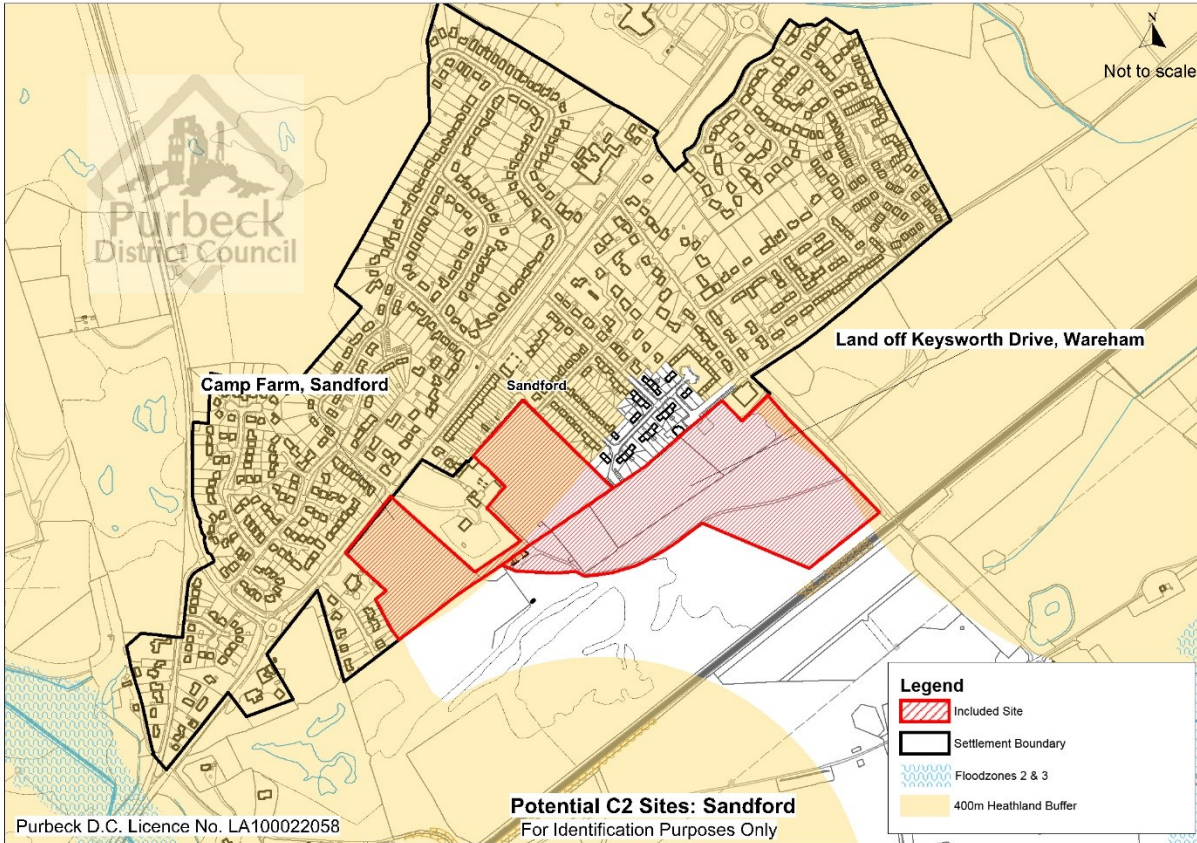
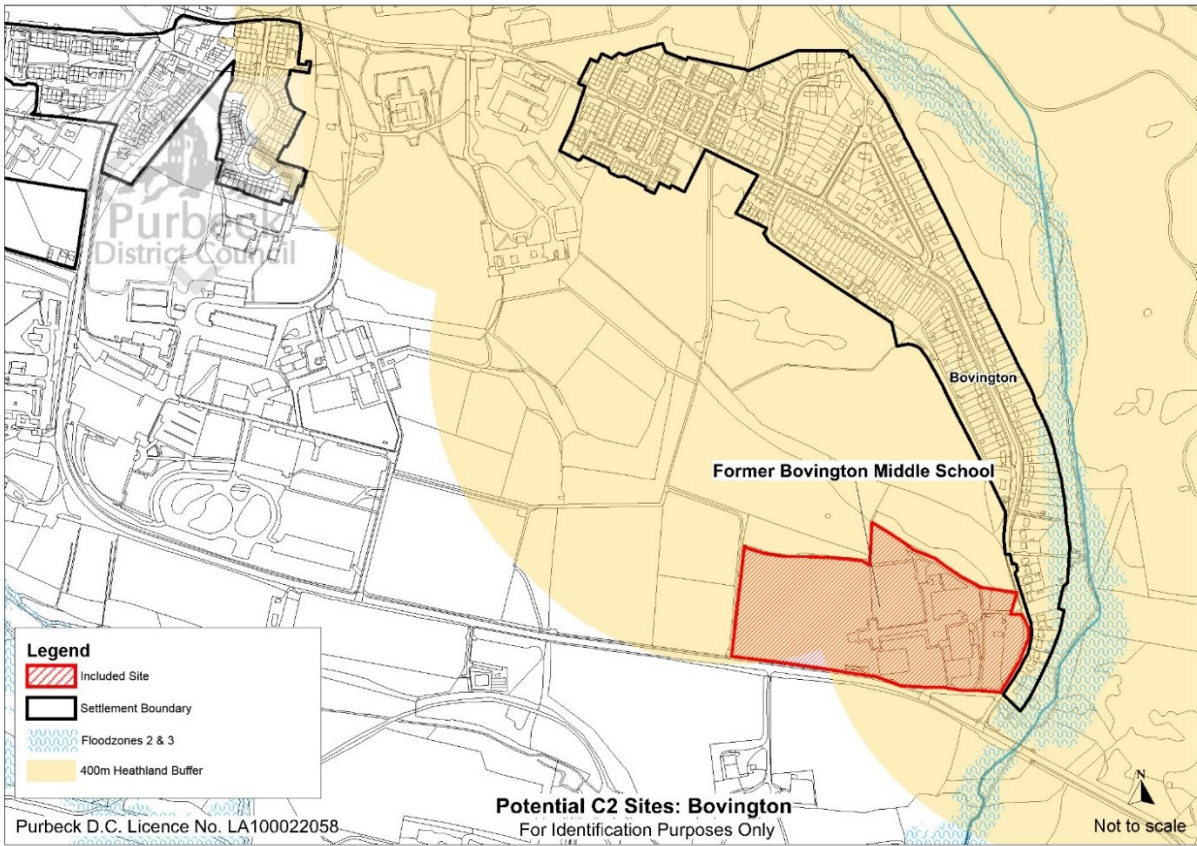
B. Allocate as part of the mix in settlement extension sites: the Council's preferred housing sites will be meeting C3 needs and therefore separate sites would be needed for C2. Furthermore, the Council has spoken informally with a specialist healthcare property provider¹⁵ about industry preferences. The response was clear that several small allocations would very unlikely come forward, as economies of scale and ability to staff these homes means that they need to be of a larger size. Feedback is that sites of around 50 units tend to be the minimum likely size that would be deliverable and this does reflect the scale of new build and large scale conversions that have come forward recently in the district (see appendix 4 of this report) . Therefore, a spread of the 46 unit C2 housing requirement would not be the Council's preferred way forward and it is not a realistic option.

C. Allocate one specific site: this could be in line with Policy LD and could focus on a SHLAA site(s) that is not being taken forward for development. C2 development can take place within 400m of a heathland. There are sustainable locations around the district where development is precluded because of the 400m heathland buffer, so this option could be the most flexible and could lead to sustainable development. Therefore, this should be the Council's preferred option and the other two options are not reasonable alternatives that would require sustainability appraisal.

68. Having regard to taking forward option C for one specific site, appendix 5 of this report contains a method for looking at potentially suitable land. The maps below summarise the two areas that appendix 5 concludes might be suitable¹⁶. It is notable that the choice of sites is very limited, but the method behind the shortlist of sites details the range of factors the Council has taken into account and helps explain the reasons why. This paper recommends taking these two options forward for consultation.

¹⁵ Knight Frank Ltd

¹⁶ Note that unlike normal housing, C2 accommodation is allowed within 400m of a heathland



Bungalows

69. The Council will interpret bungalows to be single storey dwellings.
70. The SHMA does not provide any data in terms of numbers of bungalows the Council should deliver, but it is clear that they should feature in the housing mix. Officers have researched other councils' approaches and there is little information available on this subject. Nevertheless, the Council could have three options:
- A. Relying on windfall;
 - B. Requiring an indicative percentage of sites over a particular threshold to include bungalows; or
 - C. Allocating specific sites for bungalows.
71. Of the three options, the Council would prefer B. This is because of the need to create mixed and balanced communities. This would need to be the right balance, taking into account factors such as the best use of land (bungalows have a larger land grab), townscape characteristics and viability. Option A has no guarantee of delivery and option C could risk segregation and the creation of areas dominated by the elderly. Therefore, these two options are not reasonable alternatives that would require sustainability appraisal.
72. Having regard to the percentage of bungalows that would be reasonable, there is no guidance on this from the SHMA. However, viability testing work does show that requiring 45% of sites of 20 units or more would be viable. The Council would not wish for such a large proportion because this would be at the expense of family housing. Instead, the Council believes that a percentage of 10% from sites of 20 or more would be reasonable, as this would be in line with the SHMA's recommendation to provide 'an element' of bungalows (rather than a dominant part of the mix). This can be part of the new proposed housing mix policy shown in appendix 2 of this report. Owing to the need to provide bungalows for the ageing population's needs, the Council may consider adding restrictive planning conditions to grants of planning permission. This would be to ensure that new bungalows remain as part of the housing stock and are not enlarged to become two-storey properties, which would not be suitable for older people.

Housing Standards Review (step-free apartments and adaptable homes)

73. The Council is conscious that the higher standards of level 2 and 3 dwellings could impact upon the viability of schemes, not only in terms of build costs, but also in terms of the increased land take. Plus, Purbeck benefits from several designations, including AONB and conservation areas, which can be sensitive. Therefore, features such as ramps and wider door and window openings could appear incongruous in certain settings. But equally, the Council must be mindful of the needs of an ageing population and ensure that there is a housing stock capable of meeting its future needs.
74. Not all new housing necessarily needs to be accessible / adaptable or wheelchair friendly. Local plans need to provide a range of homes to suit different people's needs. For example, when it comes to 1-2 bed homes aimed at younger first time buyers, there would likely be a relatively regular turnover as the young person moves up the property

ladder and sells to the next first time buyer. Given the demographic that is likely to occupy such homes, it would not make sense to require that they have the potential for later adaptation.

75. As a result, the Council believes that the accessible and adaptable dwellings standard is a sensible compromise for some properties. For reasons of necessity and viability, it would be inappropriate for all new homes to meet this level, so the Council will require 10% of developments of 11 or more dwellings to meet the standard. This must be subject to compatibility with townscape character. The best place to introduce this standard will be through an update to Policy D of the PLP1.

Recommendations

76. In summary, this paper recommends the following in relation to older people's housing:
- State in the proposed new housing mix policy that 20% of sites of 100 or more units should be specialist C3 accommodation;
 - Consult on options for specific C2 sites;
 - Consult on requiring sites of 20 homes or more to include 10% bungalows; and
 - Update Policy D of the PLP1 to require the accessible and adaptable dwellings standard to 10% of developments of 11 or more dwellings.

People with disabilities

Evidence

SHMA

77. Long term health problems or disabilities (LTHPD) are closely linked with ageing populations. The SHMA notes how 80% of over 85s have an LTHPD. Projected increases indicate that Purbeck should expect a 28.3% increase (2,510 people) in people with an LTHPD between 2013 and 2033. The SHMA says that these people will be more likely to live in social rented or outright-owned properties, rather than communal establishments.
78. In terms of how to address this, the SHMA does not recommend any additional accommodation.

Issues and options consultation

79. The Council did not consult specifically on this subject area at the issues and options stage of the Partial Review.

Council's proposed approach

80. The section above regarding older people's housing discusses the Housing Standards Review and that the Council is proposing to update Policy D of the PLP1 to require 10% of developments of 11 or more dwellings to be 'accessible and adaptable'. This means properties are built to allow future adaptation, for example to allow wheelchair access.
81. For reasons of viability and the potential for townscape impacts, the Council will not be requiring a proportion of sites to be the highest standard wheelchair user dwellings. However, this would not preclude sites of this type from coming forward in principle.
82. The Council believes that its proposed approach should provide a significant supply of accessible and adaptable properties that are flexible enough to meet the needs of people with disabilities.
83. It is worth noting that the PPG says that policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling¹⁷. The Council does have nomination rights for households with disabled people and there is an existing stock of such properties available. However, given that viability evidence shows that the new wheelchair accessible standard would not be viable, it would be difficult for the Council to allocate any new homes with this standard. Nevertheless, the Council's approach to require a proportion of accessible and adaptable properties will mean new stock with the potential to meet the needs of wheelchair users.

Recommendations

¹⁷ Ref ID: 56-009-20150327

84. In summary, this paper recommends the following in relation to housing for people with disabilities:
- Update Policy D of the PLP1 to require 10% of developments of 11 or more dwellings to be 'accessible and adaptable'.

Service families

85. Purbeck has a major MOD presence, with Bovington barracks to the west of the district and Lulworth Camp to the south west.

Evidence

SHMA

86. The issue of service family accommodation is largely untouched in the SHMA except where it is cited as a feature of the resale market that is popular with civilian contractors¹⁸. Given that the SHMA does not discuss this section of the housing market any further, it does not appear to be a particular issue.

Council liaison with the Defence Infrastructure Organisation

87. The Council has actively engaged with the Defence Infrastructure Organisation (DIO), who has produced its own 'Establishment Development Study'. This looks at a range of development needs across Bovington and Lulworth. The study does not highlight any housing requirements from DIO that would require allocation through a strategic plan.
88. The PLP1 contains Policy MOD (Military Needs), which continues a previous local plan allocation for 30 military homes at Woodside Cottage in Bovington. The Council is currently liaising with DIO to see if it needs to roll this allocation forwards through the Partial Review, or perhaps promote the site for a non-military housing allocation. The results of these discussions will feed into the Partial Review as it evolves.

Issues and options consultation

89. The issues and options consultation showed general support for the provision of military-only housing.

Council's proposed approach

90. Given that the SHMA and the Establishment Development Study do not identify any housing need for service families, there is no need for the Council to provide for service family accommodation in the Partial Review. The Council will continue to liaise closely with DIO regarding its intentions for the site at Woodside Cottage in Bovington.

Recommendations

91. In summary, this paper recommends the following in relation to housing for service families:
- Do not identify any land for housing for service families, but continue to liaise with DIO regarding its intentions for land at Woodside Cottage in Bovington.

¹⁸ Full report, paragraph 10.179

People wishing to build their own homes

93. Self or custom build housing currently features prominently in the national press, as the Government is keen to make it more of a mainstream housing choice. The PPG requires councils to keep a register of people interested in acquiring a plot. It says that in order to obtain a robust assessment of demand for this type of housing in their area, councils should supplement the data from the registers with secondary data sources such as: building plot search websites; 'Need-a-Plot' information available from the Self Build Portal; and enquiries for building plots from local estate agents¹⁹.
94. The current focus of Government policy and guidance is on the details required for councils' self-build registers. There is no detail on how councils are actually expected to deliver these homes, other than to take account of their registers when preparing local plans.

Evidence

SHMA

95. Self / custom build housing is touched on in the SHMA, but only in terms of anecdotal evidence of demand. There is no target for the number of homes that the Council should plan to deliver.

Self build register

96. The Council set up a register in early 2016 and at 1st April 2016, 60 households have registered an interest for a plot. Households are allowed to choose a first, second and third choice. The results are summarised in the table below.

¹⁹ ID: 2a-021-20160204

Parish	1 st choice	2 nd choice	3 rd choice	Totals	Spatial area
Affpuddle	2	0	1	3	North west
Arne	1	1	2	4	Central
Bere Regis	4	2	4	10	North West
Chaldon Herring	0	2	0	2	South west
Coombe Keynes	1	0	0	1	South west
Corfe Castle	6	11	6	23	South east
East Holme	0	1	1	2	Central
East Lulworth	0	1	1	2	South west
East Stoke	2	1	1	4	Central
Kimmeridge	1	0	1	2	South east
Langton Matravers	7	4	2	13	South east
Lytchett Matravers	7	0	0	7	North east
Lytchett Minster and Upton	2	2	4	8	North east
Morden	0	1	0	1	North east
Moreton	0	2	1	3	South west
Steeple	0	2	0	2	South east
Studland	4	5	4	13	South east
Swanage	5	5	7	17	South east
Wareham St Martin	3	2	4	9	Central
Wareham St Mary	5	0	1	6	Central
West Lulworth	0	3	2	5	South west
Winfrith	1	2	0	3	South west
Wool	5	1	1	7	South west
Worth Matravers	4	4	5	13	South east
Totals	60	52*	48*	-	

*Do not add up to 60 because not every household has selected a second and third choice

The grand totals per spatial area are as follows:

- North west – 13
- North east – 16
- Central – 25
- South west – 23
- South east – 83

97. The table shows the most demand to be around the more expensive parts of the district in south east Purbeck at Corfe Castle, Swanage, Langton Matravers, Studland and Worth Matravers. These areas are constrained by some sensitive AONB, and Studland is particularly constrained by the 400m heathland buffer. Therefore, it would likely be very difficult for the Council to meet demand in the most sought after locations.

Building plot search websites

98. The Council has researched the main building plot search websites:

- www.plotbrowser.com: this showed no available plots in Purbeck;
- www.plotfinder.net: this provided one result, but this was for employment land at Holton Heath and not for land that would be suitable for residential development; and
- www.buildstore.co.uk/findingland: this identified one plot in Swanage and one in Wareham. However, the Council could not identify where these sites are, without registering on the website.

Need-a-Plot

99. The Need-a-Plot section of selfbuildportal.org.uk shows that two households are interested in a plot in the Swanage area.

Enquiries from local estate agents

100. The Council has no record of any enquiries from local estate agents.

Issues and options consultation

101. The Council consulted at the issues and options stage on how it should go about delivering self build plots. The options were:

- Allocate sites specifically for self-build projects
- Allocate a portion of settlement extension sites for self-build projects;
- Use development contributions;
- Allocate Council-owned land for self-build projects; or
- Do nothing and let those in need of a home buy from a developer or the existing housing stock.

102. The feedback from the consultation was that the majority of support was for allocating a portion of settlement extension sites for self build.

Council's proposed approach

103. The websites that the Council has checked as part of the PPG's recommendations show that there are very few plots coming forward in Purbeck, particularly when taken in context of the number of interested households.

104. The difficulty for the Council is the current lack of guidance from the Government on how councils should react to demand for self-build properties. For example, evidence shows that the most demand in Purbeck is in one of the most constrained areas, but it is not clear from the Government if the Council needs to take such constraints into account. It is also unclear what design principles the Council will be able to require. Guidance is clearly necessary, but until any is issued, the Council can only anticipate what the requirements may be.

105. The Council's viability work has tested self-build housing. It used a scenario that assumes a developer providing a means of access and utility services to the boundaries of a plot and potentially preparing the site for construction, including levelling and drainage. The evidence shows that the provision of plots for custom-build has the potential to be a sufficiently profitable activity so as not to prove a significant drag on overall site viability. The report says that from review work undertaken so far, it would expect this type of housing to be at least neutral in viability terms on larger sites, with the exact outcomes dependent on site-specific details. Viability would be affected on smaller sites.
106. Given that the viability work shows self build to be viable and it does not provide a threshold at which it results in development not being viable, this gives the Council a degree of freedom in policy formulation. The review of websites suggested by the Government and the relatively small number of households on the Council's self-build register indicates that demand is not particularly high and so self build will not need to be a major part of the housing mix.
107. As such, this paper proposes that it seems reasonable to consult on a target of 5% of developments over 20 or more to be self build. This reflects the approach of other councils, for example Teignbridge. The Council's approach should deliver just over 150 self-build units from settlement extensions alone. There may also be windfall opportunities arising over the plan period, which could boost this figure.

Recommendations

108. In summary, this paper recommends the following in relation to people wishing to build their own homes:
- Consult on a proposed target of 5% of sites of 20 or more units to be self build.

Starter homes

110. According to a Written Ministerial Statement, councils should work in a positive and proactive way with landowners and developers to secure a supply of sites suitable for housing for first-time buyers. In particular, Councils should look for opportunities to create high quality, well designed starter homes through exception sites on commercial and industrial land that is either under used or unviable in its current or former use, and is not currently identified for housing²⁰.
111. The PPG²¹ goes on to clarify the characteristics of such sites and how councils should deliver them. Such homes will be available for the under 40s and at 20% less than market value.

Evidence

SHMA

112. The SHMA does not provide any details as to the demand for this type of housing.

Strategic Economic Land Availability Assessment (SELAA)

113. The Written Ministerial Statement and PPG are clear that starter homes should be allocated on commercial and industrial land that is either underused or unviable in its current or former use, and is not currently identified for housing. The Council has reviewed all employment sites in the district and none would fall into this category.

Council's proposed approach

114. Given that there are currently no underused or unviable commercial or industrial sites in the district, the Council is unable to provide any starter home sites. However, through local plan monitoring, the Council will be able to identify when such sites become available and will be able to assess their suitability for starter homes.

Recommendations

115. In summary, this paper recommends the following in relation to starter homes:
- Monitor commercial and industrial sites to see if any starter home opportunities might arise.

²⁰

<http://www.publications.parliament.uk/pa/cm201415/cmhansrd/cm150302/wmstext/150302m0001.htm#1503022000006>

²¹ <http://planningguidance.communities.gov.uk/blog/guidance/starter-homes/>

Empty housing and buildings

116. The PPG says that empty homes can help to contribute towards meeting housing need, but it would be for individual local authorities to identify and implement an empty homes strategy²².

Evidence

Purbeck Housing Strategy (2013)

117. The Council's housing strategy states how the Council is actively seeking out empty properties and will challenge the owners of these properties using a full range of options available. This includes providing advice, assistance and enforcement tools, which include empty property management orders and compulsory purchase of property where warranted. The Council is also exploring the most effective ways for providing financial assistance to empty property owners, where it is appropriate, to increase the likelihood of bringing a property back into use.

Council's proposed approach

118. The Council has achieved the following:

- 17 houses were brought back into use in 2014/15 (more recent data not currently available);
- An empty property loan facility is now available;
- Schemes such as mutual exchange and transfer initiatives have been promoted by the Council, in order to reduce the number of under-occupied properties and the impacts of welfare reforms. This has led to an annual mutual exchange event, which has so far been attended by 63 households and has achieved two exchanges so far.

119. The Council monitors its housing strategy on a quarterly basis and it is due for a full review in 2018. This will provide the Council with an opportunity to review the effectiveness of its approach to empty homes and introduce new ideas, as appropriate.

120. Having regard to other empty buildings, PLP1 policies CF (Community Facilities) and CO (Countryside) are very flexible and positive in their allowances for the change of use and redevelopment of different buildings for housing. Such changes of use and conversions of buildings form a significant part of the Council's windfall housing supply.

Recommendations

121. In summary, this paper recommends the following in relation to empty housing and buildings:

- Continue with the actions of the Council's housing strategy and incorporate any new ideas or techniques when it is due to be updated; and

²² Ref ID: 3-039-20140306

- Continue to maintain the flexible and positive policies of the PLP1 to allow for redundant and empty buildings to be used for housing (insofar as national policy and requirements will allow).

Appendix 1: NPPF affordable housing definition

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.

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.

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.

Appendix 2: proposed housing mix policy

Note that the preamble to this policy will refer to the SHMA and will mention that planning permissions for bungalows may be accompanied by restrictive conditions to ensure that they would not be extended into two storey properties. This is in the interests of maintaining bungalows as part of the housing stock.

Policy HM: Housing Mix

The Council will generally expect new affordable housing to include the mixes cited in the Eastern Dorset Strategic Housing Market Assessment. However, applicants will need to liaise with the Council's Housing department to ascertain the precise mix for their particular proposal.

In order to achieve mixed and balanced communities, with a particular focus on family housing and providing opportunities for older households to downsize, the Council will generally expect new market housing to include the mixes cited in the Eastern Dorset Strategic Housing Market Assessment.

For sites delivering 20 or more units, the Council will expect 5% of the market housing mix to be self-build plots. As a minimum, the Council will require plots to be provided with a means of access and utility services to the boundaries of the plot.

For sites delivering 20 or more units, the Council will expect 10% of the market housing mix to be bungalows (single storey dwellings) to help meet the needs of the ageing population.

For sites of 100 or more homes, the Council will expect 20% of the market and affordable housing mix to be C3 specialist accommodation.

Sites that are phased or sub-divided and developed separately will be considered by the Council as part of a larger 'comprehensive' scheme. The policy requirements will apply in accordance with the combined site area, rather than smaller phased or subdivided areas.

Where an applicant believes they cannot comply with this policy's requirements in full, they will be expected to accompany their planning application with compelling evidence to support their case. This may include reference to factors such as the nature of the site, the prevailing local townscape character and the local housing stock. Where viability is questioned, the planning application must be supported by an independent viability assessment. The applicant will be expected to fund the assessment by a person appointed by the Council.

Appendix 3: summary of specialist housing delivery

The table below summarises the number of specialist (C3) schemes that the Council has delivered since the SHMA period began in 2013.

Planning application reference number	Address	Date approved	Number of units
6/2015/0570	Council Yard, Pound Lane, Wareham	18 th December 2015	21
TOTAL			21

The Council has considered planning application 6/2013/0658 for 24 units at Shore House in Swanage), but cannot count this as a specialist C3 scheme because it is not secured as specialist accommodation via a planning condition.

Appendix 4: summary of C2 housing delivery

The table below summarises the number of C2 units the Council has approved since the SHMA period began in 2013.

Planning application reference number	Address	Date approved	Number of C2 units
6/2013/0225 (new build)	The Greenridge Public House, Upton	16 th July 2013	64
6/2014/0455 (change of use)	Victoria Avenue (34 - Amber Lodge), Swanage	29 th October 2014	7
6/2015/0541 (change of use)	Purbeck Care (Binnegar Hall), Worgret Road, East Stoke		-52
6/2015/0703 (change of use)	St Martins First School, Sandford	28 th January 2016	64
6/2016/0009 (extension)	Castle Farm Retirement Home, Castle Farm Road, Lytchett Matravers	16 th February 2016	2
TOTAL			85

Appendix 5: summary of sites that could be suitable for a C2 development

The table below summarises which sites the Council believes could form options for C2 development. The method behind which were selected is as follows:

- **Location:** the Council believes it should plan in accordance with Policy LD in the interests of sustainability. Therefore the Council should look towards sites at larger settlements in the first instance, before looking further down the settlement hierarchy. The Council considers that owing to the range of facilities and services that larger settlements provide, towns, key service villages and local service villages should form the focus of the search.
- **Relationship with settlement boundary:** in the interests of providing development that integrates with existing settlements, only sites that relate well to a settlement boundary have been shortlisted.
- **Site size:** the Council has looked at the size of larger C2 developments in the district shown in appendix 4 of this report. These tend to be around the 0.85ha mark for 64 beds. If the Council is aiming for a site of around 50 beds, it would be reasonable to look at sites of around 0.75ha and above.
- **Constraints:** C2 developments are acceptable within 400m of a heathland, but other constraints still apply. Therefore, the Council can entertain sites in proximity to heaths, but has ruled out sites with other constraints, such as landscape impacts and flooding.
- **Confirmed as available:** in order to ensure deliverability, only sites that have been confirmed as available have been shortlisted.

Settlement group	Settlement	Site	Size	Comments
Towns	Swanage	N/A	N/A	All available land has been analysed through the SHLAA. There is none available that would be acceptable in landscape terms. Herston Fields is suitable, but there are questions over deliverability because of an undetermined village green application.
	Upton	N/A	N/A	Only site included for C3 potential - excluded sites not appropriate.
	Wareham	N/A	N/A	The only site with potential is SHLAA ref 6/23/1315 on the north eastern edge of North Wareham. However, once the green belt impacts are mitigated, it would be too small. There are no other potentially suitable sites.
Key Service Villages	Bere Regis	N/A	N/A	Sites are currently being considered for delivering C3 units through the Bere Regis Neighbourhood Plan. There are doubts from Highways England over

Settlement group	Settlement	Site	Size	Comments
				whether additional development could be accommodated in the village.
	Bovington	Bovington Middle School	7.1ha	It is currently being promoted for employment. 1.3ha of the site is brownfield.
	Corfe Castle	N/A	N/A	No land being promoted.
	Lytchett Matravers	N/A	N/A	All sites currently included in the SHLAA for C3 potential - excluded sites not appropriate. However, further to the results of the preferred options consultation, the Council could consider sites for C2 that may not be taken forward for C3.
	Sandford	Land off Keyworth Drive	6.8ha	SHLAA ref 6/24/0165. Considered already by the Council for C3 use, but heathland impacts could not be mitigated. In townscape terms, development would be best located towards the north east of the site, but this could have implications for loss of playing fields. Compared with the other potential site in Sandford, this would have the greater green belt, landscape and townscape impacts.
		Camp Farm	4.23ha	SHLAA ref 6/24/0347. Essentially two conjoined sites, both of which could be developed satisfactorily in green belt, landscape and townscape terms. This would be the preferred site of the two Sandford choices.
	Wool	N/A	N/A	All sites currently included for C3 potential - excluded sites not appropriate.
Local Service Villages	Langton Matravers	N/A	N/A	All sites currently included for C3 potential - excluded sites not appropriate.
	Stoborough	N/A	N/A	Nothing either suitable or large enough.
	West Lulworth	N/A	N/A	Nothing either suitable or large enough.
	Winfrith Newburgh	N/A	N/A	Nothing either suitable or large enough.