

# Purbeck Local Plan

Submission January 2019

Housing background paper



Thriving communities in balance  
with the natural environment

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### Introduction

1. Purbeck District Council has prepared this background paper to provide more detailed information on the approach to providing new housing to meet the needs of residents from 2018-2034, as part of the supporting evidence for the Purbeck Local Plan. A key function of the Local Plan is to ensure that sufficient housing will be provided to meet the existing and future needs of the District's population. Providing a range of house types and making sure that people have access to housing, irrespective of their financial situation, is key to establishing a sustainable community that will support continued growth and economic stability.
2. This background paper provides the context for policy development and greater understanding of the housing strategy for the District, linking the wider evidence base including the Strategic Housing Land Availability Assessment (SHLAA), Strategic Housing Market Assessment (SHMA) and Green belt study. A number of new policies have been introduced in the Local Plan 2018-2034, including housing mix, small sites and second homes policy (for which there is a separate evidence paper).
3. The National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) have been updated in 2018 to outline the standard methodological process that local authorities should take to assessing housing need. Within this context of assessing need, the size, type and tenure of housing needed for various groups across the community is also outlined within this document, and given in more detail in the SHMA update for Purbeck 2018. The age profile for Eastern Dorset indicates a higher proportion of residents aged over 65 than both the wider south west region and England as a whole. This has been identified as a key consideration in terms of providing a range of housing types to meet a range of identified needs.
4. Further to the evidence presented or referred to in this report, the Plan has been informed by ongoing consultation and engagement with local people, businesses, community groups and key stakeholders. Most recently the Council's 'New homes for Purbeck' consultation (January 2018) received almost 7,000 responses, which demonstrates the importance of this topic to residents in the District. One of the greatest challenges in Purbeck is striking the right balance between the needs of the population whilst protecting the distinctive quality of the surrounding environment.
5. The District is exceptionally constrained, with about half of the area covered by the Dorset Area of Outstanding Natural Beauty (AONB) and almost a quarter designated as national and international nature conservation sites, such as sites of special scientific interest (SSSI), special protection areas (SPA) and Ramsar. Furthermore, a 400 metre buffer is in place around protected heathland to restrict development near the heaths. Achieving housing growth to meet the identified need of the area is therefore challenging in terms of availability of suitable locations for development.
6. This background paper brings together the supporting evidence to provide a comprehensive summary of the Council's strategy for housing development; it includes the final stages of the site selection process and the importance of site specific policies within the plan. This considers the spread of housing

development to meet local housing need (LHN) and careful consideration of the strategy applied by the Council throughout this process, as supported by the SHLAA report. The site selection process was also informed by the extensive 'New Homes for Purbeck' consultation exercise undertaken in early 2018. Strategic site allocations will contribute to over 40% of the overall housing supply, for which the housing trajectory will demonstrate future delivery across the plan period.

7. Average house prices in Purbeck are high and salaries are comparatively low, resulting in a high affordability ratio, which means that many local people cannot afford to buy or rent homes in the area. The NPPF (2018) has revised the definition of affordable housing, which has been considered as part of this paper, together with analysis of affordable housing need and viability assessment. In line with NPPF guidance, the rationale and approach taken by the Council is outlined as supporting evidence for the policies contained within the Purbeck Local Plan.

### Overview and policy context

9. Purbeck has a population of 46,340 (ONS, 2016 mid-year estimate), with 49% of people located in the three largest settlements of Swanage, Wareham and Upton. Within the Eastern Dorset housing market area (HMA), Purbeck has the lowest population of the total 605,130 across the six districts.

### National policy requirements

10. National planning policy places a duty on local authorities to achieve delivery of a wide choice and quality of homes to meet the needs of the local population. The NPPF states the importance of 'a sufficient amount and variety of land that can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay' (MHCLG, 2018).
11. This paper demonstrates the approach taken by the Council to meet the requirements of national policy, whilst seeking to effectively meet the housing needs of the District, as underpinned by the supporting evidence and consultation response. Through the Purbeck Local Plan the Council will set out strategic and local policies to support the delivery of a wide choice of homes that will create sustainable, mixed communities. In seeking to achieve this local authorities should have a robust understanding of the housing requirements of the area, which is informed by the Strategic Housing Market Assessment (SHMA).
12. The NPPF sets out the approach that should be taken to provide a wide choice of quality homes; specifically to:
  - plan for a mix of housing based on current and future demographic trends and market signals;
  - identify the size, type and tenure of housing needed for different groups in the community; and
  - set policies for the type of affordable housing required where a need has been identified.
13. Furthermore, the NPPF outlines the need for local planning authorities to have a clear understanding of the land available in the area through the Strategic Housing Land Availability Assessment (SHLAA). From the SHLAA local authorities should identify 'specific, deliverable sites for years one to five' and 'specific developable sites or broad locations of growth' for years 6-10 and where possible years 11-15 (years 11-16 for the Purbeck Local Plan).
14. Planning Practice Guidance (PPG) also provides further explanation and detail on the recently introduced standard method of calculating housing need and evidencing development needs for housing, as well as the methodology that should be taken to conduct the SHLAA. The standardised approach to calculating assessed housing needs was first introduced in the Housing White Paper, which was published in February 2017 and has since been adopted in the NPPF (July 2018).

15. Further proposals in the Housing White Paper that have since been adopted in the NPPF include:
  - amending the definition of affordable homes to include a wider range of options, including social rented, starter homes, discounted market sales, affordable private rented and intermediate housing;
  - provision of 10% affordable home ownership on major development sites (ie. 10 or more homes or an area of 0.5 hectares or more); and
  - 10% of housing requirement on sites no larger than 1 hectare.
16. Throughout the draft stage of consultation for the NPPF, Purbeck District Council worked with neighbouring authorities to ensure open discussion and consideration of the impacts on the objectively assessed need for housing and impacts of any changes to each local plan with the housing market area. Further information is provided in the duty to cooperate compliance statement.

### Supporting Evidence (SHMA, SHLAA, Second Homes)

17. This background paper is supported by a number of other pieces of evidence, as summarised below. Together, this provides the foundation of creating policies that can meet the housing needs of the District by understanding demography and needs, affordability, availability of land and environmental constraints.

#### **Eastern Dorset Strategic Housing Market Assessment (SHMA) 2015**

18. The SHMA for the Eastern Dorset Housing Market Area (HMA) was jointly commissioned by the following local authorities:
  - Bournemouth Borough Council;
  - Christchurch Borough Council;
  - East Dorset District Council;
  - North Dorset District Council;
  - Borough of Poole, and
  - Purbeck District Council.
19. The NPPF states that the local planning authorities should use their evidence base to ensure local plans meet the full, objectively assessed housing need (OAHN) for their HMA. The Eastern Dorset HMA was identified and more recently tested again based on transport networks and commuting patterns, migration, house price dynamics, health and school catchment areas. Whilst market areas are not defined by fixed boundaries, for strategic planning purposes an eastern and western HMA has been identified as a 'best fit' approach as local authorities will work collaboratively to identify and seek to meet housing needs within the HMA.
20. The 2015 SHMA gives an analysis of the HMA to provide the full objectively assessed housing need. Affordable housing need, requirements for different sizes and types of housing and households with specific needs were outlined in

detail to inform each of the local authorities specifically. The OAN was calculated using the 2012-based subnational population projections (SNPP) and household projections. On release of the 2014-based household projections the SHMA was reviewed and this resulted in a decrease in the OAN. During this time the standard method for calculating housing need was emerging; however, for Purbeck there was minimal difference in need between the existing and proposed method (172 compared to 168 additional dwellings per annum). It seemed appropriate to await the final publication of the NPPF in July 2018 to finalise the SHMA update for Purbeck 2018, particularly in the knowledge that there was only a slight difference in the annual figures.

### **SHMA update for Purbeck 2018**

21. The SHMA update for Purbeck was produced to update the local housing need assessment following publication of the NPPF (July 2018). It provides the latest local housing need as well as an assessment of affordable housing need (under the revised definition in the NPPF) and the mix of different tenures of housing in the District.
22. The SHMA update uses the 2014-based population and household projections, which is the latest available data. As adopted in the NPPF, the standard calculation for assessing local housing need was used based on the demographic starting point or baseline, market signals adjustment and cap (which wasn't applied to Purbeck as the Plan is just being written).
23. The government indicated its intention to review the standard methodology for calculating housing need following the release of the 2016-based household projection figures in September 2018. The Council considered that it would be appropriate to undertake analysis of housing need using the 2016-based SNPP published in May 2018 to gain an understanding of any potential impact on the latest housing need so as to inform drafting of the Purbeck Local Plan. Some variance was noted across the HMA; however, for Purbeck there was no effective change expected.
24. On release of the 2016-based household projections on 20th September 2018, the Council has recalculated the LHN to assess any change from the figures that had been produced in the SHMA and formed the basis of the housing need analysis. As expected from the earlier estimations there is effectively little change on the housing need figure. As the methodology is likely to be reviewed with the aim of meeting the 300,000 housing target overall across the UK, Purbeck District Council will continue to use the stated figures as assessed in the SHMA update (and published by government in 2017), and as advised in the latest technical consultation (October 2018).
25. A full assessment of affordable housing need was carried out in the Eastern Dorset SHMA 2015 but an update was provided to key variables where new information is available, in line with the extended definition of affordable housing in the NPPF. The analysis for Purbeck identifies that there are a substantial number of households that fall in to the gap between renting and buying. Given there are clearly households who could access homes priced in the rent/buy gap, it is suggested that the Council should consider seeking 10% of all homes on larger sites as some form of affordable home ownership – this approach is consistent with Government policy in the NPPF.



26. The SHMA update also provides an assessment to understand the implications of demographic dynamics on need and demand for different sizes of homes. The housing market model looks at the types and sizes of accommodation occupied by different ages of residents and attaching projected changes in the population to this to project the need and demand for different sizes of homes. This will be discussed in more detail in the section on Housing Mix.

### **Strategic Housing Land Availability Assessment (SHLAA)**

27. The SHLAA has been prepared in 2018 to provide the latest review of potential deliverable and developable sites for residential development over the plan period of 2018-34. PPG sets out guidelines that the assessment should be realistic and based on scenarios that could reasonably be expected to occur.
28. The current SHLAA review replaces reports that the Council has published alongside each stage of consultation on the Local Plan review (January 2015, June 2016 and January 2018) to ensure that the latest available evidence is used. The Council has prepared the SHLAA in accordance with the requirements of the NPPF and PPG to provide evidence that will inform the overarching strategy for housing provision in the District.
29. The SHLAA does not allocate land for development, its purpose is to identify the potential of land for development against agreed criteria. The SHLAA site assessments use an agreed, objective and consistent methodology that seeks to capture information on opportunities, constraints and development potential in principle. An introduction to site selection is included in the SHLAA; however this housing background paper will outline the Council's strategy, bringing together a holistic view of the evidence base including the SHLAA outputs and green belt assessment to inform the site selection process.

### **Green belt study**

30. This document provides evidence to support the Council's proposals as part of its local plan review to make a limited number of revisions to existing green belt boundaries in order to release land to help meet the District's residential development needs.
31. This study comprises a two stage review of green belt land in Purbeck. The first stage being a higher level review of parcels of green belt land across the District. The second stage entailed a more detailed assessment of sites within the larger parcels and focuses on considering whether there are exceptional circumstances to release sites from the green belt promoted for housing (through the SHLAA) and a strategic Suitable Alternative Natural Greenspace (SANG).
32. Professional judgement has been used to rate the performance of green belt against the fundamental aim and purposes of green belt. In stage 1 of the green belt study each of the green belt parcels was assessed using a 4-point scale (nil – high). Planning judgements setting out the 'exceptional circumstances' for the amendment of green belt boundaries require consideration of the nature and extent of harm to the Green Belt and extent to which the consequent impacts on the purposes of the green belt may be minimised.



33. In stage 2 of the green belt study SHLAA sites promoted within the broader green belt parcels were assessed again against the same criteria and in addition an assessment made of the permanence of proposed new boundaries. Having appraised all other reasonable options for meeting identified need for development (NPPF paragraph 137 refers), the Council has defined a preferred spatial strategy that promotes a sustainable pattern of development. In doing so, the Council has considered whether the nature and extent of harm to the green belt generated by the preferred spatial strategy is outweighed by the benefits of the development.
34. The findings of the green belt study have been used to inform the site selection, as outlined in this paper.

### **Brownfield register**

35. The Town and Country Planning (Brownfield Land Register) Regulations 2017 require councils to produce a register of brownfield land. Registers are produced in two parts: the first sets out all the brownfield sites that are suitable, available and achievable for housing development (according to specific criteria). A second, non-mandatory, part can be produced which gives permission in principle to sites included on it. The NPPF defines brownfield land (otherwise known as 'previously developed land') as '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'.
36. Some of the sites on the brownfield register have planning permission and are therefore not included in the strategy for meeting local housing need. There are also some sites within existing settlements, which will be delivered as windfall. The remaining single site on the brownfield register has capacity for 15 homes and is within the green belt so this does not provide a significant contribution to meeting housing need in the District. Details of the brownfield register can be found on the Dorset for you website.

### **Second homes evidence paper**

37. The impact of second home ownership has been highlighted as a major concern for many communities across Purbeck. Further to the Council's consultation on the potential introduction of a second homes policy, the evidence paper explores options for the emerging Local Plan to restrict dwellings being used as second homes.
38. The paper identifies that second homes have an influence on access to existing housing stock for residents, with increasing stock in the District but a reducing resident population. Effects on affordability prove difficult to gauge because affordability is influenced by many factors. However, if demand for homes is high and supply is reduced in part because of second homes, prices will rise.
39. The paper concludes that the most appropriate solution for Purbeck is the inclusion of a principal residence (titled second homes) policy in the Local Plan which applies to the AONB, rural exception and small sites.

## Housing need

40. As discussed, Purbeck forms part of the Eastern Dorset Housing Market and the Council has worked closely with partners in neighbouring local authorities to understand the level of housing need across the area. More recently this has involved further consideration in light of uncertainty around the emerging standard calculation of housing need and the Government’s announcement that it would review the process following publication of the household projections in September 2018. The technical consultation on October 2018 has outlined the Government’s proposed approach, including the use of the 2014-based data to inform the assessment of local housing need.
41. The SHMA for Eastern Dorset was jointly commissioned with Bournemouth, Christchurch, East Dorset, Poole and North Dorset in 2015. Since then the NPPF introduced the new standard methodology for local housing needs assessment, which should be used by local authorities unless there are exceptional circumstances to justify an alternative approach. An update to the SHMA was therefore produced for Purbeck in August 2018 to reflect the standard calculation on housing need that was adopted in the revised NPPF (July 2018) as well as providing an assessment of affordable housing and the mix of tenure for housing in the District.
42. It was agreed that producing an updated summary for the District was the most appropriate strategy for local authorities within the HMA working towards varying timeframes on their respective plans, particularly in a time of ongoing change with regard to the Government’s pending review. In line with the NPPF and to support the Government’s objective of boosting the supply of homes, Purbeck District Council has set a key objective of supporting community growth to provide for the needs of local residents.
43. Based on the government published figures for the standard methodology in 2017, 3,130 homes were needed across the Eastern Dorset HMA. The SHMA has updated this figure to 3,566 as Bournemouth’s LHN is no longer capped since the plan has now been adopted for over 5 years. This is significantly higher than housing targets in current adopted local plans, as outlined in the draft Statement of Common Ground. The revised presumption in favour of sustainable development in the framework states that strategic plans should, as a minimum, provide for objectively assessed housing needs for housing and other development as well as any needs that cannot be met within neighbouring areas (as established through a statement of common ground).

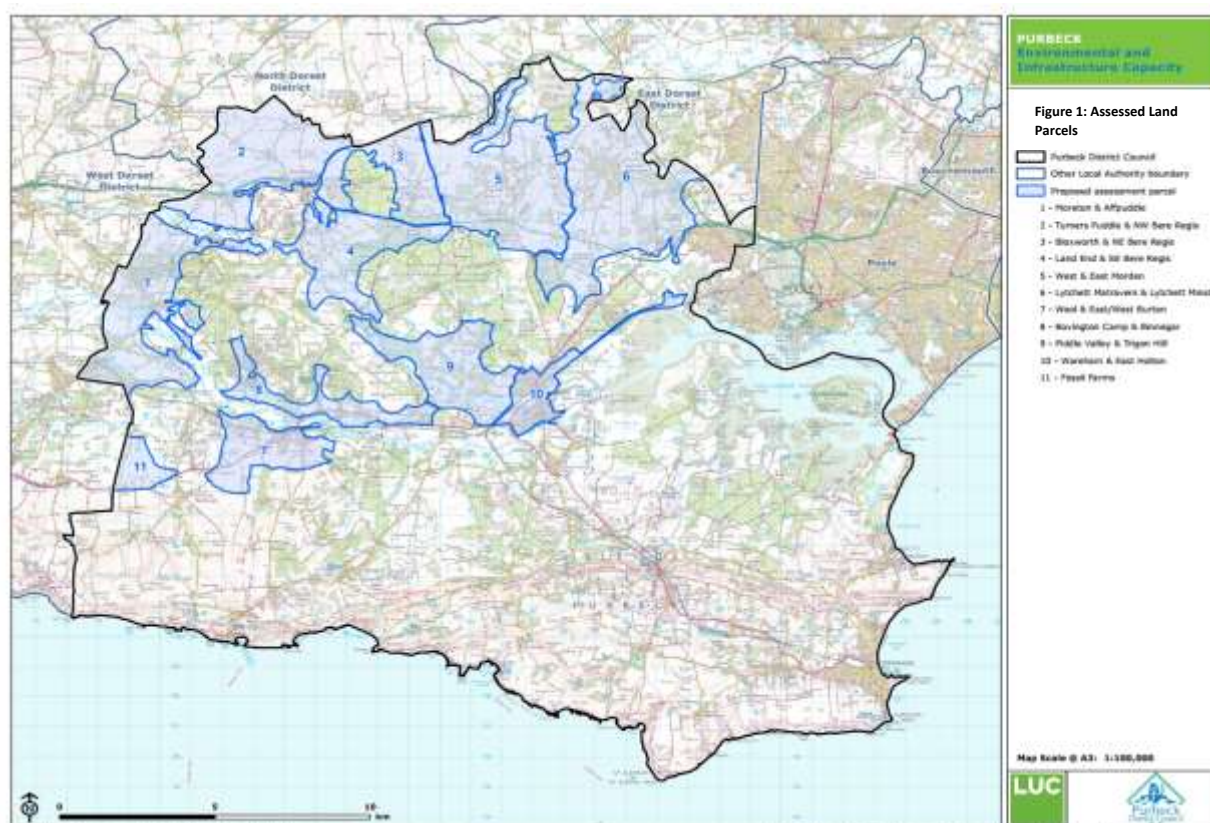
	Dwellings Per Annum
<b>Bournemouth</b>	1,458
<b>Christchurch and East Dorset</b>	792
<b>North Dorset</b>	366
<b>Poole</b>	782
<b>Purbeck</b>	168
<b>Eastern Dorset HMA</b>	<b>3,566</b>

Table 1: Local Housing Need for Eastern Dorset (standard calculation), 2018

44. The identified local housing need for Purbeck is calculated at 168 homes per annum, which equates to 2,688 homes over the plan period of 2018 to 2034 (ie 168 x 16). This is calculated on the basis of the change in household projections over a 10 year period, which results in an annual average growth of 118 households between 2016 and 2026. The standard method then applies an adjustment to the housing need derived from household projections to account for affordability, which is equivalent to 142%. The resultant housing need for Purbeck is therefore 168 homes per year.
45. As part of the ongoing work with neighbouring authorities it has been confirmed that none are able to help meet any of Purbeck's housing need. The statement of common ground outlines the details of collaboration with other local authorities to assess any potential opportunity to meet the housing need across the HMA. There is currently a risk that Bournemouth and Christchurch will be unable to meet their existing housing need, which could be heightened should the Government's review of the standard housing calculation raise the housing requirements further.

## Delivery of the housing requirement

46. The local plan must allocate sufficient land in appropriate locations to ensure land supply for the plan period of 16 years from 2018-34. This section of the background paper will provide further detail on the process of identifying suitable land available and the Council's strategy for delivering the housing requirement of 2,688 homes over the plan period.
47. The Council's selection of a development strategy has necessarily been guided by national planning policies relating to areas and assets of particular importance. This includes those policies that require Purbeck's rich and diverse natural and historic environments to be conserved and those which steer development away from land at risk from flooding and coastal change.
48. Over 20% of the District is designated (on eight separate sites) for its ecological value as Special Areas of Conservation (SAC), Special Protection Areas (SPA) and Ramsar. A large part of Purbeck's coastline is designated as part of the Jurassic Coast World Heritage Site. The Rivers Frome and Piddle run across the District discharging into Poole Harbour. Land around these rivers, as well as other land in the District is at risk from flooding. The southern part of District is designated as part of an Area of Outstanding Natural Beauty (AONB). The District also has a rich historic environment that includes listed buildings, scheduled monuments, registered gardens and archaeological remains.
49. The Council has prepared an Environmental and Infrastructure Capacity Study (EICS, 2017), which takes account of the planning policies in the NPPF along with relevant laws and existing policies in the Councils Purbeck Local Plan Part 1 (PLP1, 2012) to identify those locations with the least environmental



constraints. Figure 1 from the EICS identifies 11 parcels which are subject to fewest environmental constraints.

50. The EICS also considered whether there were likely to be infrastructure issues with four different potential scales of housing growth (50, 250, 500 and 1,000 new homes) in each of the 11 parcels which were subject to the fewest environmental constraints. The EICS concludes the parcels – and particular locations within those parcels – with the fewest significant sustainability issues and the greatest potential to deliver positive impacts at the highest scales of growth are:
  - Moreton and Affpuddle – close to Crossways;
  - Wool and East / West Burton – close to Wool;
  - Wareham and East Holton – close to Wareham; and
  - Bovington Camp and Binnegar – close to Bovington Camp.
51. Since the EICS was published the Council has prepared an updated Infrastructure Delivery Plan (September 2018).
52. The Dorset heathlands also cover a large part of South East Dorset, which are designated as part of the Dorset Heathlands Special Protection Area, Dorset Heathlands Ramsar Site, Dorset Heathlands Special Area of Conservation and Dorset Heathlands Special Area of Conservation (Purbeck and Wareham) and Studland Dunes. The evidence presented in the Council's Habitats Regulations Assessments (HRA) indicates that new residential development that is located close to protected heathland is likely to have a significant effect on these habitats.
53. An earlier HRA (2011) prepared for the Purbeck Local Plan Part 1 (2012) and Exploring Heathland Mitigation in Purbeck (2016) both concluded that:
  - because of the relationship between existing homes and the protected heathland in Purbeck there is a need to strictly control new residential development inside a 400 metre buffer around the boundaries of protected heathlands where it is generally not possible to avoid / mitigate the effects of development; and
  - there is also a need for strategic heathland infrastructure projects (HIP) to avoid / mitigate the adverse impacts from new residential development located in buffer between 400 metres and 5 kilometres from the boundaries of a protected heathland.
54. The Council's 2011 HRA recommends alternative sites (Suitable Alternative Natural Greenspace (SANGs) as HIPs 'to deter people away from heaths' (paragraph 5.49). In order to be effective SANGs need to be a sufficient size, character and quality.
55. After initially screening the sites that were promoted for development through the SHLAA the Council prepared a shortlist of possible sites which might be suitable for new homes, as discussed below in the site selection process. Some of these possible sites are in the green belt, others are in the AONB and most are inside the buffer (between 400 metres and 5 kilometres from a boundary)



around protected heaths where the adverse effects of new homes need to be mitigated. Where necessary the Council has completed a further review to assess suitability against specific policies in the NPPF and other considerations (including EICS).

56. Separately, as part of the green belt evidence study, assessments have been undertaken on those sites that passed the SHLAA assessment for absolute and policy constraints to consider the case for exceptional circumstances for green belt release. Paragraph 137 of the NPPF states that before concluding that exceptional circumstances exist local authorities should be able to demonstrate that all other reasonable options for meeting its identified need for development have been considered, including:
  - making as much use as possible of suitable brownfield sites and underutilised land;
  - optimising the density of development; and
  - informed discussions with neighbouring authorities about whether they could accommodate some of the identified need for development, as demonstrated through the statement of common ground.
57. The 2018 SHLAA update assessed 125 sites on a specific individual basis, with each assessment following the prescribed site selection methodology, as described in the next section. This analysis is central to informing the Local Plan with regard to both the capacity for new housing and also by providing evidence for the site selection process. The evidence provided sets a clear picture of the extensive constraints on development potential together with a robust framework to ensure that the most sustainable and appropriate sites have been selected as preferred allocations in the Local Plan.

### Overview of site selection methodology

58. National policy guides the process adopted by the council to ensure that a sustainable and robust method of site selection is demonstrated. Some important considerations in NPPF that relate to the site selection process for the Local Plan include the need to:
  - set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
  - ensure that the size and location will support a sustainable community, with sufficient access to services and employment opportunities within the development itself or in larger towns to which there is good access; and
  - set clear expectations for the quality of the development and how this can be maintained, and ensure that a variety of homes to meet the needs of different groups in the community will be provided.
59. The purpose of the site selection methodology is to provide a robust framework that guides the preparation of a clear and reasoned evidence base to support the proposed site allocations in the Local Plan. The sites submitted to and assessed through the SHLAA have formed the first stage of identifying sites for

allocation in the Plan. All sites have been assessed in a consistent way, as outlined in the SHLAA report. As the local plan review has been ongoing for a number of years there has been a wider background to the context of site selection; however, the overall methodology has been consistent.

60. The site selection methodology follows seven stages though which sites have been filtered and subject to more detailed assessment in order to identify the proposed site allocations for inclusion in the Local Plan. The seven stages are listed below have also been explained as part of the SHLAA process:
1. Site selection – initial identification of sites including those identified in the SHLAA and call for sites at different stages since the local plan review commenced;
  2. Site assessment for absolute constraints – involves screening for absolute constraints; namely 400m heathland buffer and flood risk zone. Sites are ruled out with no further assessment required if either of the absolute constraints are identified;
  3. Site assessment for major policy constraints, to include a more detailed assessment to ascertain suitability for development including impact on environmental and heritage designations, location, physical constraints etc;
  4. Deliverability – to provide a realistic assessment of delivery and inform the housing trajectory;
  5. Identify candidate preferred sites – to identify sites suitable for development with sequential test applied;
  6. Sustainability appraisal/habitats regulation assessment of candidate preferred sites – assessment of impact, both alone and cumulatively with any other candidate sites; and
  7. Review of candidate preferred sites – following consultation, sites are reviewed against responses received.
61. A site selection background paper was published in January 2018 as supporting evidence for the housing options consultation based on sites assessed in the SHLAA. Since then a SHLAA refresh has taken place to ensure that the latest, consolidated information is used to inform drafting of the Local Plan and presented in a way that was clear and consistent, and to include small sites.
62. In reaching Stage 7 of the site selection, the Council was guided by corporate priorities and national planning policy on the presumption in favour of sustainable development when selecting allocated sites for homes in the District. The Council's corporate priorities include:
- Protecting and enhancing the local environment;
  - Meeting the housing needs of local people;
  - Improving the local economy and infrastructure; and
  - Enhancing local communities and involvement.



63. Through this process, sites within the AONB and green belt were not selected unless the Council was satisfied that there are exceptional circumstances for housing development on the site. A detailed green belt study considers the functions of sites from a wider level and site specific context to ensure that any release of green belt is fully justified, and only occurs where exceptional circumstances can be demonstrated for doing so.
64. In preparing the options in the January 2018 New Homes for Purbeck consultation, there was an important recognition that development would be focused to the west of the District, where the potential land for housing is less constrained. As supported in the consultation, the Council's approach is to spread development across the District as far as possible to meet the housing needs of local people. The proposal of introducing a small sites policy to encourage development in locations close to existing settlements was also included in the consultation and was supported by a clear majority (64% of respondents), as discussed in more detail later in this chapter.
65. A further consideration in terms of preferred sites to be allocated in the Local Plan was the relationship between the sites and existing employment and the opportunity to support sustainable travel. Infrastructure providers were given an opportunity to respond to this and advise specifically on infrastructure capacity. Neighbourhood Plan groups were also consulted in detail at various stages of the process to establish planned housing growth in the neighbourhood plan areas and how this contributes to the spatial strategy for the District.

### Strategy for meeting the District's housing needs

66. The local housing need requirement to deliver 2,688 new homes between 2018 and 2034 does not take account of homes that already have planning permission but have not yet been built. As the Purbeck Local Plan will replace the Purbeck Local Plan Part 1, and because it is likely that planning permission will be given for the 50 homes allocated in Lytchett Matravers before the Purbeck Local Plan is examined (a current planning application awaits determination), the Council has not taken these homes into consideration when assessing delivery of the housing need requirement.
67. The Swanage Local Plan will contribute to the overall development for the District and the Council has taken account of the 150 homes expected in the Swanage Local Plan housing trajectory (for years 2018- 2021) when calculating its housing delivery requirement. Neighbourhood Plan allocations for Wareham and Bere Regis account for 300 and 105 homes respectively, over the Plan period. This reduces the remaining requirement to 2,133, which will be delivered as allocated sites, small sites next to existing settlements and windfall.
68. Early in 2018 the Council undertook a district-wide consultation on its latest position regarding options for housing allocations in the local plan. Three options were proposed, taking account of constraints across the district, which could provide enough homes to address housing need. Since this consultation the method of calculating housing need has been revised but the difference to the overall numbers hasn't been too significant (172 to 168 per year). Each of

the options consulted upon offered an opportunity to achieve sustainable development, was consistent with national policy and does not have significant impact that outweighs the benefits of development (guided by the EICS and SA).

- A. Spread of development as wide as possible, releasing some areas of less important green belt in the less constrained west of the District and on small sites. This option includes 470 homes at Wool, 440 homes at Redbridge Pit, 90 homes at Upton, 150 homes at Lytchett Matravers and 250 homes on smaller sites across the District.
  - B. The majority of development is focused on two main sites to the west of the District and on small sites. This option includes 650 homes at Wool, 500 homes at Redbridge Pit and 250 homes on smaller sites across the district.
  - C. Development is concentrated on two main sites to the west of the District. This option includes 800 homes at Wool and 600 homes at Redbridge Pit/Moreton Station.
69. 6,762 responses were received throughout the consultation, representing almost 30% of households. The results showed a strong majority favouring Option A (42%), with Option B and C receiving similar amount of support (26% and 25% respectively). This gave a clear indication to the Council that the local population favoured a spread of development across the District as far as possible.
70. Whilst development is focused in the least constrained areas of the District, the favoured option for development involves release of some green belt. Informing the site selection process the Council has also conducted a green belt review, which has been presented in a separate, detailed report. The recently published NPPF has also informed this process in terms of the steps required before releasing any areas of green belt land.
71. The Council could theoretically deliver the number of new homes required without making changes to green belt boundaries by concentrating development in Wool and Moreton; however this approach is not seen as reasonable, as the preferred strategy should:
- deliver a spread of new homes across the District, where they are needed;
  - deliver a resilient supply of land for new homes;
  - limit the impacts of new homes on existing infrastructure; and
  - provide an opportunity to maintain and enhance rural communities.
72. The SHLAA and site selection methodology as described above has provided a consistent method for assessing and selecting sites for allocation in the Local Plan. Nine sites have been identified as those most suitable for allocation in the plan, fitting in with the strategy to spread housing in the most sustainable way across the district. The allocated sites, as presented in Option A of the January 2018 consultation, will contribute to 1,200 homes over the plan period (45% of the total housing requirement). Since the consultation 50 homes were added to the capacity of the proposed site at Redbridge Pit/Moreton Station on further

exploration of potential and liaison with the developer. Furthermore, the small sites allowance has been increased to 270 over the plan period in light of the NPPF requirement of providing at least 10% of the housing requirement on sites no larger than one hectare.

73. A comprehensive selection process has been followed, informed by detailed evidence, analysis and consultation, both with the public and with stakeholders. The approach taken to site allocation is consistent with the Council's spatial strategy, which seeks to provide a balanced development pattern across the District with careful consideration of the limitations to development and preservation of the District's natural assets. The Council considers that this strategy and the sites identified for housing (including encouragement of small sites through the small sites policy) in the Local Plan comprise a sustainable approach to meeting the local housing need for the District in full. In identifying the proposed allocations, the Council has also sought to ensure that a five year housing land supply can be maintained and that sites of varying size, type and geographical location contribute to housing delivery throughout the plan period.

### Local Plan site allocations

74. As discussed, the SHLAA has formed the starting point to identify sites for allocation in the Local Plan. 23 large sites were positively assessed as being suitable for housing development; however, 9 of these were in the green belt and would therefore be reviewed further as part of the green belt study. Paragraph 137 of the NPPF states that before concluding that exceptional circumstances exist local authorities should be able to demonstrate that all other reasonable options for meeting identified need for development have been considered, including:
- making as much use as possible of suitable brownfield sites and underutilised land;
  - optimising the density of development; and
  - informed by discussions with neighbouring authorities about whether they could accommodate some of the identified need for development, as demonstrated through the statement of common ground.
75. The Council's brownfield land register identifies all brownfield land that is suitable, available and achievable for new homes. Just over half (six) of the brownfield sites on the register already have planning permission for a total of 89 homes. The Council has not taken these existing permissions into consideration in its strategy for meeting local housing need. Of the remaining sites, three (with capacity for 25 homes) are positioned inside the boundaries of existing settlements. The Council has estimated the number of homes it considers could be delivered as 'windfall' development in existing towns and villages and taken this into account in its strategy. The remaining single site on the brownfield land register has capacity for 15 homes and is positioned in the green belt.
76. The Council considers that the proposed housing densities on sites are optimal for their locations and represent an effective use of land. Higher densities are likely to:

- harm the appearance of the surrounding areas;
  - harm the setting of designated landscapes and heritage assets;
  - jeopardise the delivery of important undeveloped land (necessary for flood risk management, recreation and wildlife);
  - add excessive strain to supporting infrastructure (e.g. community facilities and SANGs); and
  - undermine the Council's development strategy which aims to deliver balanced growth across the District.
77. No neighbouring authorities have confirmed that they are able to meet any of the District's housing needs. As with Purbeck, other local authorities are facing constraints to development and lack of available land, which has required their own review of green belt in order to consider whether there are exceptional circumstances for boundary revisions in their respective areas. It is therefore not possible for other authorities to assist in meeting the housing requirement for Purbeck. The Council has outlined the areas of cooperative working with neighbouring authorities in the statement of common ground for submission with the Plan.
78. Purbeck's green belt study concluded that in a small number of instances, a case for exceptional circumstances could be demonstrated to amend the green belt boundary to allow for housing. These locations, as mapped in Appendix A, are as follows:
- Upton (comprising land to the south of Policeman's Lane);
  - Lytchett Matravers (at three sites comprising land to the east of Wareham Road and land north east of the settlement at Blaneys Corner and Sunnyside Farm); and
  - Wareham (two sites west of Westminster Road, north of Carey Road and south of Bere Road).
79. The Council's strategy recognises that there is a need and demand for new homes around the edges of the large built up area, but limits the scale of development and offsets the effects of development with improvements to environmental quality and accessibility in the green belt. The Council does not consider that removing land from the green belt around Lytchett Matravers, Upton and Wareham will irrevocably harm the purpose, or undermine the function, of the South East Dorset Green Belt.
80. For each settlement that has large sites coming forward from the SHLAA, consideration has been given to the Council's strategy, their suitability to accommodate appropriate development and their deliverability over the plan period. There are a number of sites covered by Neighbourhood Plans in Wareham and Bere Regis, which are have also been included in the site selection (but will be included in the allocations process for the respective Neighbourhood Plan area).
81. Table 2 outlines the sites that were considered suitable from the SHLAA, to include those that were then assessed as part of the green belt study. This shows that the Council could deliver the number of new homes needed without

making changes to the green belt boundaries in Upton, Wareham and Lytchett Matravers and concentrating development in Wool and Moreton; however, this does not comply with the strategy as noted in paragraph 68 regarding the spread of development across the District. Neither neighbouring authorities nor sites on the brownfield register can add sufficiently to the supply of sites. Therefore, in order to meet its local housing need, the Council decided to undertake a green belt study to identify whether any green belt land, through demonstration of exceptional circumstances, could be released to help meet the housing needs of the District and satisfy the preferred spatial distribution strategy for new development.

82. The green belt review has identified that there are exceptional circumstances to support the revision of green belt boundaries to release limited amounts of land in a small number of green belt locations. Furthermore, there were some sites outside the green belt that had greater importance in terms of setting and landscape character. In assessing the harm of releasing green belt the Council has considered how harm can be minimised in specific locations. Key factors informing the assessment of harm are:
- the contribution of the land to the green belt purposes across the area of potential release/development (as outlined in paragraph 134 of NPPF);
  - the potential implications of the loss of openness within the area of potential release/development for the integrity of the wider green belt. Whilst an area / site may not make a significant contribution to the green belt or be particularly open in its own right, its location within the green belt may have the potential to affect neighbouring green belt and the wider integrity or strategic functioning of the green belt designation; and
  - consistency and strength of the green belt boundary/urban edge in relation to the potential area of green belt release.
83. At Wool nine sites were assessed as suitable for development in the SHLAA, with potential development capacity of over 800 units. If all were developed this would put significant strain on supporting infrastructure as well as creation of an imbalance in provision of housing within the District (over half of housing allocation). As part of the site selection process, four sites in Wool were considered less preferable (as outlined in Table 2). The sites selected for the Local Plan allocations were revised to protect the gap between East Burton and Wool and the capacity of sites was reduced in some instances, in line with Council strategy and in support of sustainable development appropriate to the location.
84. Three sites in Moreton assessed through the SHLAA have also been considered in the site selection process, with SHLAA/0048 and 0049 joining as one proposed allocation. As discussed in some detail, there is development opportunity at this location, which is outside the green belt. The combined sites could accommodate in excess of 600 homes (as presented in Option C of the 2018 'New Homes for Purbeck' consultation); however, this was not supported by the majority of respondents. As a result of further consultation with the site promoter and consultees, it was agreed that the site would be suitable for 490 homes, representing the largest of the allocated sites in the Plan. Land to the north of Moreton Station was considered less favourable due to the lack of available sewage and water capacity and the issues arising from upgrading

services and utilities under the railway bridge. To allocate both of these sites would also create imbalance in the spread of development across the District.

85. Three of the four sites in Lytchett Matravers, positively assessed through the SHLAA, were considered to demonstrate exceptional circumstances for green belt release in the study. In total this would support the development of 150 homes in Lytchett Matravers. Each of these sites relate well to the edge of the existing settlement and its services and facilities, providing development opportunity that is proportionate to the existing settlement built form.



Settlement	Address	Green belt study	Reference	Summary	Site selection
Lytchett Matravers	Land at Blaneys Corner, Lytchett Matravers		SHLAA/0024	Exceptional circumstances for green belt release	
	Land to the east of Flowers Drove, Lytchett Matravers		SHLAA/0025	Exceptional circumstances for green belt release	
	Land to the east of Wareham Road, Lytchett Matravers		SHLAA/0026	Exceptional circumstances for green belt release	
	Land at Bere Farm, near Lytchett Minster and Lytchett Matravers		SHLAA/0041	No exceptional circumstances in the green belt	N/A
Lytchett Minster	Land to the west of Lytchett Minster		SHLAA/0035	No exceptional circumstances in the green belt	N/A
Moreton	Redbridge Pit/Moreton Station, Redbridge Road, Moreton	N/A	SHLAA/0049	Available capacity of combined site area reduced to allow for spread of homes across the District	
	Caravan park (Moreton Station), Moreton	N/A	SHLAA/0048		
	Land to north of Moreton Station, Moreton	N/A	SHLAA/0050	Viability issue arising from connecting / upgrading services and utilities under the railway and encouraging spread across District allows for other preferable sites to come forward	
Upton	Land at Policeman's Lane, Upton		SHLAA/0039	Exceptional circumstances for green belt release	
	Frenches Farm, Watery Lane, Upton		SHLAA/0098	Exceptional circumstances for green belt release. Alternative sites for care homes outside of green belt preferable.	
Wool	Land to the west of Chalk Pit Land and Oakdene Road, Wool	N/A	SHLAA/0081	Available capacity of site reduced	
	Land next to Purbeck Gate (to the north of Burton Cross roundabout), Wool	N/A	SHLAA/0082	Site significant in retaining gap between East Burton and Wool and also subject to a level of flooding	
	Land north of the railway line off Sandhills Crescent, East Burton, Wool	N/A	SHLAA/0085	Capacity of site reduced	
	Land at Giddy Green (north east of Burton Cross roundabout), Wool	N/A	SHLAA/0086	Part of the site included as it is necessary to maintain break between East Burton and Wool	
	Land to north west of Burton Cross roundabout, East Burton, Wool	N/A	SHLAA/0099	Development on part of the site is likely to appear prominent in the landscape so only part of the site is included (to the east). It is also restricted to check the sprawl of the settlement.	
	Land to south of Wool	N/A	SHLAA/0100	Development is likely to appear more prominent in the landscape and so other sites are preferred	
	Land to east of Lower Hillside Road, Wool	N/A	SHLAA/0101	Development is likely to appear more prominent in the landscape and so other sites are preferred	
	Land off the A352, Wool	N/A	SHLAA/0102	More remote from the centre of Wool Development is also likely to appear more prominent in the landscape	
	Portland House (land to the north east of Burton Cross roundabout), Wool	N/A	SHLAA/0123	Adjoined to SHLAA/0086	
<b>Neighbourhood Plan Area</b>					
Bere Regis	Land north of West Street, Bere Regis	N/A	SHLAA/0006	Possible site for allocation through Bere Regis Neighbourhood Plan	TBC
	White Lovington, Rye Hill, Bere Regis	N/A	SHLAA/0008	Possible site for allocation through Bere Regis Neighbourhood Plan	TBC
Wareham	Land adjacent to Tantinoby Farm, north Wareham		SHLAA/0058	Green belt study considers that there could be exceptional circumstances to take site out of green belt but sites to the south are preferable; site therefore excluded	
	Land west of Westminster Road, adjacent to Ferncroft Farm, north Wareham		SHLAA/0059	Exceptional circumstances for green belt release. possible site allocation through Wareham Neighbourhood Plan	TBC

Exceptional circumstances for green belt release / Site selection positive
  No exceptional circumstances for green belt release / Site selection negative

Table 2: Suitable sites from SHLAA considered for allocation in Purbeck Local Plan



86. In Upton, land at Policeman's Land was assessed for housing development and land at Frenches Farm was promoted for a 65 bed care home that was also positively assessed. The site was reduced at Policeman's Lane (in the SHLAA assessment) to exclude a strip of land to the east of Watery Lane due to flood risk. Each of the sites in Upton was considered to demonstrate exceptional circumstances for green belt release. As there are two additional sites outside the green belt (at Moreton and Wool) providing care homes as part of a larger development proposals, these are considered the preferred locations. Taking account of the NPPF, which encourages mixed use development to enhance sustainability, inclusivity and community growth, inclusion of care homes at the largest housing sites represents the most sustainable option for meeting this need. Should further need be identified then the site at Frenches Farm may come forward as the green belt study and SHLAA are supportive of development in principle.
87. The evidence from site promoters indicates that new homes will start to be delivered on the allocated sites in Upton and Lytchett Matravers in the first five years which will make an important contribution to maintain supply and delivery of homes during the early years of the new Purbeck Local Plan.
88. Allocating new homes on sites that are more evenly spread across the District makes the Council's housing land supply more resilient. Land prices in the south (coastal areas) and east of the District have traditionally been higher than those in the north and west. By working with local communities in Bere Regis and Wareham to deliver new homes through neighbourhood plans, and allocating sites for homes in suitable locations in the new Purbeck Local Plan across the District from Moreton in the west to Upton in the East, the Council's preferred strategy should create a resilient supply of land to meet the District's housing needs.
89. Establishing a sustainable pattern of development through the examination of all reasonable alternatives is most effectively defined through the Council's Sustainability Appraisal. The green belt review has been used to help the Council define the reasonable options for delivering growth that should be considered and appraised through the plan-making process. Stage 2 of the green belt study has established the potential harm that would be caused by any specific development options in the green belt and recommend ways that harm might be avoided and/or minimised.
90. Where there are variations in the factors influencing harm at a site in the green belt, it is possible to consider how harm might be minimised by releasing smaller areas of land for development or through the implementation of mitigation measures. Having appraised all other reasonable options for meeting identified need for development (NPPF, paragraph 137) the Council has defined a preferred spatial strategy that promotes a sustainable pattern of development. In doing so, the Council has considered whether the nature and extent of harm to the green belt generated by the preferred spatial strategy is outweighed by the benefits of the development.
91. The Council's allocated sites are closely positioned to established towns and villages and existing services and facilities. Further homes in these locations should make a positive contribution to supporting and sustaining some of these services and facilities. Informed by the views expressed by infrastructure

providers, where it is necessary (as described in the Infrastructure Delivery Plan) the Council will be seeking specific infrastructure / financial contributions from new development to ensure that it is sustainable. The viability study examines each of the allocated sites in greater detail, presenting sensitivity analysis and appraisal summaries in Appendix IIc of the report. Spreading the number of homes across the District helps to limit the impacts on existing infrastructure arising from large concentrations of new homes in specific areas.

### Neighbourhood Plan allocations

92. The SHLAA has also considered sites within Neighbourhood Plan areas, as included in Table 2. Bere Regis Neighbourhood Plan referendum and adoption is expected in 2019, which will include allocation of 105 homes. Two sites have emerged from the SHLAA as suitable to provide approximately 85 homes if allocated through the Bere Regis Plan.
93. Wareham Neighbourhood Plan adoption is also expected in 2019 with the intention of delivering 300 homes. SHLAA sites 0058 and 0059 were included in the green belt study to establish if exceptional circumstances exist to release the land for housing development. Although the green belt study assessment concluded that exceptional circumstances exist to remove both sites from the green belt, in terms of residential development, the site selection process found land adjacent to Tantinoby Farm to be less favourable due to the topography and given the availability and suitability of other locations within the settlement boundary. The study concluded that this site should not be removed from the green belt in the Purbeck Local Plan in order to facilitate development.

### Small sites policy

94. It is important to recognise the need for small scale development in rural areas but to also avoid the harmful effects of isolated homes in the countryside. The small sites policy has been carefully introduced to permit new homes that are closely related to existing settlements in the District to support the overall aim of meeting local housing need.
95. The NPPF has highlighted the important contribution of small and medium sites to meeting housing requirements, with the benefit of relatively quick build rates in most cases. Small sites will not be allocated in the Local Plan to allow greater flexibility and deliverability of suitable housing. The Council believes that the potential for small sites to come forward will also be improved if the Local Plan does not allocate specific sites, which will help meet the overall target of 10% of the total housing requirement for the District as outlined in the NPPF.
96. The Council consulted on a new small sites policy in January 2018 as part of the New Homes for Purbeck Consultation. 64% of respondents agreed with the inclusion in the Purbeck Local Plan of a small sites policy, with results broadly consistent across different demographics. Accordingly, the Council decided to include a small sites policy and considers that this approach will prove to be more effective in terms of delivery than would the alternative of allocating small sites in the Plan. The 2018 consultation also proposed a small site allocation at

Sandford, which was broadly supported by respondents. However, Natural England did not believe a SANG could be provided at this location that is adjacent to heathland access and for the reason stated above outlining the Council's stance on small sites, this site allocation at Sandford is not being pursued.

97. A relatively small number of comments were received to suggest that the allowance of up to 30 homes on a small site is too many. The NPPF outlines the requirement for 10% of housing development on sites no larger than one hectare, which is in line with the assessed densities in the SHLAA at 30 per hectare. The small sites policy has also taken this into consideration as permission will only be granted when the scale of the proposal is proportionate to the size and character of the existing settlement. The setting of a maximum upper limit of 30 allows for flexibility to support development in suitable locations, such as appropriate sites on the edge of larger settlements or where there is no detrimental impact on the landscape or existing settlement.
98. At the time of the 2018 consultation, it was estimated that approximately 250 homes would be delivered at small sites. Since the consultation the revised NPPF was published, setting a requirement for sites no larger than one hectare to accommodate at least 10% of a local authority's housing requirement. For Purbeck, with a housing requirement of 2,688 over the plan period, a minimum of 270 homes will be delivered on small sites. This is equivalent to an average delivery rate of 17 homes each year.
99. The SHLAA provides details of small sites promoted in the District, which have been assessed on the basis of Policy H8: Small sites next to existing settlements in Purbeck Local Plan. The first criteria of the policy is the key test in order to ascertain if the site is adjacent to existing dwellings in the closest town or village and if the proposed capacity is suitable for the location. If the site did not pass this test then it was classified as unsuitable for development in this current SHLAA site selection review; that is not to say that this cannot change in the future. It should also be reiterated, as with all sites in the assessment, that if deemed 'suitable' for development any proposal will need to be individually assessed when a planning application is submitted taking account of planning policies and any other relevant material planning considerations.

## Windfall

100. Windfall sites are those that come forward for development but have not been specifically identified in the local plan site selection allocation process, yet they can contribute significantly to meeting the housing needs of the area. Whilst the SHLAA assesses identified sites, including small sites (30 units or less) that won't be identified in the Local Plan, there will also be a number of windfall sites that come forward in helping meet the housing needs of the District. Purbeck has a strong record of delivering windfall and therefore its contribution to the five year supply is justified based on historic delivery rates and expected continued trend. Through the Local Plan Review options consultation (2016), the Council received feedback that it should be looking more closely at windfall opportunity in order to deliver housing.

101. Paragraph 70 of the NPPF outlines the requirement to produce robust evidence on windfall potential if the allowance forms part of anticipated supply. There is a long standing pattern of land becoming available for development in Purbeck, which has led to relatively high and consistent levels of new planning permission being granted.

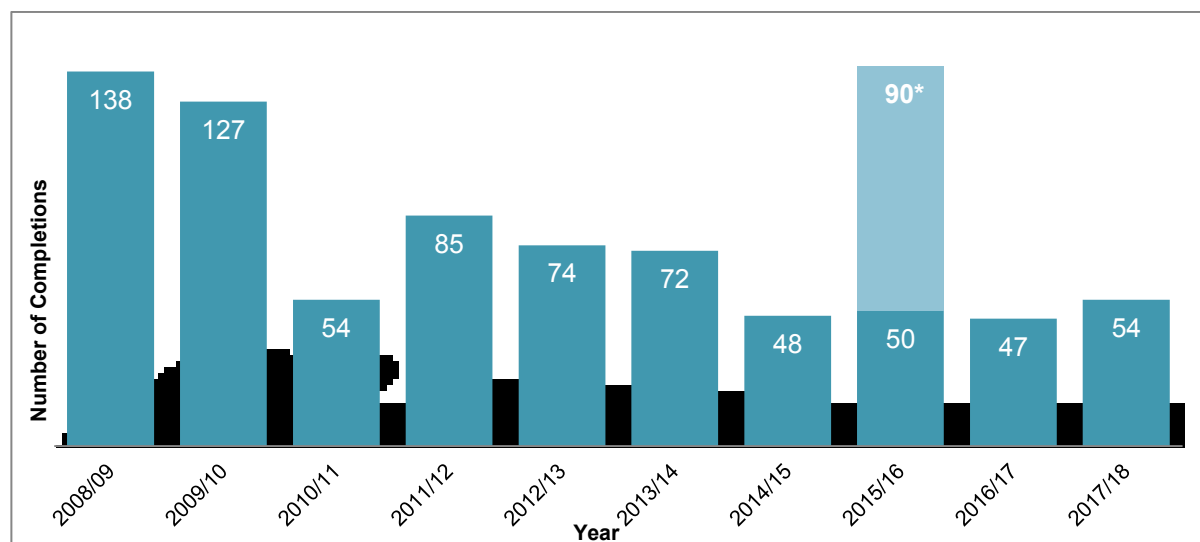


Figure 2: Windfall completions 2008-18\*

102. Between April 2008 and March 2018, 839 homes have been completed on windfall sites. As noted in figure 2, there was a spike in 2015/16 due to a number of larger developments that will be discounted from the average trend calculation. On this basis, the average number of windfall homes over the past 10 years is 74 per year (from a total of 749). Since 2012/14 there has been a slight drop in the overall trend with an average of 49 units per year. It is possible that this is a temporary dip; however, it is important not to overestimate supply and take a reasoned and justified approach to inform the housing supply that will be identified in the Local Plan.
103. Based on the historic trend rates presented, a reasoned allowance of up to 49 units per annum of windfall development is recommended as part of the District's anticipated supply. However, it has been demonstrated that the longer term trend of windfall indicates a higher annual average of 74 units per year. Whilst this uplifted figure will not be incorporated in the Council's formal five year housing supply position, it does provide useful context, which supports the overall strategy of development and provides a buffer when using a more conservative forecast.

\* Larger developments discounted from annual trend ie. Pound Lane (21 sheltered apartments), Shore house (24 homes), Organford Manor Country Park (45 permanent residential static caravans).

## Housing supply and trajectory

104. This section of the housing background paper has set out details of the key supporting evidence and Council strategy to deliver the District's housing requirement of 2,688 homes over the plan period. Table 3 provides the breakdown for housing delivery that will seek to meet local needs, sustainably and effectively across the District.

Location	Number of homes
<b>Moreton Station / Redbridge Pit</b>	490
<b>Wool</b>	470
<b>Lytchett Matravers</b>	150
<b>Upton</b>	90
<b>Wareham Neighbourhood Plan</b>	300
<b>Bere Regis Neighbourhood Plan</b>	105
<b>Swanage Local Plan allocation</b>	150
<b>Small sites next to existing settlements and windfall within existing settlements</b>	933
<b>Total</b>	<b>2,688</b>

Table 3: Distribution of housing supply for Purbeck 2018 - 2034

105. The Council has taken a cautious but pragmatic view on the delivery of housing and development potential. In some cases, the development of specific sites may need improvements to supporting infrastructure such as utilities. Site specific infrastructure requirements have been considered through the Infrastructure Delivery Plan. In some circumstances, to ensure development of a site(s) does not proceed until the provision of this infrastructure, it may be necessary for development to be phased and conditions on a planning permission or a planning obligation may be used to secure this phasing arrangement to help facilitate delivery in a timely manner.
106. The housing trajectory goes further to demonstrate how the Council can deliver its housing requirement over the Plan period, to consider allocations as well as non-site specific allowances for windfall and small sites. Purbeck District Council have worked with site promoters to assess realistic delivery of housing, who all seek to commence as early as possible. All of the allocated sites in the Plan expect to be on site by 2023-24, when development will then peak from years 5-9 of the Plan period. It is expected that the largest of the allocated sites at Moreton will be the last to commence development due to sand and gravel extraction from part of the site; however, it is likely to continue to deliver housing throughout the plan period up to 2034.

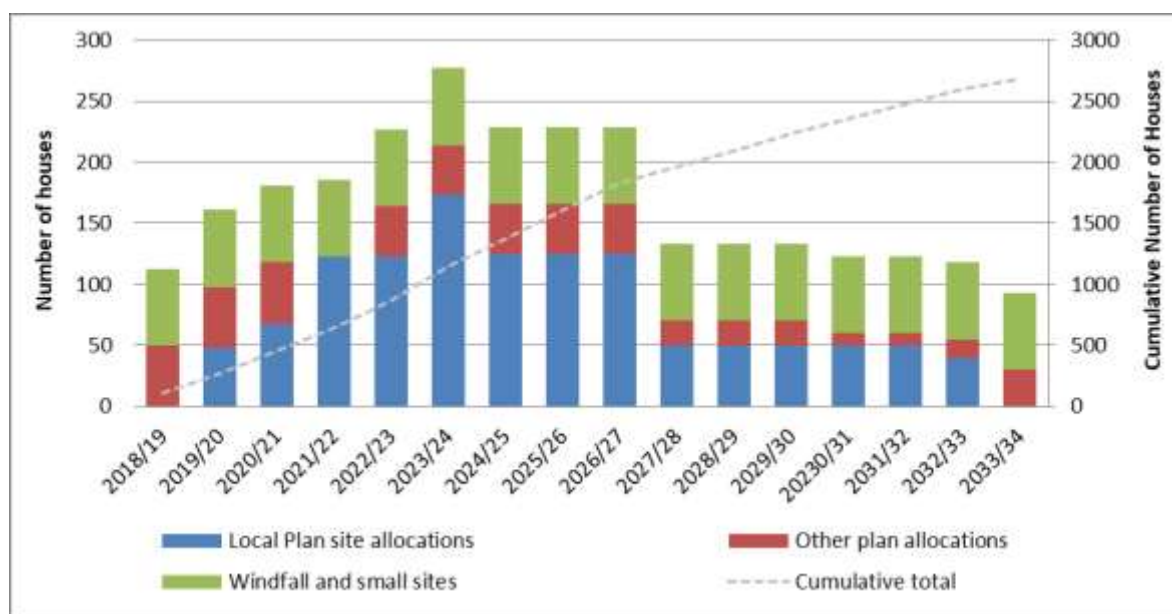


Figure 3: Housing trajectory for Purbeck District 2018 - 2034

107. In line with Government guidance the local housing need is identified at the start of the plan making process and will be kept under review. As the introduction of the standard method of calculating local housing need takes account of under delivery and homes that already have planning permission, this is not included in the trajectory as contributing to meeting identified need in the Local Plan. Table 4 outlines the projected delivery of housing throughout the plan period, to illustrate how housing delivery targets will be met, with a variance on the target representative of a buffer.

Development type	Year 1-5	Year 6-10	Year 11-16
<b>Local plan allocations</b>	362	598	250
<b>Other plan allocations</b>	191	184	105
<b>Windfall and small sites</b>	315	315	378
<b>Cumulative target</b>	840	1,680	2,688
<b>Cumulative total (variance on target)</b>	<b>868 (+3%)</b>	<b>1,965 (+17%)</b>	<b>2,688</b>

Table 4: Projected housing delivery over the plan period

108. The SHLAA has indicated that approximately 7,411 houses could potentially be delivered on suitable large sites and 446 on suitable small sites. As identified in the site selection process, some of these sites could potentially come forward in future reviews if necessary, as the preferred sites were chosen to meet current need. Small sites identified as suitable exceed the policy requirement to contribute to local housing need for the plan period; however, the assessment has only considered location and capacity of the site and therefore full suitability of the site will need to be considered through the planning process.

109. The housing requirement in the Plan is used as the starting point for calculating the five year land supply figure for the first five years of the Plan. The purpose of the five year housing land supply is to provide an indication of the deliverability of sufficient sites to meet housing requirements for the coming five



years. Annex 2 of the NPPF defines deliverable sites as those offering a suitable location, available now and achievable within five years. PPG advises that a buffer should be applied to provide additional flexibility and more certainty on deliverability. The five year supply will be demonstrated and tested through the examination process and then refreshed through an Annual Position Statement. The five year supply for Purbeck, as published in May 2018, is calculated at 5.7 years.

110. The Council will produce the next assessment of five year housing land supply in March 2019 when there will be a requirement on local authorities to use the new method of calculating local housing need. It is also expected that any revisions to the method will be adopted by government to confirm the process and resultant housing requirements. At present the five year housing supply figure is 3.6 years if the LHN of 168 per annum is used; however, as demonstrated by the housing trajectory the Council is confident that housing delivery will be in line with local housing need. Table 4 indicates that likely delivery, (as informed by engagement with developers, neighbourhood planning, SHLAA and historic windfall delivery), will deliver ahead of targets to meet need, when spread across the plan period.



## Provision of housing need

111. As a key objective within the Local Plan, the Council seeks to provide a mix of housing, including affordable, that meets the needs of the local people. National policy sets out the requirement for local authorities to ensure ‘a sufficient amount and variety of land can come forward where it is needed’ and that ‘the needs of groups with specific housing requirements are addressed’. This analysis is set out in detail in the Eastern Dorset SHMA (2015) and the SHMA update for Purbeck (2018) with key aspects set out below.

## Housing mix

112. The SHMA update for Purbeck provides an insight to the implications of demographic dynamics on need and demand for different types and sizes of homes. This was updated from 2015 to consider more up to date data on population projections, household representative rates (HRR), private sector rent, affordability ratio and average earnings. Housing development within the District should provide for the needs of all sectors of the community, including those with specialist requirements, so it is important to understand in some detail what these needs are.
113. The housing market has been used to estimate the future need for different sizes of property. The model considers the types and sizes of accommodation occupied by different ages of residents and attaches projected changes in the population to this to calculate need and demand for different sizes of homes. This differs between the affordable and market sectors, so the analysis must also consider this in the process; however, the size of property that households occupy relates more to wealth and age than number of people in the household.
114. It is also important to note that the market is to some degree the most accurate judge of what is the most appropriate profile of homes to deliver at any point in time, as demand can change over time linked to macro-economic factors and local supply. The summary below provides an indication of the potential mix that is suggested from the SHMA.

	1-bedroom	2-bedrooms	3-bedrooms	4+ bedrooms
<b>Market housing</b>	0-5%	30-35%	40-45%	20-25%
<b>Private rented</b>	10-15%	35-40%	35-40%	10-15%
<b>Affordable home ownership</b>	15-20%	45-50%	25-30%	5-10%
<b>Affordable rented</b>	20-25%	40-45%	25-30%	5-10%

Table 5: Recommended mix of housing in Purbeck

115. As well as assessing the size of homes recommended in the affordable and market sectors, the likely need for different types of homes is considered in the SHMA 2015. Census data is used to inform this analysis, which does not provide a separate category for bungalows. In light of stakeholder consultation the Council found that although there was potential demand for this type of

accommodation there are issues with the land requirements and this has been translated in Policy H9: Housing, as single storey homes. The suggested mix of housing by dwelling type is illustrated in table 6, which should be treated as indicative.

	Detached	Semi-detached	Terraced	Flat
<b>Market housing</b>	35%	20%	20%	25%
<b>Affordable housing</b>	0-5%	35-40%	25-30%	30-35%

Table 6: Recommended mix of dwelling type (built form)

116. Government is keen to support the development of self-build housing, introducing the Self-Build and Custom House Building Act in 2015. This requires local authorities to maintain a register of people interested in building their own homes. In June 2018 there was 88 applicants on the self-build register, increasing from 31 eligible applicants in October 2016. The options consultation in January 2017 showed a slight majority of support for the proposed policy requirement of 5% self-build plots on developments of 20 units or more, which has now been included in Policy H9: Housing mix.
117. The SHMA national guidance recognises the need to provide housing for older people as part of achieving a good mix of housing. A key driver of change in the future housing market is the expected growth in the population of older people. ONS population projections for 2018 to 2034 estimate a 30% increase in people over 65 years old (2014 SNPP). Given that the number of older people is expected to increase in the future and that the number of single person households is expected to increase this would suggest (if occupancy patterns remain the same) that there will be a notable demand for affordable housing from the ageing population.
118. In addition to providing projections about how the number and proportion of older people is expected to change in the future it is also important to consider the likely impact on the number of people with specific illnesses or disabilities. For this the SHMA has used data from the Projecting Older People Information System (POPPI) website which provides prevalence rates for different disabilities by age and sex. For the purposes of the SHMA, analysis has focussed on estimates of the number of people with dementia and mobility problems.

	Type of illness/disability	2013	2033	Actual change	% increase
<b>Purbeck</b>	Dementia	821	1,417	596	72.7%
	Mobility problems	2,136	3,385	1,249	58.5%
<b>HMA</b>	Dementia	10,359	17,538	7,180	69.3%
	Mobility problems	26,000	41,152	15,153	58.3%

Table 7: Estimated population change for people with dementia and mobility issues

119. Given the ageing population and large increase in levels of disability and mobility problems there will be a resultant requirement for specialist housing options. Specialist housing is intended to enable people to remain living independently in their own homes for as long as possible, with the added benefit that support can be provided. Needs should be met via a range of interventions and services and so the provision of specialist housing should be flexible enough to respond to the changing needs of an ageing population and supportive of increasing health problems.
120. Based on demographic modelling the SHMA has identified annual need for approximately 20% of the LHN and so this has been included in Policy H9: Housing mix to ensure adequate provision is made to include the need for C3 specialist accommodation, integrated with larger development schemes. In response to the options consultation provision of this accommodation that is single storey will contribute to the requirement in Policy H9, part b. The analysis also derives that an annual increase of 138 additional residential care beds will be needed per year across the HMA. The options consultation response showed a strong majority for the proposed site at Bovington Middle School as a preferred location for a care home. This site is no longer available; however, the NPPF has highlighted the need to achieve healthy, inclusive and safe places that can promote mixed use and social interaction. It has also been well recognised that the impacts of community cohesion and social inclusion are extremely beneficial to the health and wellbeing of an ageing population and those affected by dementia, particularly early stages.
121. Provision of care homes as part of the allocated sites at Wool and Moreton are considered the most sustainable locations that can incorporate the need for C2 accommodation. The Council are keen to work with care providers and developers in order to determine how needs can be best met within this use class, accounting for identified health problems, such as dementia, and an ageing population. Dorset County Council have outlined their aspirations to support this process and have also helped guide Policy H9 in their Adult Social Care Accommodation Needs Assessment. As noted further land for a care home has been promoted (SHLAA/0098), which may come forward at a later stage if further need is identified.

### Affordable housing

122. A full assessment of affordable housing need was carried out in the Eastern Dorset SHMA (2015), with some variables updated in the Purbeck SHMA update 2018 to ensure that no significant change since 2015 should be accounted for. The NPPF introduced an updated definition of affordable housing and households with an affordable need. Essentially, the new definition includes households who can afford to rent privately but not afford to buy, with solutions including Starter Homes and Discounted Market Sales Housing. The SHMA update sets out an analysis of affordable home ownership price points to help ensure that homes are genuinely affordable.
123. The Eastern Dorset SHMA and the update for Purbeck, conclude that the overall net affordable housing requirement for Purbeck would be 149 affordable homes per year. Even allowing for the 42% affordability uplift apportioned to the

District's local housing need assessment, this is almost 90% of the identified housing requirement. The area wide viability assessment has considered the potential impacts of affordable housing provision upon the economic viability of development.

124. Further to the options consultation, the latest 2018 viability assessment advised that the affordable housing requirement percentage should be reduced to facilitate viable development opportunity. It was also recommended that the levels of affordable housing should apply across the District and therefore that the distinction between north and south Purbeck is no longer necessary. There is an important balance to maintain between maximising affordable housing provision, whilst also ensuring that development is viable and successfully comes forward. For sites of 10 units or more (or more than 0.5 hectares inside settlement limits), 40% affordable housing should be provided on greenfield land and 30% on previously developed brownfield land. This was also derived from the 2018 viability assessment recommendations and hence revises the policy position taken at the time of the 2016 options consultation.
125. It has been well recognised that affordable housing is a key issue within the Local Plan and therefore is a priority as part of housing delivery in the District. For sites between 2 and 9 units, affordable housing is sought as a financial contribution equivalent to 20% on-site provision if delivery cannot be achieved on-site. This excludes Lytchett Minster, Upton and Wareham as they are not designated rural areas. The NPPF has been updated to advise that affordable housing should only be sought for developments under 10 units (i.e not a major development) in designated rural areas, where a lower threshold may be set. The Council's affordable housing policy H11 in the Purbeck Local Plan therefore requires an affordable housing contribution from developments between 2 and 9 homes in designated rural areas.
126. The NPPF recommends that at least 10% of homes should be available for affordable home ownership as part of the overall affordable housing contribution and the SHMA update does not recommend seeking any more than this. For sites with 40% overall provision, this equates to 25% affordable home ownership and for 30% overall, is equivalent to 34% affordable home ownership. For example, on a greenfield site for proposed 100 dwelling, 40 should be affordable overall with 10 affordable home ownership, 4 social rented and 26 affordable rented.

## Rural housing

127. The Council's rural exception sites policy permits affordable homes in rural areas, which address local housing needs, and in locations that are likely to encourage sustainable patterns of development by enhancing or maintaining the vitality of existing rural communities. A major advantage of exception sites is that people with a local connection (ie. those people living in the parish, with close family living in the parish, employed in the parish or having grown up in the parish) and with a housing need are given priority in the affordable housing allocation process. Policy H12: Rural exception sites has also accounted for the Dorset Home Choice Allocation Policy. The Council's policy supports new affordable homes in sustainable locations that address the housing needs of

local communities by including requirements relating to the number of homes permitted on rural exception sites, their location and maintaining affordability in perpetuity.

128. The NPPF states that planning policies and decisions should avoid isolated homes in the countryside unless particular circumstances apply. Policy H13 of the Purbeck Local Plan permits new rural workers homes in the countryside provided there is an essential need for the worker to live permanently at or near their place of work. The Council has defined a rural worker and essential need in the Purbeck Local Plan. The options consultation highlighted some concerns that such dwellings could be occupied by people working outside rural areas or holiday makers. The Council have considered this issue and Policy H13 states that a condition will be applied to planning permissions for rural workers' homes that limits who can occupy the dwelling.

### Gypsy, traveller and travelling show people

129. Purbeck District Council has been working closely with other Dorset councils to prepare a joint gypsy and traveller development plan document (DPD). The DPD will allocate permanent and transit sites to meet the accommodation needs for gypsies, travellers and travelling show people over the next 15 years. As part of their work on the DPD the councils have prepared a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (2017).<sup>†</sup> Using the updated planning definition, the accommodation assessment objectively assesses the need across Dorset for further plots and pitches for gypsies, travellers and travelling showpeople up to 2033.
130. The accommodation assessment indicates that there is a need for two further pitches for gypsies and travellers in Purbeck. The Council has subsequently received further evidence which indicates that there is also a need for four travelling showpeople plots. A number of consultations have been conducted (in 2011/2012 and 2014) to try and identify suitable and available sites for pitches and plots. The Council has not been able to identify any suitable or available sites in Purbeck. Work on the DPD is still ongoing but not yet complete.
131. In order to meet the modest needs for further accommodation in Purbeck up to 2033, the Council has drafted a criteria-based policy in the Purbeck Local Plan for delivering pitches and plots on suitable sites. Policy H15 in the Plan will provide a complimentary framework to support delivery of the joint DPD. The demographic base line used to calculate the Council's local housing need takes account of the accommodation needs of those people who are no longer included in the planning definition of gypsies, travellers and travelling showpeople. The Council has sought to address these needs through the allocations for new homes and its criteria based policy for small sites next to existing towns and villages.

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<https://www.bournemouth.gov.uk/planningbuilding/PlanningPolicy/PlanningPolicyFiles/GypsiesTravellers/2017-10-20-dorset-gtaa-final-report.pdf> ).



## Appendix A – site allocations showing green belt boundary amendments

132. This appendix provides clarification on the site allocations that have been chosen through the site selection process, based on the findings of the SHLAA and green belt study. Each map shows the proposed area to be removed from the green belt as exceptional circumstances have been justified. The existing and proposed settlement boundary is also shown, which forms the allocated site boundary.

### Upton

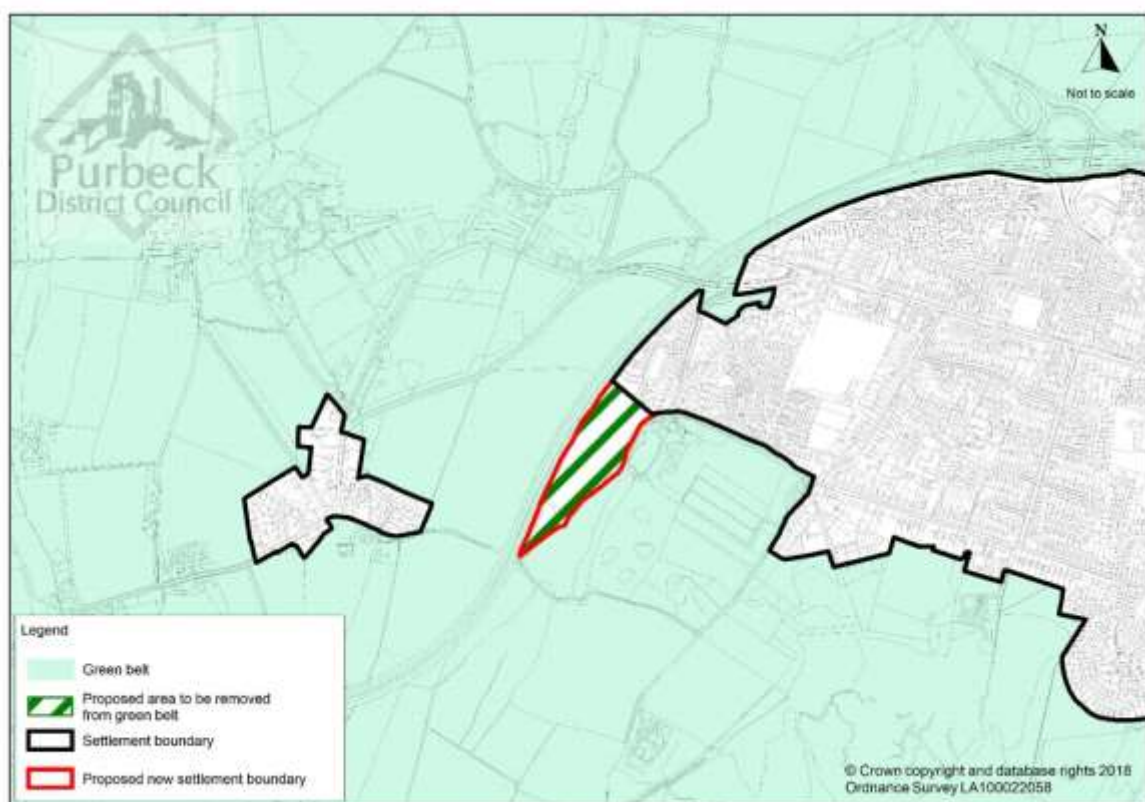


Figure 4: Land to the south of Policeman's Lane, Upton

Lytchett Matravers

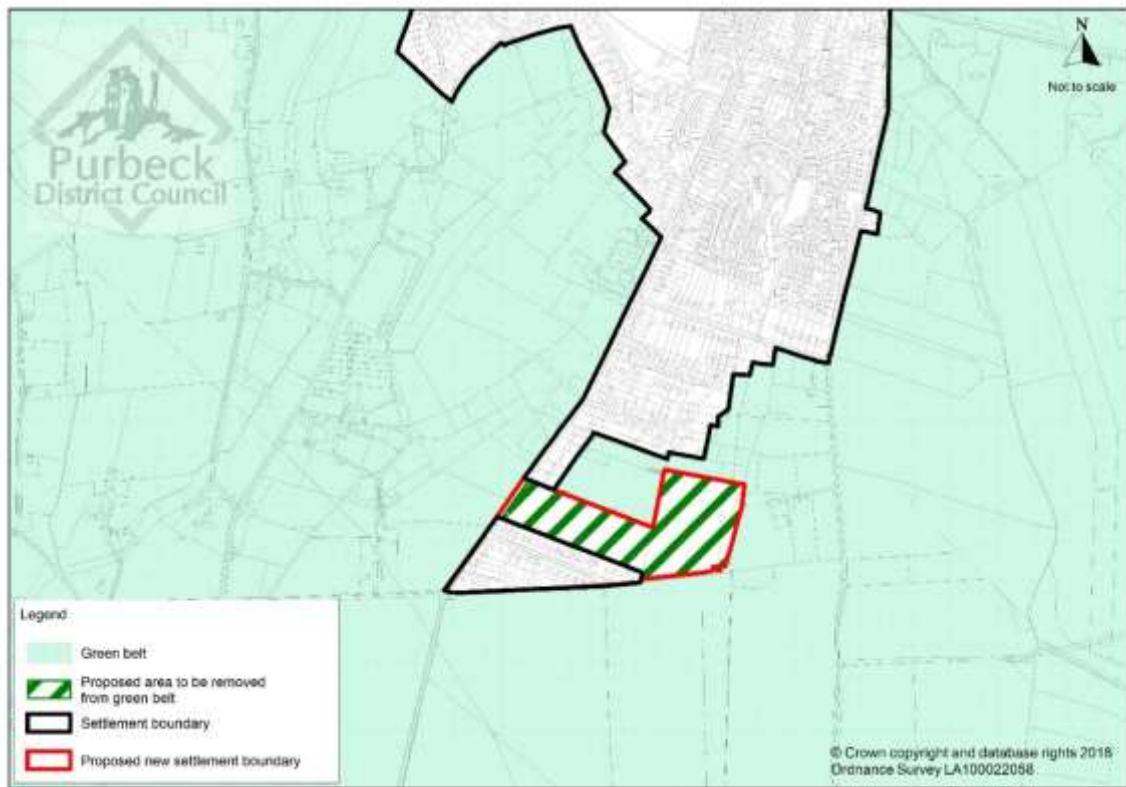


Figure 5: Land to the east of Wareham Road, Lytchett Matravers

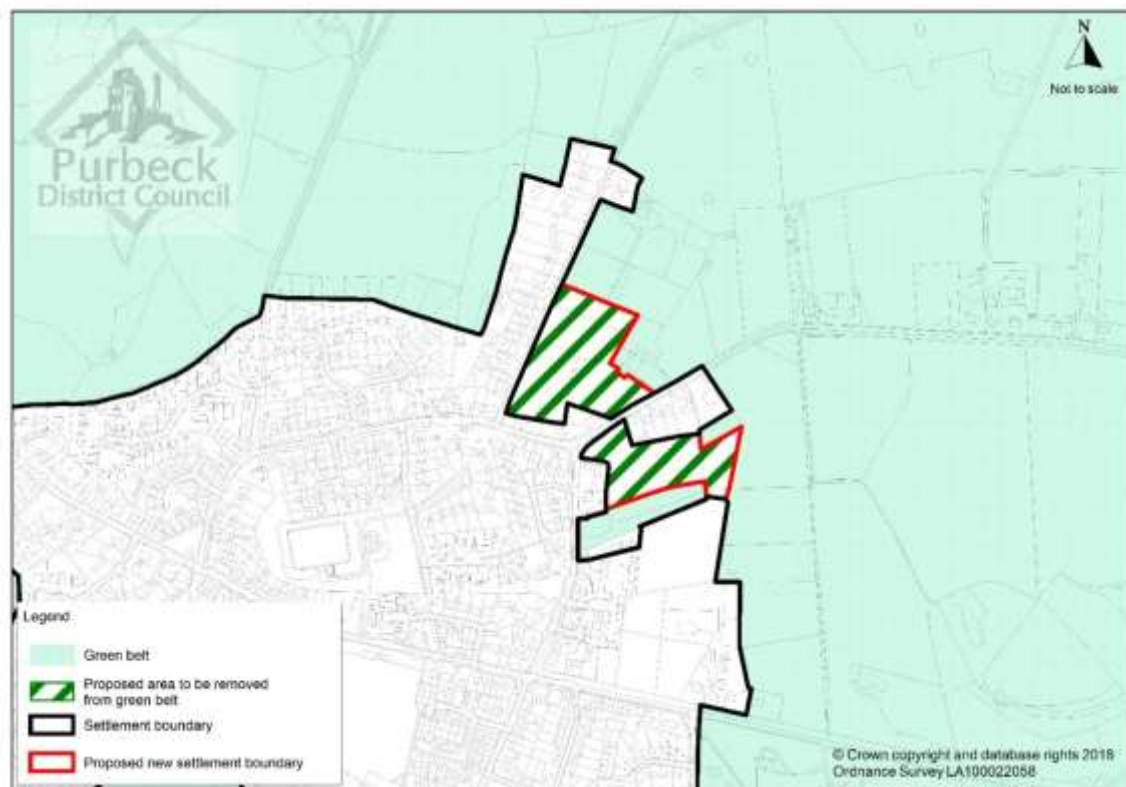


Figure 6: Land at Blaneys Corner and Sunnyside Farm, Lytchett Matravers



## Wareham

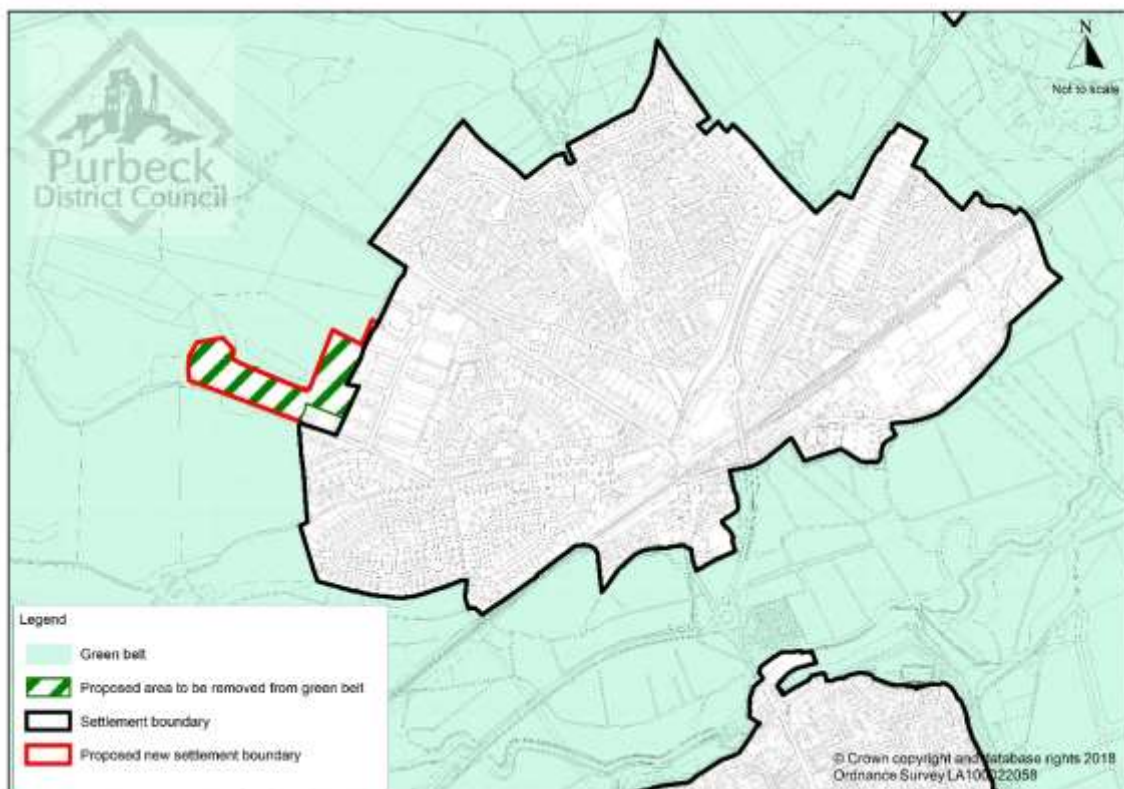


Figure 7: Land to the west of Westminster Road, adjacent to Ferncroft Farm, Wareham