

SUSTAINABLE PATTERN OF DEVELOPMENT

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1 INTRODUCTION

1.1 The Sustainable Pattern of Development Background Paper is one of a series of such papers which supplement the joint local plan. This Background Paper provides more detail on the justification and purpose behind the spatial strategy which is contained in Chapter 3 of the joint local plan. It explains how the policies have developed and evolved, whilst also providing a useful summary of the various studies and assessments which informed the development of these policies. This paper sets a context for better understanding the development needs for the plan area and details how the necessary supply of land is calculated to meet these needs. Importantly this paper also explains the rationale behind the distribution of development during the plan period.

2 POLICY GUIDANCE

INTERNATIONAL GUIDANCE: SUSTAINABLE DEVELOPMENT

- 2.1 The most relevant aspects of international guidance for this paper are those related to Sustainable Development. ‘Our Common Future’, a report published by the World Commission on Environment and Development (WCED) in 1987, also known as the Brundtland Report, provided a definition for sustainable development which is now arguably the most widely recognised: *“development which meets the needs of the present without compromising the ability of future generations to meet their own needs”*.
- 2.2 In 1992 world leaders set out the principles of sustainable development at the UN Conference on Environment and Development (UNCED) in Rio de Janeiro, Brazil. This conference was commonly known as the **Earth Summit**. The key message coming from this summit was that nothing less than a transformation of our attitudes and behaviour would be sufficient to address the challenges associated with climate change. Governments recognized the need to redirect international and national plans and policies to ensure that all economic decisions fully took into account any environmental impact and recognised that poverty as well as excessive consumption by affluent nations place damaging stress on the environment. Subsequent international events and agreements have attempted to further develop global co-operation towards striving towards sustainable development.
- 2.3 The principles of sustainability can be summarised as:
- acknowledging the inter-relationship between social, economic and environmental objectives,
 - striving to achieve an equilibrium between these objectives,
 - understanding resource limits, and that exceeding these limits will have an effect on future generations,
 - achieving community ownership and participation.



Figure 1: The Triple Bottom Line

- 2.4 In 1997 the **Kyoto Protocol**, an international agreement linked to the United Nations Framework Convention on Climate Change, set binding targets for 37 industrialized countries and the European community for reducing greenhouse gas (GHG) emissions. In 1999, in **Potsdam**, ministers responsible for regional planning in the EU member states considered the principles of sustainable development and the Kyoto protocol and agreed a document called the European Spatial Development Perspective (ESDP). Although it has no binding status the ESDP has influenced spatial planning policy in European regions and member states. This meeting was followed by an event in **Hanover** in 2000, where the European Minister Conference on Regional and Spatial Planning (CEMAT) resolved "Guidelines for sustainable spatial planning on the European Continent".
- 2.6 In 2002 a subsequent event was held by the United Nations in South Africa which resulted in the **Johannesburg Declaration on Sustainable Development**. This reaffirmed the commitment to sustainable development and aims to encourage sustainable consumption and production patterns.

NATIONAL GUIDANCE: THE NATIONAL POLICY FRAMEWORK

- 2.7 The main national policy consideration is the National Planning Policy Framework (NPPF), which was published in March 2012. The National Policy Framework recognises the international imperative to tackle climate change and makes reference to planning needing to fulfil three roles; economic, social and environmental.
- **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
 - **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
 - **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use

natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

- 2.8 The National Planning Policy Framework states that in order to achieve sustainable development through landuse planning, economic, social and environmental gains should be sought jointly and simultaneously. It also states that “the planning system should play an active role in guiding development to sustainable solutions”.
- 2.9 The Framework also suggests that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people’s quality of life. It includes the following examples:
- making it easier for jobs to be created in cities, towns and villages;
 - moving from a net loss of bio-diversity to achieving net gains for nature;
 - replacing poor design with better design;
 - improving the conditions in which people live, work, travel and take leisure; and
 - widening the choice of high quality homes.
- 2.10 The Government makes it clear that it wishes to boost the supply of housing. It suggests that in order to achieve this local planning authorities should:
- Use an **evidence** base to ensure Local Plans meet the needs for housing and identify key sites which are crucial to the delivery of housing over the plan period;
 - “Identify and update annually a supply of specific deliverable sites sufficient to **provide five years worth of housing** against their housing requirements with an additional buffer of 5% to ensure choice”. In areas which have experienced continual under supply there should be increased provision of a 20% buffer to increase the likelihood of achieving necessary levels of supply and provide choice;
 - For the years **6-10**, and where possible for years **11-15**, **identify specific, developable sites** or broad locations for growth;
 - Illustrate the expected rate of affordable and market housing delivery by means of a **housing trajectory** for the plan period and describe how housing will be implemented for the full range of housing, setting out how the delivery of a five year supply will be maintained; and
 - “set out their own approach to housing density to reflect local circumstances”.
- 2.11 The Framework also states that **local authorities can make allowance for windfall sites** in the five-year supply if they have compelling evidence that such sites have consistently come available in the past and are likely to continue to do so. Windfall sites are housing provision on undesignated sites and therefore cannot easily be precisely anticipated. They can arise as a result of changes such as property sub-division and can make a valuable contribution to the housing land supply. Past trends have often been used to estimate the potential level of windfall sites that might become available for development during a plan period. The Framework suggests that this approach is reasonable provided that assumptions are realistic and that there is regard to the Strategic Housing Land Availability Assessments (discussed later in section 3). The Framework also makes it clear that windfall site assumptions should not include development on residential gardens.

LOCAL GUIDANCE

- 2.12 The supply and distribution of development are of vital importance to both authorities. The **Corporate Plans** of West Dorset District Council and Weymouth & Portland Borough Council include creating a planning framework which balances environmental protection with meeting community and economic needs.

- 2.13 **Community Plans** are also an important component in plan making as they allow communities to articulate their aspirations, needs and priorities and contribute to the achievement of sustainable development. The opportunity was taken to undertake joint consultation in order to align the visions of emerging community and local planning policy.
- 2.14 The **Corporate plan 2013 – 2017** for the shared service partnership between West Dorset District Council and Weymouth & Portland Borough Council was adopted in June 2013. Preparation of the new Local Plan is one of the corporate priorities under the Environment aim. The plan also includes policies and proposals meeting priorities under the Economy and Communities aims, as well as others under the Environment aim. These priorities include providing development land for employment; supporting town centres; delivering affordable housing and providing transport, communications and community infrastructure.
- 2.15 The **Dorset Sustainable Community Strategy 'Shaping our Future'** aims to address a number of strategic social, economic and environmental priorities through partnership working. The key priorities which relate to this background paper illustrate the continuous themes which are common throughout these documents of meeting housing need, meeting economic objectives and enabling prosperous balanced sustainable communities whilst also safeguarding our precious environment.
- 2.16 Finally, the **Dorset Local Enterprise Partnership** also has a part to play in informing the development of policies within the plan. The Dorset Local Enterprise Partnership focuses on economic development and recognises the part that spatial planning can play in facilitating economic growth.
- 2.17 The following table summarises the main plans and programmes referred to above, outlines their key objectives and targets and considers their implications for the joint local plan.

PLAN / PROGRAMME	KEY OBJECTIVES AND TARGETS	IMPLICATIONS FOR THE PLAN
INTERNATIONAL GUIDANCE		
Kyoto Protocol to the UN Convention on Climate Change (1999) ¹	<p>Established to limit the emissions of the six principal greenhouse gases. The following targets are included in the protocol:</p> <ul style="list-style-type: none"> • Reduce greenhouse gas emissions by at least 5% of 1990 levels by 2008-2012; and • emissions 12.5% below 1990 levels by 2008-12 and a national goal to 20% reduction in carbon dioxide emissions below 1990 levels by 2010. 	The local plan should aim to minimise greenhouse gas emissions, thus contributing to the objective and targets of the protocol.
European Spatial Development Perspective (1999) ²	<p>The main objective is to achieve balanced and sustainable development, in particular by strengthening economic and social cohesion. A key challenge for spatial development policy is to contribute to the objectives concerning the environment and climate, of reducing emissions into the global ecological system.</p> <p>The key targets of the document include:</p> <ul style="list-style-type: none"> • Economic and social cohesion; • Conservation of natural resources and cultural heritage; • More balanced competitiveness of the European territory; and • To achieve more spatially balanced development, these goals must be pursued simultaneously in all regions of the EU and their interactions taken into account. 	The local plan should provide a sustainable spatial vision for development within West Dorset, Weymouth and Portland.
Guiding Principles for Sustainable Spatial Development of the European Continent (2000) ³	<p>Key objectives include:</p> <ul style="list-style-type: none"> • Developing access to information and knowledge, and improving the telecommunications network; • Creating better balanced conditions of accessibility, and better connections between rural areas and their main axes; 	The policies and proposals in the Local Plan should encourage these principles of sustainable development.

¹ http://europa.eu/legislation_summaries/environment/tackling_climate_change/l28060_en.htm

² http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/pdf/sum_en.pdf

³ <http://www.coe.int/t/dg4/cultureheritage/heritage/cemat/versionprincipes/Anglais.pdf>

	<ul style="list-style-type: none"> • Limiting where possible the impacts of natural disaster; • Containing and reducing environmental damage; • Enhancing and protecting natural resources and the natural heritage; • Enhancing the cultural heritage as a factor for development; and • Encouraging development generated by urban functions and improving the relationship between town and countryside. <p>There are no targets presented in this document.</p>	
<p>The Johannesburg Declaration on Sustainable Development (United Nations 2002)⁴</p>	<p>Reaffirms the commitment to sustainable development, and aims to encourage sustainable consumption and production patterns by:</p> <ul style="list-style-type: none"> • A 10-year framework of programmes of action; • Reversing the trend in loss of natural resources; • Supporting an urgent and substantial • • increase in the global share of renewable energy; and • Significantly reducing the rate of biodiversity loss by 2010. <p>There are no targets presented in this document.</p>	<p>The local plan should seek to support sustainable development by striving to reduce the decline in natural resources and biodiversity, and supporting the development of renewable energy. The Plan may also have regard to the ‘programmes of action’ presented in the Plan.</p>
<p>European Sustainable Development Strategy (2006)⁵</p>	<p>Key objectives include:</p> <ul style="list-style-type: none"> • Limiting climate change and its effects to society and the environment; • Promoting sustainable consumption and production patterns; • Improving management and avoid overexploitation of natural resources and recognising the value of ecosystem services; • Promoting good public health and improving protection against health threats; • Creating a socially inclusive society by taking into account solidarity between and within generations; and 	<p>The local plan should consider how planning policy and proposals can contribute towards meeting the European Sustainable Development Strategies key objectives and targets.</p>

⁴ <http://www.un-documents.net/jburgdec.htm>

⁵ <http://register.consilium.europa.eu/pdf/en/06/st10/st10917.en06.pdf>

	<ul style="list-style-type: none"> • To secure and increase the quality of life of citizens. <p>Targets include:</p> <ul style="list-style-type: none"> • Reducing transport noise, greenhouse gas, and pollutant emissions and achieving a shift towards environment friendly transport modes; • Addressing social and economic development within the carrying capacity of ecosystems and decoupling economic growth from environmental degradation; • Improving resource efficiency to reduce the overall use of non-renewable natural resources; • Contributing to a significant reduction in the worldwide rate of biodiversity loss by 2010; • Curbing the increase in lifestyle related and chronic diseases, particularly among socio-economically disadvantaged groups and areas; • Reducing the number of people at risk of poverty and social exclusion by 2010 with a special focus on the need to reduce child poverty. 	
<p>NATIONAL GUIDANCE</p>		
<p>National Planning Policy Framework⁶</p>	<p>There are a number of key principles within the National Planning Policy Framework which relate to this background paper, including:</p> <ul style="list-style-type: none"> • To ensure planning fulfils its economic, social and environmental roles • To ensure that the planning system plays an active role in guiding development to sustainable solutions. • To support the transition to a low carbon future in a changing climate. • To boost the supply of housing and employment sites. • To seek positive improvements in the quality of the built, natural and historic environment, as well as in 	<p>The Local Plan should aim to:</p> <ul style="list-style-type: none"> • Objectively identify the housing, business and other development needs of the plan area, and meet these needs. • Take full account of flood risk and coastal change. Encourage the re-use of existing resources, including the conversion of existing buildings, and encouraging the use of renewable energy resources. • Make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. • Deliver sufficient community and

⁶ National Planning Policy Framework, Department for Communities and Local Government, March 2012
www.communities.gov.uk

	<p>people's quality of life.</p> <ul style="list-style-type: none"> • To take account of and support local strategies to improve health, social and cultural wellbeing for all. • To encourage local people to take part in decision making through localism. <p>These planning principles should underpin both plan-making and decision taking.</p>	<p>cultural facilities and services to meet local needs.</p> <ul style="list-style-type: none"> • Enable communities to develop their own plans and proposals through neighbourhood planning.
LOCAL GUIDANCE		
Corporate Plans for West Dorset District Council and Weymouth & Portland Borough Council ⁷	The corporate plans include the objective to create a planning framework which balances environmental protection with meeting community and economic needs.	The Local Plan should help to : <ul style="list-style-type: none"> • provide development land for employment; • support town centres; • deliver affordable housing • provide transport, communications and community infrastructure.
West Dorset Community Plan ⁸	<p>The vision for West Dorset includes aspirations that by 2026 it will be a district where:</p> <ul style="list-style-type: none"> • The beauty, geodiversity of coast, countryside and historic settlements remain, including maintenance, conservation and enhancement of the Area of Outstanding Natural Beauty and coastal World Heritage Site and the quality of the built environment is maintained and enhanced. • People understand the causes and effects of climate change and measures have been taken to reduce our impact and adapt to climate changes. This includes avoiding flood risk and incorporating sustainable construction methods, energy efficiency and renewable energy in development. • There is a variety of housing to meet a range of incomes, including enough affordable housing for those in need. • People live, work and learn in more 	<p>The Local Plan should:</p> <ul style="list-style-type: none"> • Aim to balance environmental protection with meeting community and economic needs. • Aim to pursue the principles of sustainable development • Facilitate delivery of housing and employment through allocation of land to help meet local needs • Develop a policy base to secure more affordable housing as part of new developments • Support the delivery of mixed use development and encourage development to be located where it is easily accessible. • provide a safe transport route network for all types of travel and support the provision of greener travel options where practical.

⁷ Corporate Plans for West Dorset District Council and Weymouth & Portland Borough Council 2012-2016, www.dorsetforyou.com

⁸ West Dorset Community Plan, West Dorset Partnership, www.dorsetforyou.com

	<p>balanced communities with less need to travel; thriving market towns support the surrounding rural areas, and quality local facilities are accessible by a range of transport modes, including improved and more flexible public transport.</p> <ul style="list-style-type: none"> • Conditions have been established for economic growth and including higher-value employment sectors, a greater choice of higher paid employment and local opportunities for training for all ages and abilities. 	
The Community Plan for Weymouth & Portland ⁹	<p>The Community Plan 2013-2016, contains a number of priorities for action which include:</p> <ul style="list-style-type: none"> • To encourage a broader range of local employers and year-round employment • Support local businesses to grow • To support regeneration of key areas of the Borough, particularly Weymouth Town Centre • Improve the supply and quality of affordable housing for all • Undertake targeted work to improve health inequalities in communities with the highest level of need • Encourage more cycling and use of sustainable transport 	<p>The Local Plan should:</p> <ul style="list-style-type: none"> • Aim to balance environmental protection with meeting community and economic needs. • Aim to pursue the principles of sustainable development • Facilitate delivery of housing and employment through allocation of land to help meet local needs • Develop a policy base to secure more affordable housing as part of new developments
Dorset Sustainable Communities Strategy ¹⁰	<p>The Strategy includes aspirational priorities that:</p> <ul style="list-style-type: none"> • Everyone can live in a good quality home and neighbourhood that meets their needs. • A strong economy offers better job opportunities for people in Dorset. • Dorset people can access work, education and training, • Dorset’s natural, built and historic environment is safeguarded and enhanced now and for the future. • Communities thrive: everyone feels 	<p>The Local Plan should:</p> <ul style="list-style-type: none"> • Facilitate delivery of housing and employment through allocation of land to help meet local needs • Develop a policy base to secure more affordable housing as part of new developments • Aim to balance environmental protection with meeting community and economic needs. • Enable local communities to take responsibility for local decision making by encouraging take up

⁹ The Community Plan for Weymouth & Portland 2013-2016, Weymouth & Portland Partnership

www.weymouthandportlandpartnership.org

¹⁰ Sustainable Communities Strategy 2010-2020, Dorset Strategic Partnership www.dorsetforyou.com

	they belong, can take an active part in community life and can influence decision making.	of Neighbourhood Plans.
Dorset Local Enterprise Partnership (LEP) ¹¹	The Partnership aims to : <ul style="list-style-type: none"> • Advance integrated spatial and infrastructure planning • Plan positively for sustainable economic growth 	The Local Plan should facilitate delivery of housing and employment through allocation of land to help meet local needs

CONCLUSIONS – KEY AIMS

- 2.18 International guidance stresses the importance of sustainable development and the shared responsibilities that we all have in tackling global issues at a local level. Balancing economic, social and environmental objectives is essential when striving towards achieving sustainable development. International guidance also suggests that failure to operate within resource limits will have catastrophic implications on future generations. Aspects of sustainability that can be addressed through the settlement strategy include: minimising the need to travel, especially by private car; minimising the development of greenfield land beyond urban areas (which constitutes the countryside in planning terms); and allowing for the regeneration of rural communities and their economies. The Local Plan can guide development towards the most sustainable locations i.e. those locations which offer the best opportunity to cater for the needs of the local community and economy without reliance on the private car or detriment to the wider environment.
- 2.19 National Policy acknowledges the importance of sustainable development. It also places great emphasis on the need to provide land for development and empowering local people to shape their surroundings through the concept of localism. It states that local authorities should play its part in boosting the supply of housing by making land available which is deliverable during the plan period supported by an appropriate evidence base.
- 2.20 Community aspirations, as expressed in the community strategies, share the international communities’ and the Government’s desire to strive towards sustainable development.

The key aims for a sustainable pattern of development within the plan area are:

- To provide sufficient land to provide a continuous supply of land to accommodate sustainable growth and provide for the projected needs of the plan area,
- To guide development within the most sustainable locations where homes, jobs and facilities will be easily accessible to each other and there is a choice of transport modes,
- To guide development to locations which can assist in developing balanced communities to reflect local communities,
- To plan for development within the environmental constraints of the plan area and safeguard our unique environment

¹¹ Dorset Local Enterprise Partnership, www.dorsetforyou.com

3 RESEARCH AND EVIDENCE

SOURCES OF INFORMATION

- 3.1 The sustainable pattern of development policies included in the local plan have been informed by a number of research studies and surveys. The key evidence sources are:
- The Strategic Housing Market Assessment Update for the Dorchester/Weymouth Housing Area (SHMA) – January 2012
 - The Housing Need and Demand Survey (HNDS) – June 2008
 - The Strategic Housing Land Availability Assessment (SHLAA) – West Dorset – February 2011
 - The Strategic Housing Land Availability Assessment (SHLAA) – Weymouth and Portland – December 2009
 - The ‘Bournemouth, Dorset and Poole Workspace Strategy’, GVA Grimley for Dorset Authorities and the South West Regional Development Agency – 2008
 - The ‘Bournemouth, Dorset and Poole Workspace Study’ Employment Land Projections 2012 Update – Dorset County Council - March 2012
 - Rural Functionality Study, West Dorset District Council – 2007
 - Functional Analysis of Settlements, Roger Tym and Partners for the South West Regional Assembly, 2005
 - A Review of Future Housing Requirements for West Dorset, Weymouth and Portland – April 2013
- 3.2 These sources of information have been used to better understand the demand for housing and employment land, the available supply, and the options for distribution of development.
- 3.3 The SHMA and the HNDS specifically look at the likely overall proportions of households that require market or affordable housing and the size and type of housing required.
- 3.4 The SHLAAs are technical studies which consider the theoretical potential of sites for future housing development and are a requirement under national policy. The SHLAAs do not purport to be a comprehensive assessment of every single potential site in the local authority areas and some of the sites considered favourably within these studies could be ruled out through more detailed assessment. However the SHLAAs do assist with ascertaining where some potential sites for development could exist.
- 3.5 The Workspace Studies have provided an analysis of employment data to assess future employment land requirements. The work undertaken by the County Council in 2012 has brought projections up to date to ensure a more robust basis for employment land calculations.
- 3.6 The Review of Future Housing Requirements looks at the most up to date population and household projections using 2011 Census data. Additionally the report looks at land supply led and labour supply led projections.
- 3.7 In addition to these studies and surveys, evidence is also taken from a number of different sources such as data from the Office of National Statistics (ONS) and County Council demographic information.
- 3.8 The following sections draw from evidence within these documents to better understand the existing situation, future trends and likely requirements and to establish an appropriate and achievable continuous supply of land. These sources provide a basis for developing sustainable pattern of development policies and informing decisions which have underpinned the allocation of land.

HOW MUCH EMPLOYMENT LAND DO WE NEED?

- 3.9 The economy is constantly changing, and its needs may well differ during the plan period. However based on predictions of the likely changes to the local workforce (by looking at how the population is ageing and likely in and out migration), and the type of sectors that may grow, it is possible to predict future demand.

SETTING A TARGET

- 3.10 In 2008, GVA Grimley consultants were commissioned by the South West Regional Development Agency (SWRDA), in co-operation with the local authorities within the Bournemouth, Dorset and Poole area (BDP), to review and update the earlier 2003 Workspace Strategy. Part of the review was to provide employment land projections in hectares (ha) for each of the eight local authorities for the period 2006 to 2026 with a view to addressing the delivery of sufficient appropriate employment land and quality employment premises in line with business requirements and the aim of sustainable economic growth in the sub-region. Further work was undertaken by the Research and Information Team at Dorset County Council in 2011, in recognition of the changes in the economic context and availability of more up to date information.

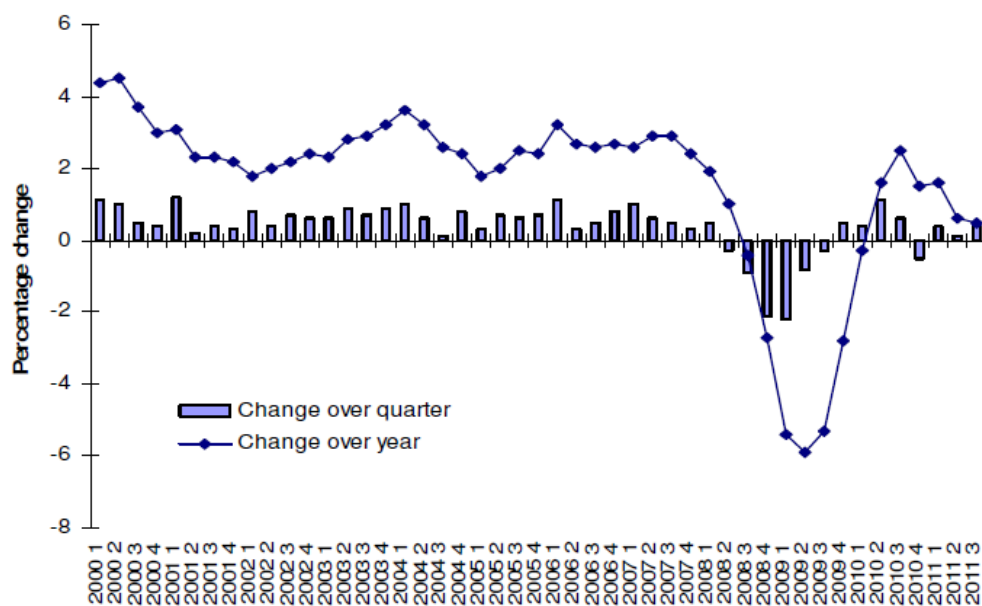
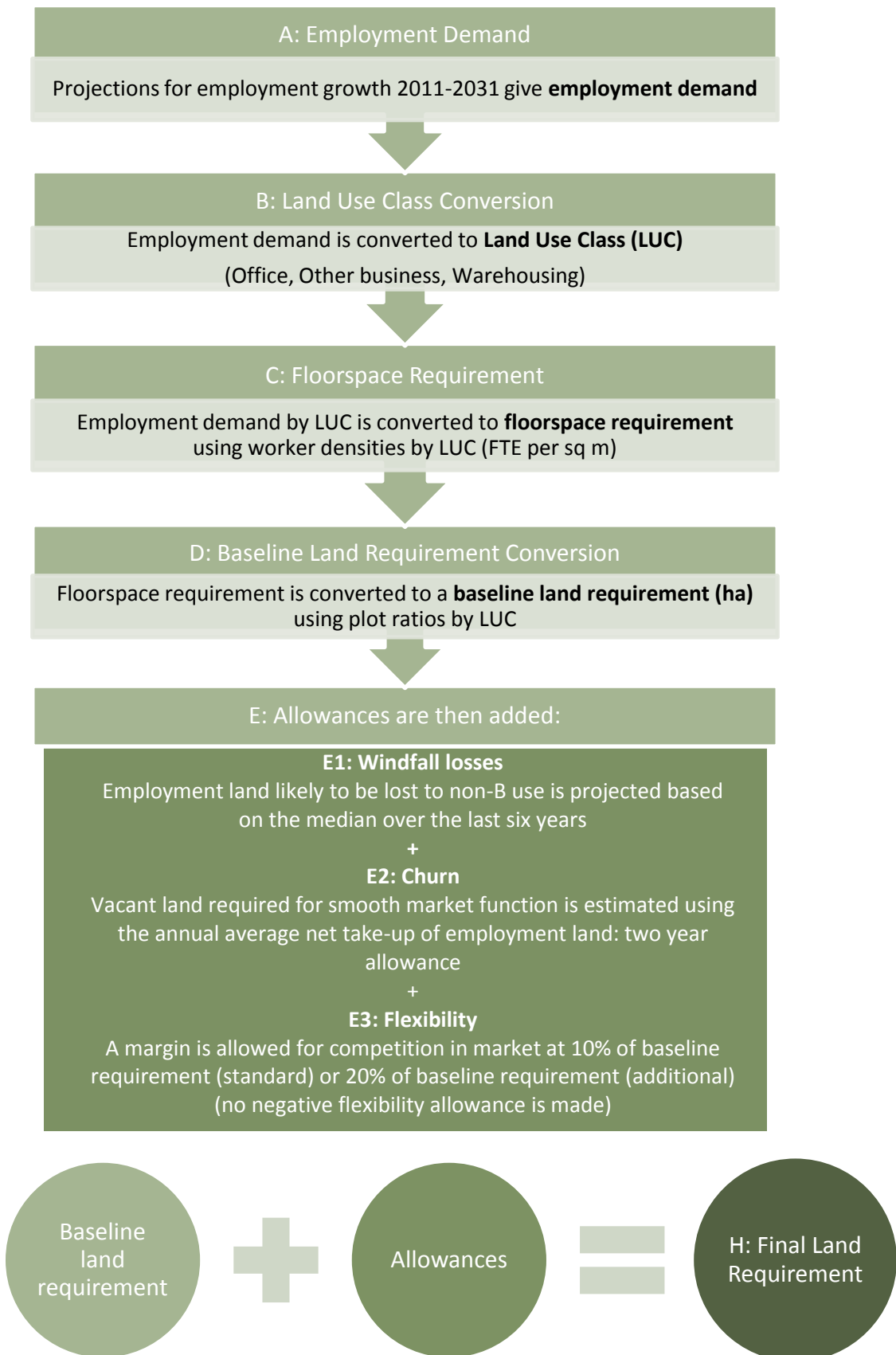


Figure 2 :GDP Growth In The UK (Source: Gross Domestic Product to Q3 2011, 2011, ONS)

- 3.11 The work undertaken by the county council included:
- Updated employment/economic projections
 - Updated industrial sectors and definitions
 - Revised and updated historic employment land loss data
 - Updated employment densities and plot ratios
 - An allowance for flexibility
 - Phasing (in two ten year periods).

3.12 The methodology used to estimate employment land requirements was as follows:



3.13 The table gives the employment land requirements from this method. Giving no allowance for flexibility provides the nearest match to the 2008 Workspace Strategy

Table showing employment land calculations

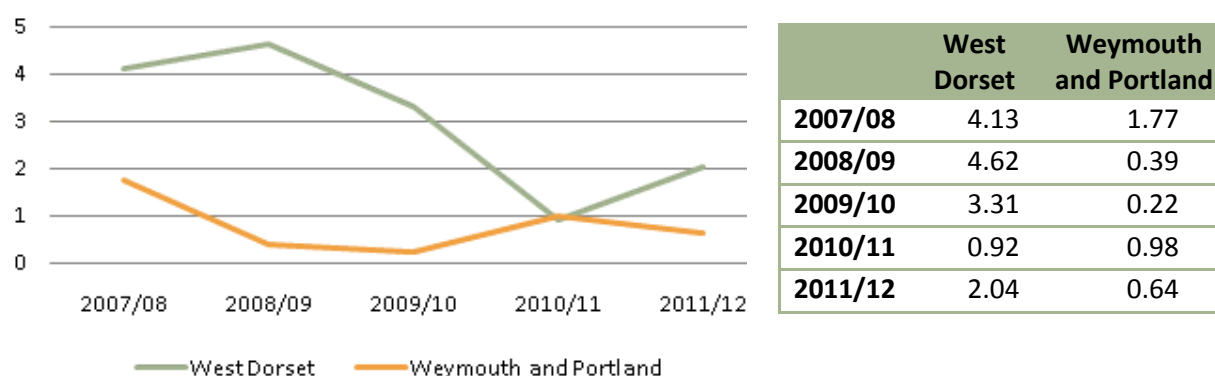
	West Dorset	Weymouth & Portland
D: BASELINE LAND REQUIREMENT	19.8 ha	7.3 ha
Office	11.5 ha	5.7 ha
Industrial	8.4 ha	1.6 ha
E1: WINDFALL LOSSES ALLOWANCE	11.9 ha	7.1 ha
E2: CHURN ALLOWANCE	7.9 ha	0.8 ha
B use land requirement including allowance for windfall losses and churn (D + E1 + E2)	39.6 ha	15.2 ha
E3a: FLEXIBILITY ALLOWANCE AT 10%	2 ha	0.7 ha
E3b: FLEXIBILITY ALLOWANCE AT 20%	4 ha	1.5 ha
B use land requirement including allowance for windfall losses, churn & 20% market flexibility (D + E1 + E2 + E3b)	43.6 ha	16.7 ha

- 3.14 For the purposes of this local plan a 20% flexibility rate has been included as this offers greater flexibility which is consistent with the National Planning Policy Framework requirements. The evidence would suggest that the plan should ensure that there is **43.6 ha** of additional employment land available in West Dorset and **16.7 ha** of additional employment land in Weymouth and Portland for offices, light industrial, general industrial, storage and warehousing (covered by the B use classes). More evidence in support of the employment land issues can be found in the Economy Background Paper.

DELIVERABLE RATES

- 3.15 In considering what level of delivery is reasonable to expect, we can look at past rates of delivery. Figure 2 below shows the employment land completions for West Dorset and Weymouth and Portland for the past five years. This gives an average of 3 ha per year for West Dorset (60ha over a 20 year period) and 0.8 ha per year (16ha over a 20 year period) for Weymouth and Portland.

Figure 3 Employment Land Completions(ha) 2007-2012



EMPLOYMENT LAND SUPPLY

- 3.16 In establishing how much employment land needs to be allocated in the plan, we need to take into account the amount of employment land with existing planning permission and then make allocations through the plan to meet any shortfall from the level of demand identified above.
- 3.17 There is currently about 43ha of employment land in the plan area with planning permission or under construction. Looking at past rates of take up of planning permissions

for B class employment it is evident that only 70% are taken up. However windfall currently makes up a significant proportion of the delivery of employment sites in both West Dorset and Weymouth and Portland, and no allowance has been made for this supply despite the greater flexibility in policy to enable this to happen. Recent changes in the regulations for permitted development may affect the supply and stock of employment land. This will be monitored through the annual monitoring report.

SUPPLY (2012)	Target (ha)	Completions (2011-2012) (ha)	with Planning Permission (ha)	Under Construction (ha)	Remaining requirement
West Dorset	43.6	2.0	20.7	3.7	17.1 ha
Weymouth & Portland	16.7	0.6	17.9	0.9	none

- 3.18 On this basis, it is estimated that at least 17.1 additional hectares need to be allocated in West Dorset, but none in Weymouth and Portland, to ensure sufficient employment land comes forward.

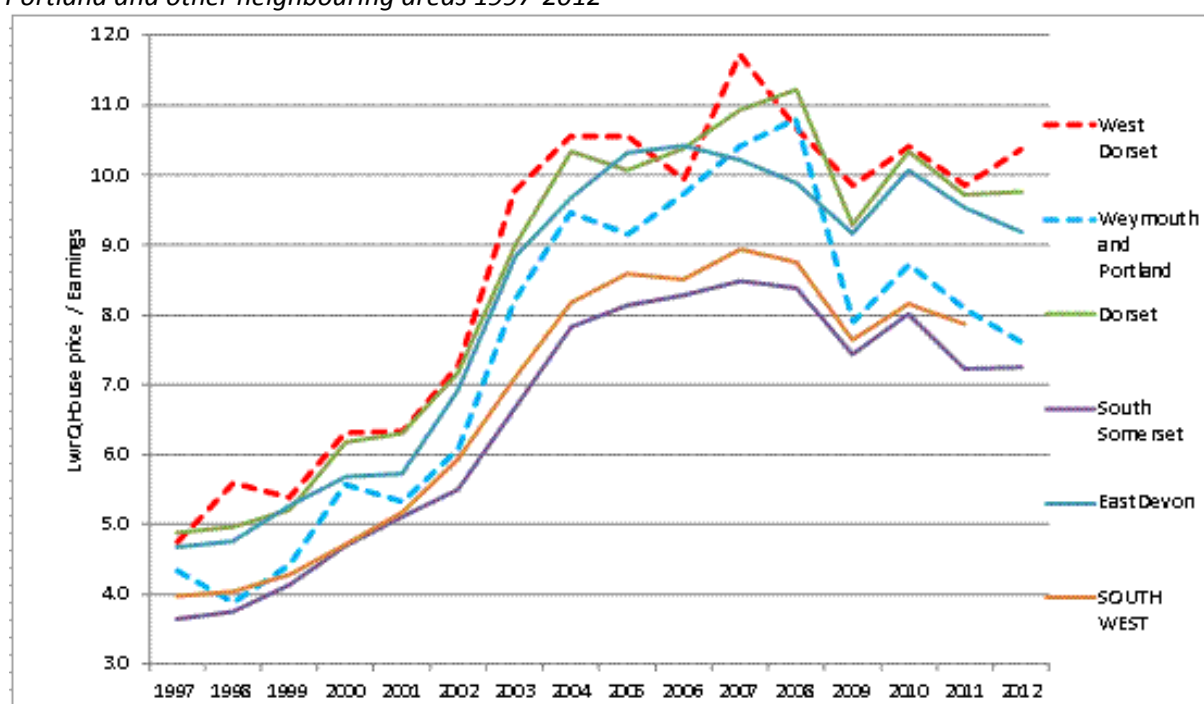
HOW MUCH HOUSING LAND DO WE NEED?

- 3.19 The evidence suggests that there are a number of important reasons why we need to consider building more homes in the plan area in the future. These include:
- to provide affordable homes for those in need,
 - to cater for the impacts of the likely changing population and demographic profile – in particular the increase in life expectancy of older people, and changes in household formation resulting from such factors as when young people leave home and marital break-ups
 - the extent to which new homes can keep and attract people of working age with a range of skills in order to sustain economic growth, to ensure that the level of in-migration that takes place is of benefit to, rather than disadvantages, the local area.

PROVIDING FOR MORE AFFORDABLE HOMES

- 3.20 Affordable housing is a hugely important issue for the area. At the beginning of the plan period there were 3,000 people on the housing register in West Dorset and 4,600 in Weymouth and Portland. At the time of submission, there were approximately 2,200 people on the housing register in West Dorset and 2,500 in Weymouth and Portland. The ratio of house prices to incomes is also significant.

Figure 4 Ratio of lower quartile house price to lower quartile earnings West Dorset, Weymouth & Portland and other neighbouring areas 1997-2012

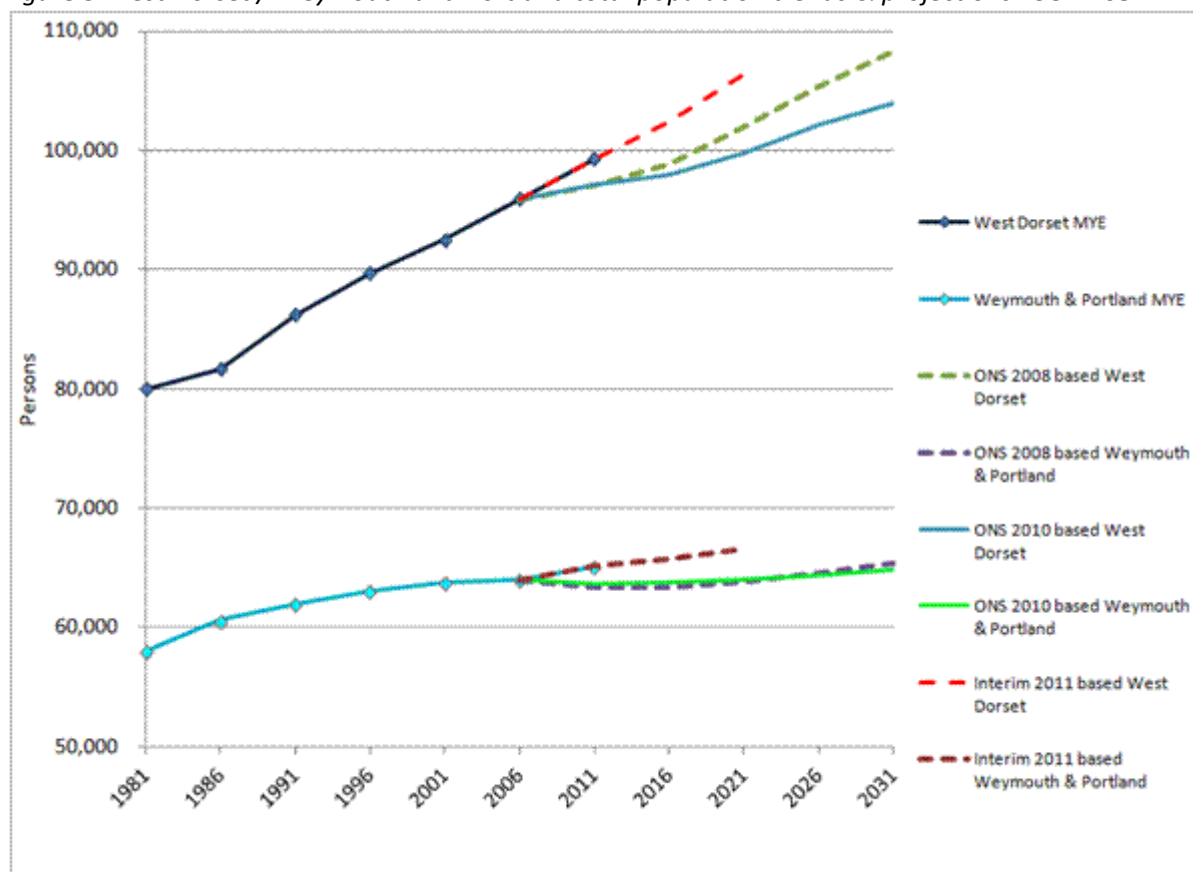


- 3.21 The high and growing requirement for social housing identified by the SHMA (the 2008 study maintained that 820 affordable dwellings were required annually), and the extreme difficulty of meeting it, is not uncommon to southern England. This scale of delivery is beyond all realistic prospects, and if used as a basis for the housing target would undermine the credibility of the plan.
- 3.22 More evidence in support of the need for more affordable housing is set out within the Housing Background Paper. This evidence draws upon information within the **Strategic Housing Market Assessment (SHMA)**, the **Housing Need and Demand Survey (HNDS)** and the **Affordable Housing Viability Study**. The SHMA and the HNDS specifically look at the likely overall proportions of households that require market or affordable housing and the size and type of housing required and the Viability Study tests the economic viability of providing a proportion of affordable housing on general market housing sites.

CHANGING POPULATION, DEMOGRAPHIC AND HOUSEHOLD PROFILES

- 3.23 The **population within the plan area is forecast to increase**. For the purposes of assessing future housing need, population and household projections, information from the report 'A review of future housing requirements for West Dorset and Weymouth and Portland' (2013) has been used. This examined various projections for the plan period.

Figure 5 West Dorset / Weymouth and Portland total population trends & projections 1981-2031



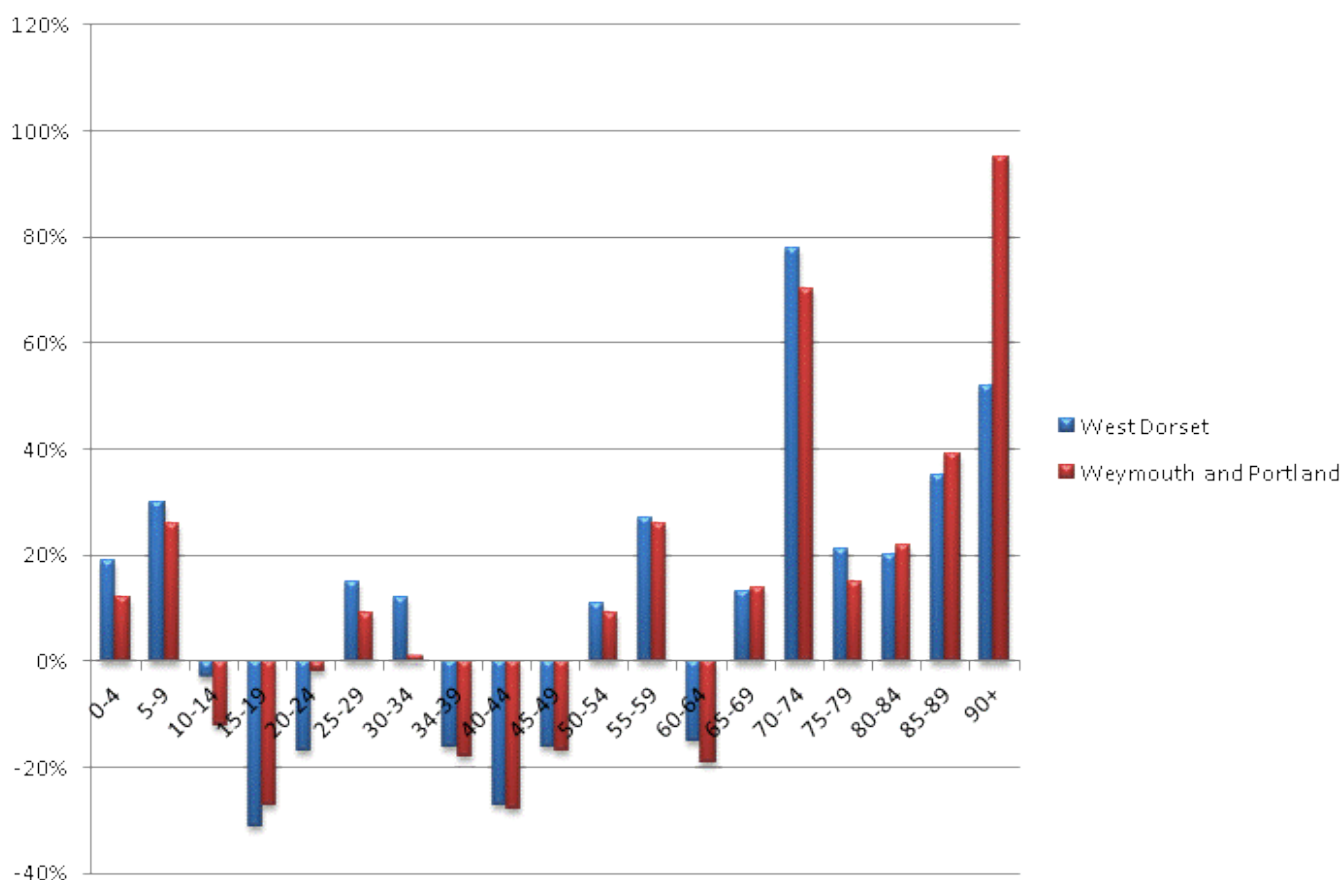
3.24 Components of change include births, deaths, in-and out-migration. The general pattern in the plan area is that in-migration exceeds out-migration and that deaths exceed births. In-migration will continue to be the main driver for population and household growth. If we did not have this in-migration, the local economy would suffer as the resident population is ageing and we need people of working age to move into the area in order to sustain a labour force. People are free to move places of work and residence as they see fit and as their finances allow.

3.25 The following table summarises predicted population change in the two authorities:

<i>Population Change Summary (Source ONS September 2012)</i>	West Dorset	Weymouth and Portland
	2011-2021	2011-2021
Natural Change	-2,500	500
Births	9,800	7,400
Deaths	12,300	7,000
All Migration Net	9,600	1,100
Internal migration in	63,100	32,600
Internal migration out	-51,000	-29,600
International migration in	4,000	2,000
International migration out	-6,000	-4,000
Cross border migration in	2,000	1,000
Cross border migration out	-2,000	-1,000
Population Changes	7,000	1,500

3.26 The figure below shows the percentage change in the population within each age cohort (five year age bands) from 2011 to 2021. The subsequent table records the change in age profile using broader age bands compared across different areas.

Figure 5. Forecast Population Change by age group (2011-2031)



3.27 These projections show that over the next ten years in the plan area there is expected to be an increase in the population of those aged over 65, and decreases (or only very modest increases) in the population of all other age groups. Whereas the population aged between 16 and 64 will decline by around 8% across the plan area.

3.28 Household and housing occupancy rates both need to be applied to the population projections to obtain a total housing requirement. This includes making allowances for vacant dwellings and second homes. We have to factor in, for example, that there will always be some vacant dwellings in the housing stock, if only to allow turnover in the housing market. The census and Council Tax records were considered to establish the most appropriate levels of second home ownership, and the rates used are 7.9% for West Dorset and 5.7% for Weymouth and Portland.

THE IMPACT OF NEW HOMES ON ECONOMIC GROWTH

3.29 As shown in Figure 5, if current trends continue then the number of people in key working age bands (i.e. those aged 16- 64) is likely to decline. The SHMA has acknowledged this as a risk for the plan area as it may face a significant labour shortage which is likely to act as a barrier to economic growth. It is estimated that the population aged between 16 and 64 will decline by around 8% across the plan area.

- 3.30 Current forecasts suggest rates of growth in economic output (GVA) will rise nationally from 1.7% p.a. in 2013-2015 to a peak of 2.8% in 2017-18 and then settle at an average of around 2.3-2.4% p.a. after 2021. Values for the plan area are typically 0.1 - 0.2 percentage points higher. But this needs to be considered in the context that growth of around 1.5 – 2.0% GVA pa is normally required just to hold employment numbers steady, due to the effects of constant productivity rises in the wider economy.
- 3.31 The labour force is currently operating at higher levels of obvious spare capacity than was the case pre-recession. The increasing activity rates among older workers to deal with the twin effects of rising retirement age and less generous pension provision will further increase this latent capacity.
- 3.32 The economy and employment forecasts, together with the current evidence of unused labour force capacity suggest that there is no particular economic need to go above the 2011 based housing requirement projections, bearing in mind that even if new housing is provided specifically to increase the labour market, there is nothing to prevent people from elsewhere moving to take up these opportunities who do not fulfil the intended profiles.

SETTING A TARGET

- 3.33 The Review of Future Housing Requirements for West Dorset, Weymouth and Portland (April 2013) considers all the above issues, and concludes that the ONS interim 2011 based sub-national household projections are a good basis for establishing the need for housing. This figure is then adjusted to take account of vacancies and second homes.



Projection type	Total household change 2011-21	Vacant/2 nd homes rate	Total dwellings 2011-21
2011 based West Dorset	4,187	7.9%	4,546
2011 based Weymouth & Portland	1,530	5.7%	1,622

- 3.34 This equates to a target of **455 new homes each year from 2011-2021 in West Dorset**, and **162 new homes each year from 2011-2021 in Weymouth and Portland**.
- 3.35 However because the projections only cover the period 2011-2021, these need to be extended forward to 2031. It is likely that during the course of the plan that the ONS will publish projections for this period, but in the interim two different methods have been

considered, providing a possible range. The first method simply uses the arithmetic rate of increase from the projections for 2011-21 and then applies it to the 2021-31 period. The second method looks in more detail at likely household formations based on the projected demographic profiles. Both sets of figures are then adjusted to take account of vacancies and second homes. This equates to a target of between **455-509 new homes each year from 2021-2031 in West Dorset**, and between **162-196 new homes each year from 2021-2031 in Weymouth and Portland**.

Projection Type	Total household Change 2011-2031	Vacant/2 nd homes rate	Total dwellings 2011-31
2011 based rolled forward West Dorset	8,374	7.9%	9,092
Extended 2011 based West Dorset	8,872	7.9%	9,633
2011 based rolled forward Weymouth and Portland	3,060	5.7%	3,244
Extended 2011 based Weymouth and Portland	3,379	5.7%	3,583

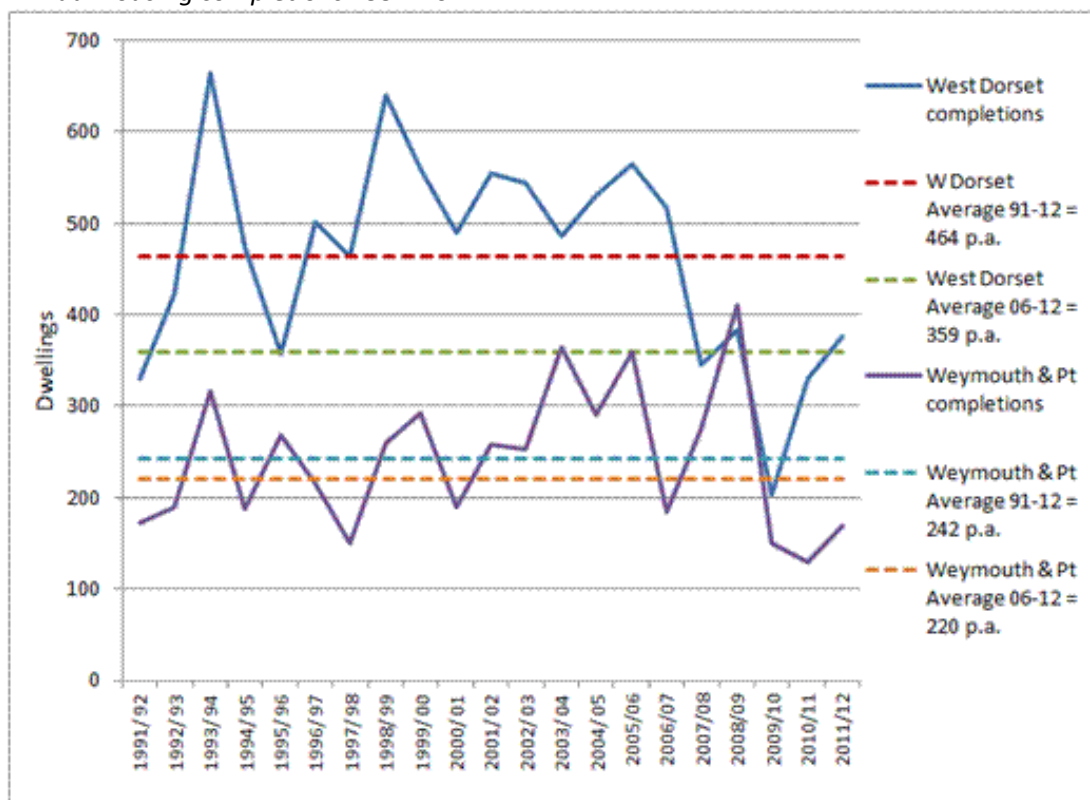
Housing Targets

West Dorset	Weymouth & Portland	Plan Area
Land for about 455 new homes each year from 2011-2021 and 455- 509 new homes each year from 2021-2031 9,100-9,640 new homes in total over the 20 years	Land for about 162 new homes each year from 2011-2021 and 162-196 new homes each year from 2021-2031. 3,240-3,580 new homes in total over the 20 years	Land for about 617 new homes each year from 2011-2021 and 617-705 new homes each year from 2021-2031 12,340-13,220 new homes in total over the 20 years

DELIVERABLE RATES

- 3.36 Figure 6 show general rates of house building for the past two decades. This has averaged 464 homes a year in West Dorset, and 242 homes a year in Weymouth and Portland. Actual completion rates over this period have tended to fluctuate significantly, but that of the last 6 years has seen an overall reduction, linked to the severe economic recession that this country has experienced. The 420 figure achieved in Weymouth and Portland in 2008/2009 is skewed by one large development site's completion.
- 3.37 The housing supply figures for the two authorities are deemed deliverable as they are broadly consistent with previous build rate trends. However this does depend on matters outside this plan's control, and if the economic recession does continue the level of delivery at the start of this plan period may be lower than hoped (despite sufficient sites being available).

Figure 6: Annual housing completions 1991-2012



HOUSING LAND SUPPLY

3.38 Housing land supply can come from sites with existing permissions, sites assessed to have capacity in the towns and villages (informed by the strategic housing land availability assessment and urban capacity studies), the re-use of Long Term Empty homes, the re-use of buildings, and sites allocated through the local plan and neighbourhood plans.

Table showing Housing Land Supply

	West Dorset	Weymouth & Portland	Time period	Plan area
COMPLETIONS	377	169	2011 - 2012	546
planning permissions	2,949	1,286	2012 - 2021	4,235
minor sites (see below)	1,947	1,484	2012 - 2031	3,431
remaining allocations	146	8	2012 - 2017	154
SHLAA sites	421	1117 x90% = 1,005	2016 - 2026	1,426
minor identified sites	1,824 x50% = 912	275 x50% = 138	2016 - 2026	1,050
minor sites trend	668 x70% = 468	477 x70% = 334	2026 - 2031	802
empty homes allowance	60	40	2016 - 2031	100
rural buildings re-use & neighbourhood plans	200	30	2016 - 2031	230
EXISTING SUPPLY	5,533	3,010	2011 - 2031	8,543
NEW ALLOCATIONS	2,930	1,300	2015 - 2031	4,230
TOTAL SUPPLY	8,463	4,309	2011 - 2031	12,772

3.39 Predicting future development is not an exact science. The bulk of land supply for the first five years is likely to comprise sites which already have planning permission. The supply of the following periods will primarily be delivered through the development of allocated sites

and minor identified sites, explained in more detail in the following sections. Allowances also have to be made on the basis that not all sites identified will come forward – these too are detailed in the following sections.

EXISTING PERMISSIONS

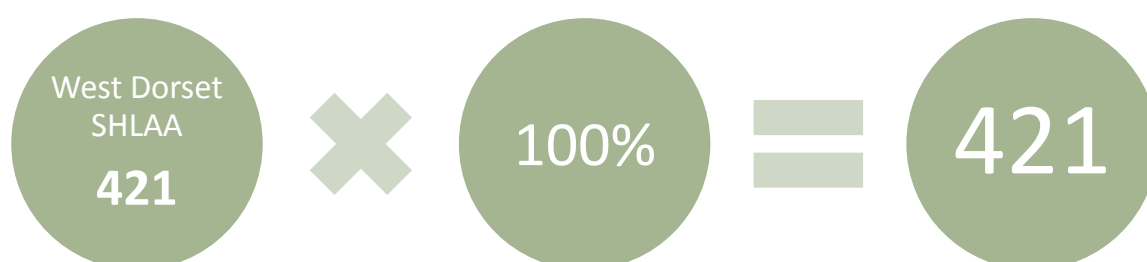
3.40 As of 1 April 2012 there were existing planning permissions in West Dorset for **2,949 dwellings**¹². In Weymouth and Portland, there were permissions for **1,286 dwellings**. The National Planning Policy Framework does not require a discount for non-implementation of planning permissions (requiring instead that the whole five-year land supply has an additional 5% or 20% buffer) therefore 100% of these are included.

SHLAA AND MINOR IDENTIFIED SITES

3.41 The National Planning Policy Framework states that ‘local planning authorities should identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and where possible, for years 11-15’. For the purposes of calculating the number of likely minor identified sites two sources of information have been used:

- the Strategic Housing Land Availability Assessments (SHLAA) for both authorities,
- and urban capacity work which identified potential development sites within Defined Development Boundaries, which had not been submitted by landowners through the SHLAA process.

3.42 The published SHLAAs considered potential residential development sites, many of which had been submitted to the local authorities from landowners. In West Dorset the majority of sites included in the SHLAA were submitted by landowners, so there is a strong likelihood that a significant proportion will be developed before 2026. It has been assumed that **100% of included SHLAA sites within DDBs in West Dorset** are likely to be delivered up to 2026. In Weymouth & Portland fewer sites were submitted by land owners and there was greater reliance on officer identified sites. Therefore, in **Weymouth & Portland only 90% of included SHLAA sites** within defined development boundaries are considered likely to come forward during the period up to 2026.



¹² West Dorset District Council Five year supply of deliverable sites 2012-2017



3.43 Not all potential sites are submitted through SHLAA, and using this as a basis alone is likely to underestimate windfall delivery on infill sites in the defined settlements. Urban capacity work identifying additional potential development sites (not included in SHLAA) within Defined Development Boundaries was undertaken. In recognition that there is no indication of the landowners' willingness to develop these additional sites, it has been assumed that only half of these sites would come forward before 2026.



3.44 The SHLAA and additional capacity work does not cover the last five years of the plan period. However this trend is likely to continue, albeit at a reduced rate. The average number of completion from these sources, with a further 30% reduction, was therefore applied for this period to reflect the unpredictability of assessing 15 years and beyond.



3.45 The few sites allocated in the previously adopted local plans which remain within the defined development boundaries but have not been specifically carried forward as allocations have also been included.

3.46 All these minor sites could be referred to as 'windfall', although they are based on a reasonably robust assessment of actual sites. An allowance for windfall sites within the plan is allowed if there is compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Therefore we have tested our assumptions against previous windfall rates to ascertain their reasonableness. The level of development assumed from SHLAA sites and minor identified sites (up to 134 a year in West Dorset and 95 a year in Weymouth and Portland) are well within previous experiences of the level of windfall sites delivered, as illustrated in the table below.

Windfall sites delivered																		
	95/ 96	96/ 97	97/ 98	98/ 99	99/ 00	00/ 01	01/ 02	02/ 03	03/ 04	04/ 05	05/ 06	06/ 07	07/ 08	08/ 09	09/ 10	10/ 11	11/ 12	Avg
West Dorset	301	426	300	440	306	273	386	402	377	343	371	373	253	296	139	194	155	313
Weymouth & Portland	268	193	121	252	219	134	124	147	145	119	237	188	206	181	131	111	169	173

Source: Dorset County Council

EMPTY HOMES, RE USE OF RURAL BUILDINGS AND NEIGHBOURHOOD PLANS

- 3.47 The Council Tax returns for the two councils reveal that in October 2011 there were 585 properties in WDDC and 372 properties in W&PBC that were recorded as Long Term Empty (LTE) properties. In reality many properties that are recorded as being Long Term Empty on the are in fact in use (but there has been no incentive to report the change in circumstances as after an initial relief period they become liable for full council tax). Other sources of information used to assess empty property levels includes stock condition surveys which most councils undertake periodically. Both councils have such surveys, which suggest that there are 140 empty properties in WDDC (2007) and 650 in W&PBC (2009). Stock condition surveys tend to refer to signs of abandonment as an indicator of a property being empty. As a conservative estimate over the 20 year plan period it is estimated that 100 of these empty homes will be brought back into residential use over the plan area.
- 3.48 Neighbourhood planning gives local communities the opportunity to plan for growth in their area. Several communities have already started preparing neighbourhood plans which include housing growth. The draft plan for Cerne Valley, published in June 2013, has identified land to deliver in the region of 40 new homes over its 10 year period and has extended its defined development boundaries to accommodate growth. Therefore it is practical to make a modest allowance for this potential increase over and above what would have come forward in the housing supply calculations.
- 3.49 The reuse of rural buildings policy allows buildings to be converted into residential accommodation in a wider variety of locations than the previously adopted local plans. This policy is highly likely to inflate the number of rural conversions to dwelling houses (previously only allowed in Defined Development Boundaries) therefore a modest allowance for this source of supply is also included.



THE NEED FOR ALLOCATIONS

- 3.50 The following table outlines how much land needs to be allocated for development in each council's area to achieve the proposed level of housing and support economic growth.

TARGET	West Dorset	Weymouth & Portland
	9,100-9,640 new homes in total over the 20 years.	3,240-3,580 new homes in total over the 20 years.
COMPLETIONS (2011/12)	West Dorset	Weymouth & Portland
	377 homes.	169 homes.
SUPPLY (2012)	West Dorset	Weymouth & Portland
HOMES	2,949 homes with permission at April 2012 and likely to come forward. Empty Homes Supply: 60 homes Rural reuse/Neighbourhood Plans: 200 homes 1,947 on minor sites likely to come forward to 2031. TOTAL: 5,156	1,286 homes with permission at April 2012 and likely to come forward. Empty Homes Supply: 40 homes Rural reuse/Neighbourhood Plans: 30 homes 1,484 homes on minor sites likely to come forward to 2031. TOTAL: 2,840
UNMET DEMAND	West Dorset	Weymouth & Portland
HOMES	Land for 3,567-4,107 new homes needed to 2031.	Land for 231-571 new homes needed to 2031.

THE APPROACH TO DISTRIBUTING UNMET DEMAND

- 3.51 In deciding where the most appropriate locations should be for strategic growth the principles of sustainable development have been at the heart of decision making. The need to balance the level of housing and jobs and locating them close to existing facilities where there is a choice of transport options is an important element of this challenge. Similarly avoiding areas with the most environmental constraints is also of great importance. Other issues that need to be considered include the availability of land and whether it has been previously developed.
- 3.52 The proposed distribution of development takes account of:
- the needs, size, and roles of the area's settlements, taking into account any current imbalances
 - the benefits of concentrating most development in locations where homes, jobs and facilities will be easily accessible to each other and there is a choice of transport modes;
 - the availability of land, and whether it has been previously developed (brownfield);
 - the environmental constraints of the plan area (including landscape and nature conservation designations and areas of flood risk and coastal erosion).
- 3.53 Throughout the consultation that informed the joint local plan recurrent themes were that of meeting local need and enabling local decision making. The settlement policy needs to aim to meet local needs, enable economic growth whilst safeguarding our special environment. Localism is an important part of the new strategy encouraging communities to take responsibility for their own areas.

SUSTAINABILITY AND SETTLEMENT SIZE

- 3.54 The main towns in the plan area are Beaminster, Bridport, Chickerell, Dorchester, Lyme Regis, Portland, Sherborne and Weymouth. Work on the planning obligations guidance in West Dorset included a list of the main towns (2500+ population), larger village (village having a defined development boundary in a parish of 500+ population) and smaller village (with a development boundary but limited population or listed in para. 5.5.6 of the adopted 2006 Local Plan).
- 3.55 In April 2005 the South West Regional Assembly published a report by Roger Tym and Partners on the Functional Analysis of Settlements. This identified both Dorchester and Weymouth and strategically significant settlements – Dorchester because of its high import of employees and Weymouth because of its absolute size and both because of the relatively short distances of the flows in and out of the towns.
- 3.56 In 2007 West Dorset District Council undertook a Rural Functionality Study to provide a greater understanding of how rural areas function. The research was based on a survey of residents in ten villages and three rural business sites in West Dorset. This was coupled with a desktop study based on secondary data from sources such as the census.
- 3.57 The key findings were that:
- Supporting development in villages with facilities is more sustainable because where facilities exist in a village they will be utilised by local residents. This trip is more likely to be carried out on foot or by bicycle than by car. For villages without a shop, top up shopping is not carried out at the location closest to the village. It is likely these people combine their shopping with journeys made for other activities.
 - Development in villages does not necessarily mean that facilities will be retained. The desktop study revealed that there does not appear to be a relationship between an increase in household numbers over time and the retention of facilities in a village. Despite an increasing number of households over time in all of the villages, there were losses of facilities in seven of the villages. The evidence implies that a substantial amount of development is required to support new and existing facilities.
 - A key reason for moving to West Dorset is its environmental quality. The most popular reason given for moving to rural Dorset was to live in a nice area. West Dorset is well known for its beautiful countryside. 71% of the district is a designated Area of Outstanding Natural Beauty, and the coastline is a World Heritage Site in recognitions of its outstanding geological interest.
 - When relocating to a village, moving to be nearer to shops and facilities is not an important factor. The least popular reasons for moving to villages were to be near schools, shops or facilities. These were not considered important because most of the villages do not have a shop.
 - There is no evidence to suggest that an ageing population will form in a village where there is no development. The comparison of age structures of selected villages showed that there was no clear link between when a village received development and changes in the age structure over time.
 - There is a high reliance of the private car for journeys. This was the dominant mode of transport for all journeys. For activities that take place outside of the village this may be unavoidable, but even where there was a bus service available it was rarely utilised by the residents.
 - People generally travel to their nearest settlement to carry out food shopping, but for non-food shopping and recreation the trend for people to travel to the nearest settlement that would meet their needs is less pronounced. Whilst all the villages

accommodated a number of leisure activities, they cannot meet the needs of everyone due to the diverse range of hobbies that people follow.

- Remoter villages have a higher proportion of home working, but those who do commute to work travel longer distances. Whitchurch Canonicorum had 53% of the working population employed within the village, and Thorncombe had 40%. These are located in the more remote areas of the district. Puddletown and Charlton Down had the lowest proportion of home workers, possibly because they are closer to larger settlements with good transport connections. Stoke Abbott and Whitchurch Canonicorum had the highest proportion of long distance commuters (over 100km), although the survey did not reveal whether this trip was being made on a daily basis or if the commuters were living away from home during the working week.
- The settlements around Dorchester act as dormitory villages for the town Dorchester meets the employment and shopping needs for the majority of residents in Puddletown, Charlton Down and Crossways.
- Rural business sites do not support the local area as much as they could. The response to the business surveys was poor, but the results indicate that rural business sites are not being wholly effecting in providing employment for local people, or supporting the local economy.

- 3.58 The development strategy therefore focuses the majority of new development on the larger settlements, which have more existing jobs and services, broadly in line with the local demand for that area, taking into account current imbalances, the current supply and existing constraints. The Plan has not made development allocations or set targets for the smaller settlements. However it recognises that the Localism Act has introduced greater flexibility, and if local communities want to promote additional small scale development in their areas they can do so through the preparation of neighbourhood plans.

IMBALANCES IN THE EXISTING PATTERN OF DEVELOPMENT

- 3.59 The table below shows the comparison between number of working age people living in the main towns (2011 Census) and the number of people working in the town (DCC, 2010).

Town	Number of residents	Number of economically active residents	Number of people working in town
Beaminster	3,136	1,318	900
Bridport	13,568	4,032	5,000
Chickerell	5,515	2,748	5,000
Dorchester	19,060	9,619	18,400
Lyme Regis	3,671	1,539	1,300
Portland	12,844	6,338	4,000
Sherborne	9,523	3,920	4,800
Weymouth	52,232	32,103	15,400

- 3.60 The main imbalances identified are in relation to Weymouth, which has significantly more economically active people than jobs (not sufficiently offset by the available jobs in the adjoining area of Chickerell), and Dorchester, which has significantly more jobs than economically active residents.

THE AVAILABILITY OF LAND, INCLUDING BROWNFIELD SITES

- 3.61 The availability of land is discussed in detail in the respective Strategic Land Availability Assessments for each authority. Given the urban nature of Weymouth and Portland there is likely to be a greater proportion of brownfield land available and about half of the supply is

made up of these type of sites. West Dorset is far more rural in nature and it is expected that a smaller proportion, of about a third, of the supply will be made up from brownfield sites.

STRATEGIC ALLOCATIONS AND PHASING

3.62 Strategic allocations have the potential to provide for a more comprehensive and planned approach to development, with housing and employment and related facilities such as new schools, brought forward in balance. Such allocations also allow for better control over the phasing and release of development, ensuring that there is a steady supply of land and better co-ordination of key infrastructure delivery.

3.63 The following tables set out the new allocations for employment and housing. There is a similar table within the local plan which also includes the major sites with planning permission (which have been carried forward as allocations). The table includes an indication, within five year periods, of when these sites are likely to be developed. The approximate phasing is indicative and will depend on a number of factors including different lead-in times, and may also vary between sites to ensure a reasonably continuous land supply throughout the plan period.

Location	Housing Supply	Approximate phasing				Employment land	Strategic Allocation	Policy Ref
		2011-16	2016-21	2021-26	2026-31			
WEYMOUTH								
<i>Weymouth Town Centre</i>	400+		⇒	⇒	⇒	(possible)	✓	WEY1
<i>Markham and Little Francis</i>	320		⇒	⇒		(possible)	✓	WEY10
<i>Land at Wey Valley</i>	400			⇒	⇒	(minimal)	✓	WEY12
<i>The Old Rectory, Lorton Lane</i>	30		⇒			--		WEY13
<i>Littlemoor Urban Extension (part)</i>	150		⇒	⇒		✓	✓	LITT1
PORTLAND								
Weymouth and Portland - NEW	1,300		⇒	⇒	⇒	✓	✓	
CHICKERELL								
<i>Chickerell Urban Extension</i>	850		⇒	⇒	⇒	(minimal)	✓	CHIC2
<i>Land off Rashley Road</i>	50				⇒			CHIC3
LITTLEMOOR (West Dorset)								
<i>Littlemoor Urban Extension (part)</i>	350		⇒	⇒	⇒	✓	✓	LITT1
DORCHESTER								
<i>Land South of St George's Road</i>	50		⇒			(possible)		DOR8
<i>Land off Alington Avenue</i>	50		⇒			--		DOR9
CROSSWAYS								
<i>Land at Crossways</i>	500		⇒	⇒	⇒	✓	✓	CRS1
BRIDPORT								
<i>Vearse Farm</i>	760		⇒	⇒	⇒	✓	✓	BRID1
<i>Land off Skilling Hill Road</i>	40				⇒			BRID2
<i>Land east of Bredy Vet's Centre</i>	40	⇒				--		BRID3
BEAMINSTER								
<i>Land north of Broadwindsor Road</i>	120	⇒	⇒			✓	✓	BEAM1
LYME REGIS								
<i>Woodberry Down</i>	90		⇒			(retain)	✓	LYME1

Location	Housing Supply	Approximate phasing				Employment land	Strategic Allocation	Policy Ref
		2011-16	2016-21	2021-26	2026-31			
SHERBORNE								
<i>Former gasworks site</i>	30		⇒			(possible)		SHER4
West Dorset – TOTAL NEW	2,930	⇒	⇒	⇒⇒		✓	✓	

3.64 The Pre-Submission Local Plan included higher numbers to be supplied from new housing allocations. As a result of public consultation and further work there were reductions in the allocations at:

- Markham and Little Francis (500 to 320 homes)
- Crossways (1,200+ to 500 homes)
- Land off Hollymoor Lane, Beaminster (site removed)
- Barton Farm, Sherborne (site removed to leave site with planning permission)

Table summarising housing land demand and supply

	West Dorset	Weymouth and Portland	Plan area
Housing demand (2011-21)	4,550	1,620	6,170
Housing demand (2021-31)	4,550-5,090	1,620-1,960	6,170-7,050
Total housing demand (2011-31)	9,100-9,640	3,240-3,580	12,340 – 13,220
Completions (2011-12)	377	169	546
Existing supply (2011-31)			
<i>Permissions</i>	2,949	1,286	4,235
<i>empty homes</i>	60	40	100
<i>rural re-use / neighbourhood planning</i>	200	30	230
<i>minor sites</i>	1,947	1,484	3,431
New allocations (2015-2031)	2,930	1,300	4,230
Total housing supply (2011-31)	8,463	4,309	12,772

3.65 The shortfall of 637 – 1,177 homes in West Dorset is relevant to the last five years of the plan period.

3.66 With respect to employment allocations the following table lists allocated employment sites and sets out what level of supply these sites make to employment provision. Figures in brackets are where these have already been accounted in planning permissions. Some of these sites were included in previous plans.

Site	Area (ha)	Comments	Policy
WEYMOUTH			
Littlemoor urban extension	12	Employment land is primarily in West Dorset.	LITT1
Icen Farm	(2)	Is in West Dorset Local Authority Area. There is a lot of development on site. Further development is likely to be more "tidying up and rationalisation" and is unlikely to result in a significant net gain of floorspace.	LITT2
PORTLAND			
Land at Portland Port	(30.3)	Only 3.03ha of the total 30.3ha of land at Portland Port is counted as having permission for employment uses in the latest monitoring figures, and is therefore already contributing to supply.	--
Osprey Quay	(8.6)	8.65ha of land is counted as having permission for employment uses in the latest monitoring figures	PORT1
CHICKERELL			
Putton Lane	(0.7)	Outline permission granted	CHIC1
DORCHESTER			

Site	Area (ha)	Comments	Policy
Poundbury mixed use site	6	Using the standard plot ratios the 25,000sqm of floorspace to be provided through phases 3 & 4 would equate to approx 6ha.	DOR1
Poundbury Parkway Farm	0.9	New extension to existing site. Site area represents extension area only.	DOR2
Weymouth Avenue Brewery	(1.7)	Mixed use scheme. Site area is based on the conversion of approximately 6760sqm of commercial floorspace using standard plot ratios and it is an approximation. The site already benefits from planning permission	DOR6
CROSSWAYS			
Land at Crossways	3.5	Mixed uses scheme	CRS1
BRIDPORT			
Vearse Farm	4	Mixed use site. Policy requires provision of 4ha of employment land.	BRID1
St Michaels Trading Estate	(2.5)	Mixed use site. Policy does not require a specific amount of employment land be provided and therefore it could represent anything up to 100% of the site. However the site is in existing employment use and its redevelopment may not represent a net gain in employment uses so no contribution has been counted towards additional land allocated.	BRID5
BEAMINSTER			
Broadwindsor Rd	0.5	Mixed use site. Policy requires provision of 0.5ha of employment land.	BEAM1
Lane End Farm	0.7	New allocation	BEAM2
LYME REGIS			
Woodberry Down	(1)	Allocation represents the retention of existing employment uses. There would be no net gain and therefore this has not been counted towards the allocated land.	LYME1
SHERBORNE			
Barton Farm	3.5	Mixed use site.	SHER1
Sherborne Hotel	(2.2)	This site could be redeveloped to represent a net gain in employment uses and could represent anything up to 100% of the site.	SHER3
Former Gasworks Site	(0.8)	Mixed use site. Policy does not require a specific amount of employment land be provided and therefore it could represent anything up to 100% of the site.	SHER4

3.67 The table above includes the modifications made as a result of Pre Submission consultation on the Draft Local Plan, affecting:

- Portland Port, Portland
- Crossways
- Barton Farm, Sherborne

In total, **31.1 ha of new employment land** has been allocated (not including town centre schemes). This exceeds the target requirements of 19.4ha.

FUTURE DATA COLLECTION

3.68 After the publication of the Local Plan, West Dorset and Weymouth and Portland Councils will set up an online database for people to register land available for development in the District and Borough.

4 CONSULTATION: WHAT YOU HAVE TOLD US

- 4.1 Effective consultation is essential in the development of a robust plan. The joint local plan has had the benefit of drawing on results gained from the Issues and Options consultation, which both authorities undertook as part of their Local Development Framework Core Strategy work, along with more recent findings gained from joint authority stakeholder consultations designed specifically for the new plan.
- 4.2 In 2007, both councils undertook 'Issues and Options' consultation which established the vision and objectives for the plan area. In 2009, Weymouth & Portland Borough Council undertook further consultation on a series of policy options, and West Dorset consulted on growth options around Weymouth. These policy options were developed from the findings of the previous consultation stage and the emerging evidence base.
- 4.3 Intensive consultation took place with a range of businesses, organisations and members of the public during the autumn and winter of 2011. Consultation covered West Dorset District and Weymouth & Portland. A series of events were held, discussing a range of topics. The headline issues relating to the distribution of development are given below:
- the need to balance jobs and housing
 - providing housing for young people and families as employers find it difficult recruiting
 - many village communities would like to see more facilities and infrastructure
 - the need for development at villages to support facilities and meet housing need
 - important not to develop in places where occupants would have to use the car to travel
 - villages that are close to towns can be relatively sustainable as most of people's journeys will be to the town
 - it is important to retain the character of villages and prevent settlements merging with each other
 - should look at the different needs of towns and villages including jobs, facilities, affordable housing etc.
 - If there are more open market houses built then this will just attract more incomers – won't cater for local people
 - Change can ruin the character of small villages – they are vulnerable to change.
 - We can't control where people choose to live and work, but can provide the opportunity for them to live and work in the same place if they want to.
- 4.4 After these events, people got together to put forward their ideas. They formed smaller 'working groups' and met on one or two occasions. Comments were invited on the suggestions put forward by the working groups. Other key agencies involved in planning such as Natural England, the Environment Agency and the Highways Agency were also asked to comment on these ideas. A summary of the working group findings in relation to this background paper are given in the table below. For more information on the consultation so far, please see the Issues and Options consultation summary report.
- 4.5 The pre-submission consultation of the local plan for West Dorset, Weymouth and Portland took place in June-July 2012. A range of consultation methods were used including drop in sessions across the District and Borough. Representations were received from about 120 organisations and 800 individuals / households. Full details of this consultation can be found online at www.dorsetforyou.com/newlocalplan/west/weymouth

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<ul style="list-style-type: none"> • There was general support (3/4) for the proposal that future development should contribute towards the objective of making the area more self contained by reducing the need for travel by car. It was also suggested that by reducing the need for cars could cut traffic accidents. However, others suggest it may be difficult to attract suitable employment as a result. • With regard to the amount development to be delivered on previously developed land opinion was divided. Whilst there was general support for a higher level of greenfield development .i.e 90%, there were concerns that these figures need to be more flexible or phased. It was considered that the use of greenfield sites will be needed to achieve the necessary amount and standard of housing, including affordable and social housing, with community and environmental benefits. • Suitable brownfield sites are 	<ul style="list-style-type: none"> • Consultation on the ‘Issues and Options’ for the Core Strategy in 2007 suggested that most people considered that the majority of development should be at Dorchester, including greenfield land if necessary, but also developing previously-developed land. There was also some support for allowing some new greenfield development at Bridport; Sherborne; Lyme Regis; Chickerell; Littlemoor and Beaminster. • There was also support for identifying some larger villages that would be suitable for additional development. These included Crossways, Puddletown and Yetminster, and a number of others were suggested. • There was considerable support for allowing a range of development types in smaller settlements, with almost universal support for allowing affordable housing in smaller villages, and support also for allowing employment, 	<p>Working groups discussed:</p> <ul style="list-style-type: none"> • Development boundary options including whether they should be drawn around a wider range of settlements (e.g. villages with a population above a minimum level of say 300). Suitable sites should be identified around these settlements and allocated for the development of affordable housing. • Whether communities should be encouraged to come forward with their own proposals for development in their area. • Identify greenfield sites for housing development and support housing growth in villages. • Different options for the total level of growth, including: <ul style="list-style-type: none"> ○ Business as Usual: Retain a similar rate of growth for housing and employment as has occurred in the previous 15 years and is policy in the current Local Plan, 	<p>The main issues are:</p> <ul style="list-style-type: none"> • Do not agree that growth should be constrained by a duty to protect the environment • The housing and employment figures have been underestimated. • The plan does not meet affordable housing need. • There is insufficient B class employment land allocated to meet demand. • The plan does not provide a balanced approach to housing and employment • Bridport is a relatively well self contained market town but there is insufficient employment and it is necessary to provide more employment before additional housing is built. • The plan should be more specific about the amount of development to be directed to settlements. • The plan should be amended to allow for redevelopment of brownfield sites in rural settlements where there is no defined development boundary. • Villages without a defined development boundary should be

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<p>limited, (flood risk, biodiversity/environmental interest) and the amount relies too heavily on windfall sites. They often result in cramped developments with few community benefits. On the other hand, brownfield development is more sustainable than greenfield, and could 'clear up' under-used areas. The development on these sites could be controlled to provide suitable housing.</p> <ul style="list-style-type: none"> • There is support for phasing strategic greenfield sites until 2016, subject to monitoring, though one respondent suggested that the phasing should be more flexible. Phasing strategic greenfield sites evenly through the plan period, subject to monitoring, was not supported. • There is general support for making greenfield sites available, as they may provide better quality development. Complicated brownfield sites 	<p>community facilities, rural workers' dwellings, tourism developments and renewable energy developments. A number of respondents also supported allowing open market housing at the smaller villages, which in some cases would mean increasing the number of villages that have defined development boundaries. The wish to increase the number of villages with defined development boundaries has also been expressed at consultation events on related topics.</p> <ul style="list-style-type: none"> • Fewer respondents supported development in the countryside but there was support for affordable housing, rural workers' dwellings and renewable energy development, and a detailed submission requesting a policy change to favour low impact housing development in the countryside. • The feedback from the Core Strategy Issues and Options consultation held in July – 	<p>using the current Office of National Statistics population projections</p> <ul style="list-style-type: none"> ○ Step Change- Enable accelerated growth resulting in higher employment and housing land allocations. Use higher housing growth rate figures based on Regional Spatial Strategy proposed changes and going further to meet a higher level of affordable housing need. ○ Hybrid Approach: Business as usual but incorporating a step change approach for affordable housing linked to local jobs, supported by 100% affordable housing sites, Neighbourhood Plans, Community Land Trusts etc. <ul style="list-style-type: none"> • Ensure a compact mixed pattern of development, including homes, workplaces, community 	<p>allowed a more flexible approach to housing growth for the purpose of improving local community buildings, structures and recreational facilities.</p> <ul style="list-style-type: none"> • New housing development should not be limited solely to large allocations and urban extensions as there is considerable potential for minor extensions to the built area and more incremental growth. • This section should mention dwellings of exceptional quality or innovative nature of design (NPPF). • This policy does not provide flexibility to ensure local housing needs in the countryside are met in a timely manner (NPPF). Eg: allowing some market housing to facilitate the provision of affordable housing. • The policy does not make it clear whether the extension of residential curtilages will be permitted. • Where no Neighbourhood Plan has been prepared within 3 years, the local planning authority should review the development boundary. • The policy on reuse is overly

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<p>may lead to housing shortfalls, particularly in affordable/family housing with community benefits. The use of greenfield sites should be fully justified and take into account the sustainability of the site, including its transport links.</p> <ul style="list-style-type: none"> • There was support, subject to management of flood risks, that weymouth town centre should be a focus for new retail, cultural, commercial and housing development, with associated improvements to the public realm and the waterfront, to assist heritage led regeneration, and enhance the vitality and attractiveness of the town. The potential risks to Radipole Nature Reserve were also . The question was raised of whether the benefits of regeneration would outweigh the costs of flood protection. • The need for good public transport access was highlighted, and it was suggested that regeneration should include 	<p>September 2007 showed that:</p> <ul style="list-style-type: none"> • There was considerable support for allowing a range of development types in smaller settlements, with affordable housing the highest priority (supported by 97% of respondents), followed by employment (69%), community facilities (68%), rural workers' dwellings (61%), tourism (48%) and wind turbines (26%). The existing local plan policies take a flexible approach to the development of many of these uses in smaller settlements and the consultation responses indicate support for this approach. 28% of respondents supported the development of open market housing in smaller settlements – this is potentially in conflict with the council's adopted policy and national policy on concentrating new housing development in more accessible locations; however, some respondents may have been thinking about smaller villages that have defined 	<p>facilities, services and transport links, avoid dispersed development.</p> <ul style="list-style-type: none"> • Allow for some flexibility in the treatment of community-based development (e.g. co-housing schemes, community energy schemes). Small to medium-sized developments may be acceptable if active community engagement will result. • Housing land should be released in phases, so that the amount and type of development in the Plan area can be kept under close review. • Allow accommodation on site for workers on the land to support permaculture, or low impact food enterprises, up to a certain scale. • Proposals for the change of use or adaptation of rural buildings including allowing conversion of rural buildings to uses like affordable housing, market housing and employment. • The policy on rural building conversion should be more 	<p>restrictive. For example, it should include market housing as well as affordable..</p> <ul style="list-style-type: none"> • There should be a presumption in favour of tourist accommodation, including the conversion of buildings at caravan and camping parks. • Needs to be clear that account will be taken of other policies in the local plan eg: protected species, landscape.

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<p>Portland.</p> <ul style="list-style-type: none"> • There was support for weymouth urban extension to incorporate land for employment to assist in achieving sub-regional objectives for more employment growth in Weymouth, as it may lessen the need to commute. Southill and Chickerell have been suggested as more appropriate sites due to their existing infrastructure. • There was support for a identifying a rolling 5 year supply of housing sites to achieve delivery of 280 dwellings per annum to 2026 in the borough, focused on the urban area of Weymouth to accommodate approx 250 dwellings per annum. approx 30 dwellings per annum will be provided within the settlements of Portland to support existing services. These figures were considered to be appropriate at that time and were derived from population projections agreed by the South West Regional Assembly. 	<p>development boundaries when answering.</p> <ul style="list-style-type: none"> • A similar order of priority was expressed when responding to the question on development types appropriate in the countryside, though in most cases there were smaller numbers of supporters than for the same developments in the settlements. Affordable housing and rural workers' dwellings were strongly supported. Wind turbines and other renewable energy developments such as biomass were supported by 34% and 38% of respondents respectively. A detailed submission relates to low impact development – defined as 'development which by virtue of its minimal or benign effect upon the local or global environment may be acceptable in locations where more conventional development would not normally be permitted'. It seeks changes to planning policies to allow for some such development. 	<p>flexible in terms of location requirements, but the redevelopment of rural buildings for residential uses should be controlled.</p> <ul style="list-style-type: none"> • Remove all Defined Development Boundaries (DDB's) • Enable smaller villages to introduce Defined Development Boundaries through Neighbourhood Plans. • Defined Development Boundaries, where allocated, should be flexible and easily reviewed. • Permit brownfield sites in smaller villages to be developed in connection with the needs of individual villages • Conduct a village audit of facilities using village/parish plans. Look at more than just basic facilities and consider distances and accessibility to facilities in towns. • Distribute development targets by proposing a more evenly 	

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<ul style="list-style-type: none"> It was suggested that the approach was necessary to meet the RSS figure. Others supported on the basis that there would be sufficient highway capacity, or improvements that necessary road improvements could be made, and that environmental and landscape constraints would be taken into account. There were however concerns regarding flood risk constraining capacity and that Portland would be an unsustainable destination for large scale development. Although another respondent doubted how the limited housing provision on Portland would support existing services. 		<p>spread quantum of development at villages and towns rather than large amounts at particular places.</p> <ul style="list-style-type: none"> The level of development should not exceed the level of need in that location, should be proportionate to the size of the settlement, and how large the settlement is compared to others in the district. Ensure that some areas / corridors are protected from development. Remove the current complicated requirement for “whole farm plans” to be submitted in support of planning applications 	

5 POLICY OPTIONS AND ALTERNATIVE APPROACHES CONSIDERED

- 5.1 Based on the review of background information and consultation findings; the key aims for the distribution of development within the plan area are:
- To help deliver a steady supply of employment and housing land to meet projected needs
 - That the distribution of development should be influenced by:
 - The needs, size and roles of the area's settlements, taking account any imbalances of housing or jobs
 - The benefits of concentrating most development locations where homes, jobs and facilities will be easily accessible to each other and there is a choice of transport modes,
 - The availability of land, and whether it has been previously developed (brownfield); and
 - The environmental constraints of the plan area.
 - That the strategic allocations should provide the main development opportunities and are fundamental to delivering sufficient development.
 - That the main towns and smaller settlements with defined development boundaries should continue to provide a supply of smaller sites through redevelopment and infill opportunities.
 - That neighbourhood development plans and other appropriate planning tools should be used to help bring forward new development, and may even allocate additional sites, or extend an existing (or add a new) development boundary to help deliver growth.
 - That away from existing settlements, development opportunities should focus on supporting the rural economy and long term management of the countryside and its unique character.
- 5.2 In plan-making there are usually alternative approaches to any proposed policy. It is important to consider these in order to justify the preferred approach. The following section sets out the reasonable strategic alternative policy options considered in relation to the Sustainable Pattern of Development chapter of the joint Local Plan.
- 5.3 Further consideration of these policy options are given in the Local Plan Sustainability Appraisal where each of the policy options are measured against a set of sustainability objectives.

HOUSING NUMBERS

- 5.4 The population in the plan area is set to increase. There is a growing need to find homes for people to live in, and yet the plan area is heavily constrained by a duty to protect our special environment. The following options were initially considered.

POLICY OPTION A	POLICY OPTION B	POLICY OPTION C
No New Housing allocations - limit development to just those sites coming forward from within previously defined development boundaries. (Approx 286 new homes a year in West Dorset and 94 in Weymouth and Portland)	Supply based on housing projections from the Strategic Market Housing Projections (470 new homes a year in West Dorset and 160 new homes in Weymouth and Portland)	Supply the absolute need for housing (Approx 753 new homes a year in West Dorset and 904 in Weymouth and Portland)

- 5.5 Option A is intended to limit the impact of housing on green field sites which is laudable. However there are two major problems with this approach. Firstly this would not provide enough housing to provide for the needs of the plan area. Secondly by not providing enough land for development there would be an increased risk that unsuitable sites may be permitted through the appeal process.
- 5.6 Option B is based on meeting the needs identified by the Strategic Market Housing Assessment projections. This would require additional development land outside the existing defined development boundaries, but would allow opportunities to address issues such as imbalances in employment and housing.
- 5.7 Option C would meet a much higher level of need consistent with assessments made in the Housing Needs Survey. Whilst this would assist greatly in meeting a higher level of demand there would be inevitably a much bigger impact on greenfield sites. Also this level of growth may prove to be undeliverable when compared with historic build rates.

OPTION 'B' WAS THE PREFERRED OPTION TAKEN FORWARD IN THE LOCAL PLAN.

CHANGES AS A RESULT OF MORE UP TO DATE INFORMATION

- 5.8 Since the publication of the Pre Submission Draft Local Plan more recent population and household projections have become available. These are based on the latest 2011 based projections. As a result of this the figure are changed to 455 new homes each year between 2011-2021 and 455-509 new homes each year between 2021-2031 in West Dorset and 162 new homes each year between 2011-2021 and 162-196 new homes each year between 2021-2031 in Weymouth and Portland.

THE DISTRIBUTION OF DEVELOPMENT

POLICY OPTION A	POLICY OPTION B	POLICY OPTION C	POLICY OPTION D	POLICY OPTION E
Allocate development in areas which takes account of the needs, size and roles of the area settlements.	Development in one area only (new, sustainable infrastructure could be provided, if necessary).	Proportionate increase in housing at all settlements	No new housing allocations outside of the defined development boundaries	Remove all Development Boundaries

- 5.9 Option A recognises the need for settlements to grow. Also this approach reflects sustainable development principles and presents opportunities to address imbalances in towns.
- 5.10 Option B presents an opportunity to maximise potential benefits that development can bring in one location. This would enable potentially the development of a major new sustainable centre, however this would not necessarily meet all the local needs within the plan area or assist in helping support existing town centres to prosper.
- 5.11 Option C does provide opportunities for settlements to grow in relative scale. However this approach does not allow for existing imbalances or that some settlements are more constrained than others.
- 5.12 Option D would aspire to protect green field sites. However the danger would be that it would not be possible to make enough land available within existing DDBs to meet local

needs and development proposals for developments in the countryside are likely to be then granted through appeal. Option D also does not assist with addressing current imbalances.

- 5.13 Option E would lack clarity as to where development would be appropriate and would make it more difficult to control development from occurring in areas which could have major detrimental environmental consequences. This approach would also miss an opportunity to focus growth in areas where it is most badly needed. Also this option does not assist in meeting the challenge of tackling climate change through adopting sustainable development principles.

OPTION ‘A’ WAS THE PREFERRED OPTION TAKEN FORWARD IN THE LOCAL PLAN.

RE USE OF RURAL BUILDINGS

POLICY OPTION A	POLICY OPTION B
Limit the reuse of buildings outside defined development boundaries to locations on the edge of settlements only.	Permit the reuse of buildings outside defined development boundaries irrespective of their proximity to settlements.

- 5.14 Option A aims to reduce additional traffic in rural areas and support facilities in settlements. There is a concern however that with this option a number of buildings across the plan area will become derelict, unsightly and potentially dangerous whilst they could still usefully provide a valuable purpose.
- 5.15 Option B recognises the contribution that existing buildings can make to meeting the needs of the plan area. However it could lead to additional vehicular trips and encourage an unsustainable development pattern. Any change would need to be read in conjunction with other policies in the plan such as those relating to safe vehicular access and efficient use of the highway network (Policy COM7).

OPTION ‘B’ WAS THE PREFERRED OPTION AND TAKEN FORWARD IN THE LOCAL PLAN

CHANGES AS A RESULT OF PRE SUBMISSION CONSULTATION

- 5.16 In response to the consultation on the Pre-Submission Local Plan this policy will also incorporate open market housing and built tourist accommodation within or adjacent to settlements with a defined development boundary or over 200 population or where the building can be tied to an existing property. This is to ensure a more flexible system for reusing rural buildings which make a positive contribution to local character.