

NORTH DORSET LOCAL PLAN 2011 – 2026 PART 1 EXAMINATION

HEARING STATEMENT

ISSUE 12

Implementation, Viability and Monitoring

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Question 12.1: In order for the plan to be found sound it must be effective. In order to test its effectiveness over the course of the plan period it must be capable of appropriate monitoring. The monitoring section confirms that a Monitoring Report will be prepared at least annually but it is not clear if this relates to all policies; to whom the Report would be presented; or what actions may be taken if the expected outcomes of the policies are not being achieved. Some of the targets in Figure 11.1 are very loose, for example 'minimise', 'reduce' and 'increase' and there are no time-related targets (e.g. dwellings built each year). Are these matters capable of more detailed appropriate measurement? How will the Council take action, to address any problems that arise, in a timely fashion.

- 1.1 Use of the Annual Monitoring Report (AMR) for monitoring is well established. The AMR (IMP001-IMP006) has been produced annually since 2005 and it is intended that this practice will continue (Local Plan Part 1 - LP1 - paragraph 11.5). The importance of monitoring is set out in LP1 (paragraphs 11.2-11.14).
- 1.2 The format of the AMR has already been changed in anticipation of its use for monitoring the new Local Plan. Indicators reported in the AMR relate to all policies in LP1 within a monitoring framework (set out as Figure 11.1) that primarily seeks to achieve the objectives of LP1, which are:
 - Objective 1 - Meeting the Challenge of Climate Change
 - Objective 2 - Conserving and Enhancing the Historic and Natural Environment
 - Objective 3 - Ensuring the Vitality of the Market Towns
 - Objective 4 - Supporting Sustainable Rural Communities
 - Objective 5 - Meeting the District's Housing Needs
 - Objective 6 - Improving the Quality of Life.
- 1.3 The objectives in LP1 relate to the overall vision and have been derived from an analysis of the issues and challenges facing the District. LP1 seeks to monitor performance against the objectives to make it more focused on achieving positive outcomes. The policies are tools that will help to deliver the objectives and the indicators and targets relate more to the specific policies shown in the final column of Figure 11.1. In establishing the monitoring framework the Council has ensured that there are achievement indicators and targets relating to all the policies in LP1.
- 1.4 The AMR is presented to elected members annually. After consideration by the Council's Senior Management Team it goes forward to the informal Planning Policy Panel and Cabinet. Covering reports are produced which highlight any changes in trends, identify problems with performance against indicators or targets, and suggest any actions which may need to be taken.
- 1.5 This process has not been followed in the last two years as elected members have been more directly engaged in the preparation of LP1. Once the monitoring

framework has been finalised in the adopted LP1, the process outlined above will be resumed and the AMR will continue to perform an important role in regularly monitoring the effectiveness of policies in LP1.

- 1.6 Using the AMR as a mechanism to monitor the previous District-wide Local Plan (adopted in 2003) has been successful. For example, it resulted in the Supplementary Planning Document (SPD) 'Managing Housing Land Supply in North Dorset' (COD037) being published in 2007 to deal with the issue of oversupply in the District and the resulting action saw the oversupply gradually diminish.
- 1.7 The indicators and targets set in LP1 were thoroughly considered so that they were both appropriate to the matter involved and reflected the Council's ability to realise effective and proportionate measurement. Much of the detail of how indicators and targets are measured is set out in the AMR and various indicators for which data is currently monitored in the AMR will continue to be monitored.
- 1.8 Providing such detail in Chapter 11 of LP1 would result in duplication and unnecessarily lengthen the plan. However, it is considered that it would be helpful to amend Figure 11.1 to better reflect current monitoring practice by:
- providing time lines, by showing which achievement indicators will be monitored annually; and
 - including an additional target under Objective 3 relating to the monitoring of the five-year supply of housing.
- 1.9 The further proposed changes to Figure 11.1 are shown in Appendix 1.
- 1.10 The action the Council will take to respond to problems or issues will depend upon the nature of the problem or issue that arises. There are a number of options for potentially resolving issues or dealing with problems. It may be possible to address some problems or issues through informal documents, such as interim position statements or the production of SPDs. The two-part approach to the local plan, coupled with the Council's strong support for neighbourhood planning will also enable some issues to be resolved through the Local Plan Part 2 or neighbourhood plans. Where more fundamental problems or issues arise, this could require a review of LP1.

Question 12.2: What are the main risks to delivery; does the Council have an appropriate fall-back position; and is there sufficient flexibility to accommodate any unforeseen circumstances? What are the triggers for a review of the document?

- 1.11 It is considered that LP1 and its policies have taken account of risks and unforeseen circumstances and are sufficiently flexible to take account of these.
- 1.12 The essential assumption underpinning the policies of LP1 is that of economic growth over the plan period. While outside the Council's control, it is recognised that there is a risk that this assumption may not prove to be valid in whole or part

as future economic growth may fall short of, or possibly exceed, that assumed. However, the Council has also recognised that it can take action in a number of ways to mitigate the risk of poor economic performance. These measures include policy-based action to deliver sustainable economic development (LP1 paragraph 6.14) and to ensure delivery of necessary infrastructure (LP1 Chapter 7). The Council is also pursuing other measures such as:

- promoting economic growth through the Dorset Local Enterprise Partnership's Strategic Economic Plan (SED014);
- working towards the objectives of the Council's Economic Development Strategy (SED015*);
- operating the North Dorset Economic Growth Fund;
- implementing the Supporting Business Initiative; and
- working on site-based initiatives, such as North Dorset Business Park, Sturminster Newton (see design and development brief - MTC011).

- 1.13 Should the economy prove to be stronger than assumed, the current availability of employment land exceeds that needed to meet the Plan's requirements over the plan period and so there is inbuilt resilience.
- 1.14 Other risks to delivery of the Local Plan Part 1 include:
- the viability of the main residential sites identified in LP1;
 - future rates of development; and
 - the provision of infrastructure.
- 1.15 The Council has prepared a Sustainability Appraisal (SA) (SUD003) and has also recently commissioned a Whole Plan Viability Study (WPVS). Both have contributed to the overall consideration of risks and uncertainties in preparing LP1. The WPVS, which will be available shortly, will advise on the viability of policies relating to the provision of affordable housing (taking account of the recent ministerial statement by Brandon Lewis MP) and policies relating to infrastructure. The Council will put forward further proposed changes, if required, to ensure that LP1 is viable. Changes that may be required as a result of the recent ministerial statement by Brandon Lewis MP are already set out in Document INS007.
- 1.16 Development rates will be monitored and if inappropriate trends emerge then appropriate remedial action will be taken (as outlined in paragraph 1.10 above).
- 1.17 Infrastructure delivery, as set out in the Infrastructure Delivery Plan (IDP) (SUD020), details the types of infrastructure required to support development over the plan period. This makes the costs clear and lists the delivery agents involved. Key items of infrastructure are already parts of established programmes (such as new schools and highway improvements) or will be delivered by way of negotiated Section 106 obligations.
- 1.18 The Plan has been positively prepared and is not overly prescriptive to allow a flexible approach to be taken while achieving the NPPF's and the Plan's objective of

achieving sustainable development. LP1 has struck a balance between providing certainty of delivery of the spatial strategy and providing detail on the planning parameters that developers can expect while ensuring that flexibility is embedded so that changing circumstances can be dealt with, in accordance with NPPF paragraph 14. For example, Policy 8: Affordable Housing allows for lower than specified levels of affordable housing to be provided on sites where viability may be threatened and Policy 23: Parking states that a different level of parking provision to that set out in the policy may be permitted, if it can be justified.

- 1.19 Finally, the Council reviews on a regular basis the North Dorset Local Development Scheme (SUD021), which will ensure that the key objective of the Local Plan, to deliver sustainable development, is embedded in Local Development Documents on a continuing basis. Periodic (5 yearly) review of LP1 itself (as encouraged by paragraph 12-008-20140306 of the PPG) will add to this process.

Appendix 1 - Amended Table 11.1

Figure 11.1: Monitoring Framework for the North Dorset Local Plan 2011 to 2026 Part 1

Objective 1 – Meeting the Challenge of Climate Change				
Objective 1 is to address the causes and effects of climate change by:	Intended Outcomes	Achievement Indicators	Targets	Policy
encouraging the use of sustainable construction techniques;	Improved energy efficiency in buildings and reduced carbon emissions from new build properties	Per capita Greenhouse gas emissions (CO ₂ equivalent)	Reduction since 2011 relative to 1990 levels	3
encouraging the use of renewable energy technologies appropriate to the local area; and	More widespread renewable energy generation	Renewable energy generation by installed capacity and type	Increase	3
		Percentage of total energy consumption from renewable sources	Increase	22
ensuring the wise use of natural resources, particularly previously developed land and water.	Water resources well managed	% of dwellings with water meters installed	Increase	3
	Reducing risk of fluvial flooding to development	Number of planning applications approved annually contrary to Environment Agency advice	Zero	3
	Amount of housing development on previously developed land maximised	Annual amount of housing development on previously developed land	35% of new housing development on previously developed land	7

Objective 2 – Conserving and Enhancing the Historic and Natural Environment

Objective 2 is to conserve and enhance the environment of North Dorset by:	Intended Outcomes	Achievement Indicators	Targets	Policy
ensuring that North Dorset's wildlife, landscape and cultural heritage are protected and well managed;	No net increase in urban pressures on the heaths as a result of additional residential development between 400 metres and five kilometres of heathland	Dorset Heathlands, money collected from development in North Dorset	Monitor and report on projects (audit trail)	4
	No increase in air pollution at Rooksmoor SAC and Fontmell & Melbury Downs SAC due to additional development in the area	Traffic flows on the SAC roads through Rooksmoor SAC and at Fontmell & Melbury Downs SAC	No increase in air pollution along the SAC roads	4
	All wildlife sites protected	Changes in areas of international, national and local biodiversity importance (qualitative and quantitative)	Monitor	4
	Internationally / nationally important wildlife and geological sites protected and enhanced	Number (or area) of new SSSIs designated per annum	Monitor	4
		Number of planning applications approved against Natural England advice	Zero	
		Condition of international	No international sites /	

		sites / SSSIs (including recreational impacts on Fontmell & Melbury Downs, the long term effectiveness of the site management measures at Rooksmoor, implementation of the Poole Harbour SPD and urbanisation impacts on Dorset Heathlands (outcomes from Heathlands SPD))	SSSIs adversely affected by development	
	Local biodiversity improved	Number of declared Local Nature Reserves	Monitor	4
		Extent of Local Nature Reserves	1 hectare per 1,000 population	
	Areas of Outstanding Natural Beauty protected from inappropriate development	Number of planning applications approved against AONB Management Board advice	Zero	4
	Tree Preservation Orders maintained	Number of occurrences of unauthorised works to protected trees	Reduce	24
		Number of new TPOs made per annum	Monitor	
	Heritage assets of historic or architectural importance	Number of heritage assets on the national at risk register	Reduce	5

	protected			
encouraging design that maintains the quality of the District's built and natural environment; and	Quality of areas and buildings safeguarded	Number of new Conservation Areas designated	Monitor	5
		Number of Conservation Areas with up to date Appraisals and Management Proposals	All	
ensuring that the District's residents are able to enjoy their homes and public places without undue disturbance or intrusion from neighbouring uses.	Residents' enjoyment of private and public places and spaces not compromised	Number of noise nuisance complaints received	Zero	25
		Number of cases of dust or other types of pollution received	Zero	

Objective 3 – Ensuring the Vitality of the Market Towns

Objective 3 is to support the role and function of the market towns of Blandford Forum (and Blandford St. Mary), Gillingham, Shaftesbury and Sturminster Newton as the main service centres for the District by:	Intended Outcomes	Achievement Indicators	Targets	Policy
making them the main focus in the District for housing development, including affordable housing;	Appropriate distribution of housing land achieved	Annual distribution of new housing development across district	Homes built 2011 to 2026: Blandford about 1,110 (26%) Gillingham about 1490 (34%) Shaftesbury about 1140 (26%) Sturminster Newton 380 (9%)	6 16 17 18 19
	Development concentrated in main towns	% new development in main towns per annum	All development located in accordance with Core Spatial Strategy	2
	Appropriate supply of housing land maintained	Overall annual average provision of new dwellings in North Dorset	Average annual net additional dwellings provided at about 280 dpa	6
		Amount of housing land available per annum	Five year supply of housing land maintained	6 7

enhancing their employment and training opportunities, particularly through the provision of sufficient employment land, to meet the growing needs of the towns and their hinterlands;	Existing and future commercial and industrial development safeguarded	Annual provision of employment land	About 26.2 ha of employment land developed by 2026 of which at least: Blandford about 6.0 ha Gillingham about 9.2 ha Shaftesbury about 7.1 ha Sturminster Newton about 2.4 ha	11
		Annual amount of employment land lost to non-employment uses	None	
		Annual amount of employment land developed per annum	Monitor	
		Annual net commercial floorspace completions	Monitor	
focusing an improved range of retail, cultural and leisure uses within the town centres;	Retail viability of town centres safeguarded and market town functions strengthened	Annual net industrial/commercial floorspace completions within town centres	Monitor	12
		Amount of primary town centre retail frontage lost per	None	

		annum		
		% and number of vacant premises in town centres per annum	Minimise	
		Amount of retail / main town centre uses floorspace allowed outside town centres per annum	Monitor	
improving health, education and community services to meet the needs of the towns and their rural hinterlands;	More accessible healthcare facilities	Proportion of new housing within 30 minutes by public transport of key healthcare facilities	Increase	14
	Appropriate and sufficient primary school places available and accessible	Adequate size and location of Primary school places to meet North Dorset's needs	By 2026 additional Primary Forms of Entry: Blandford 2 Gillingham 2-3 Shaftesbury 2-3 Sturminster Newton 2	14
	Appropriate and sufficient secondary school places available and accessible	Adequate size and location of Secondary school places to meet North Dorset's needs	By 2026 additional Secondary Forms of Entry: Blandford 1 - 1.5 Sturminster Newton 1	14
improving sustainable transport links and accessibility within the towns; between the towns and the	Less use of the private car	Proportion of new housing within 30 minutes by public transport of key facilities	Increase	13

villages in their rural hinterlands; and, through improved linkages with strategic transport networks;	Extended use of North Dorset Trailway	Length of Trailway available for use	Increase	
	More cycling trips	Annualised index of cycling trips at selected monitoring sites	Increase	
securing the delivery of mixed use regeneration on previously developed land in accessible locations;	Amount of development on previously developed land maximised	Amount of new development on previously developed land per annum	35% of new development on previously developed land	7
ensuring that housing development is delivered in step with employment opportunities, community facilities and infrastructure; and	Appropriate infrastructure provided in a timely and efficient manner	Number of residential planning applications approved which include a Section 106 planning obligation providing a contribution towards necessary on-site services / infrastructure	Monitor	2
		Number of identified infrastructure schemes delivered on time	100% of identified infrastructure delivered on time	13
		Amount of developer contributions received	Monitor	14
		Cost of identified infrastructure schemes delivered	No schemes delivered over budget	15
	Co-ordinated development of	Integrated and co-ordinated	Monitor	21

	Strategic Site Allocation at Gillingham	development of strategic site in Gillingham according to development programme/phasing plan		
taking account of the effects of any interaction between the towns themselves and with the large towns and cities in neighbouring districts.	Duty to cooperate fulfilled	Implementation of, and adherence to, working arrangements, protocols etc. involving other authorities	Monitor	16 17 18 19

Objective 4 – Supporting Sustainable Rural Communities

Objective 4 is to enable a network of sustainable smaller rural communities where local services and employment opportunities enable day-to-day needs to be met locally by:	Intended Outcomes	Achievement Indicators	Targets	Policy
adopting a general policy of restraint outside the District's four main towns, whilst also enabling essential rural needs to be met;	Appropriate distribution of housing land achieved	Annual distribution of new development across district	By 2026 levels of new development in Stalbridge, Villages and Countryside: at least 230 new dwellings (5%)	6
	Development in Stalbridge, the villages and the countryside limited	% new development in Stalbridge, the villages and the countryside per annum	All development located in accordance with Core Spatial Strategy	20
	Essential need for rural exception housing met	Number of dwellings granted planning permission on rural exception sites per annum	Monitor	9
	Replacement dwellings of appropriate size allowed	Number of dwellings granted planning permission as replacements more than 50% larger than original	Monitor	28
	Dwellings with residential occupancy conditions attached allowed where appropriate	% of applications for dwellings with residential occupancy conditions attached granted planning	Monitor	33

		permission		
	Residential occupancy conditions attached removed where appropriate	% of applications for removal of residential occupancy conditions granted planning permission	Monitor	33
	Redundant agricultural buildings in the countryside put to use	Loss of agricultural land and buildings to other use per annum	Monitor	29
	Existing and future commercial and industrial development safeguarded	Provision of employment land per annum	About 26.2 ha of employment land developed by 2026 of which at least 1.6 ha outside the four main towns	11
	Existing rural employment sites extended beyond existing curtilage / area of lawful use	Number of rural employment sites granted planning permission for significant extension beyond existing sites	Monitor	30
focusing on meeting local (rather than strategic) needs in Stalbridge and the District's villages;	Essential need for rural exception housing met	Number of dwellings granted planning permission on rural exception sites per annum	Monitor	9
	Use of rural buildings maximised	Number of conversion of agricultural buildings to residential or other use per annum	Monitor	11
enabling individual rural	Planning policies developed at	Number of neighbourhood	Monitor	2

communities to plan to meet their own local needs, especially through neighbourhood planning; and	the local level	plans adopted per annum		
	Support provided for rural businesses	Number of VAT registrations recorded per annum involving rural businesses	Increase	11
securing the retention, enhancement and future viability of local community facilities and local services.	Appropriate and sufficient community facilities available and accessible	Amount of community building floorspace	Increase	14
	No loss of community facilities	Number of community facilities lost per annum	Zero	27
		Number of community facilities listed as 'Asset of Community Value' lost	Zero	

Objective 5 – Meeting the District’s Housing Needs ¹				
Objective 5 is to deliver more housing, including more affordable housing, that better meets the diverse needs of the District by:	Intended Outcomes	Achievement Indicators	Targets	Policy
ensuring that new dwellings contribute to overcoming the affordable housing shortfall;	Appropriate provision of affordable housing made	Number of affordable homes approved per annum	30% of new dwellings within Gillingham provided as affordable	8
			35% of new dwellings within the Gillingham southern extension provided as affordable	
			40% of new dwellings elsewhere in the District provided as affordable	
ensuring that the type, design and mix of housing reflects housing needs in up-to-date assessments;	Mixed and balanced communities	Proportions of 1/2 and 3/3+ bedroom dwellings granted planning permission per annum	40% of market housing made up of 1 or 2 bedroom dwellings	7
			60% of market housing made up of 3 or more bedroom dwellings	
			60% of affordable housing	

¹ The first two bullets of Objective 5, relating to the spatial distribution of housing development, have been omitted from the monitoring framework. The housing related achievement indicators and targets for Objective 3 (first bullet) and Objective 4 (first bullet) provide the monitoring framework for Objective 5 bullets 1 and 2 respectively.

			made up of 1 or 2 bedroom dwellings	
			40% of affordable housing made up of 3 or more bedroom dwellings	
ensuring that housing is designed to support the changing needs of its occupants and users; and	Housing needs of particular groups met	% of dwellings granted planning permission subject to occupancy age restriction	Monitor	7
	High quality of new development in North Dorset achieved	Number of schemes achieving green lights in Building for Life assessment per annum	Monitor	24
ensuring that sufficient, sustainably-located sites are provided to meet the needs of gypsies, travellers and travelling show people in the District.	Needs of travelling community met	Number of authorised public and private sites (both permanent and transit) and numbers of pitches on them	Monitor	10 26
		Number of unauthorised sites	Zero	10 26

Objective 6 – Improving the Quality of Life				
Objective 6 is to improve the quality of life of North Dorset’s residents, particularly the older population and the young, by:	Intended Outcomes	Achievement Indicators	Targets	Policy
encouraging the provision and retention of viable community, leisure and cultural facilities both in the main towns and rural communities;	Appropriate and sufficient leisure facilities available and accessible	Loss of local sports pitches and recreation grounds	None	14
	Appropriate and sufficient community facilities available and accessible	Amount of community building floorspace	Increase	14
	No loss of community facilities	Number of community facilities listed as 'Asset of Community Value'	Monitor	27
retaining the current range of healthcare and education services and ensuring that additional healthcare and education facilities are provided in accessible locations;	Enhanced healthcare facilities	Number of new facilities/ extended facilities available	Monitor	14
		Number of GPs in North Dorset	Monitor	
	Healthcare facilities more accessible	Proportion of new housing within 30 minutes by public transport of key healthcare facilities	Increase	14
ensuring that a network of multi-functional Green Infrastructure	Allotments generally available to meet local demand	Number of new allotment plots provided	1 plot per 60 residents	15

including sport and recreation facilities, open and natural space, is provided across the district;	Appropriate and sufficient amenity greenspace available and accessible	Amount of new formal and informal open space provided within settlements	Monitor	15
		% of open space managed to Green Flag standard	Increase	
securing an integrated approach to private and public transport (including parking provision and management), which improves accessibility to services; and	Enhanced accessibility to services and employment for residents	% of households satisfied with bus services	Monitor	13 23
		Number and location of new public car parking spaces provided	Monitor	
		Travel Plans secured for housing developments of 80+ dwellings per annum	Monitor	
		% of households within 30 minutes of employment centre by public transport	Monitor	
ensuring that development makes a positive contribution to enhancing existing and providing new transport infrastructure.	Greater consideration of impact of development on transportation	Number of housing developments of 80+ dwellings approved with a transportation related Section 106 planning obligation attached per annum	100%	13