



Supplementary Planning Document  
**Planning Obligations Guidelines**

Adopted - February 2010



*Working for West Dorset*

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# EXECUTIVE SUMMARY

Housing and other kinds of development can put pressure on existing community facilities, infrastructure and services. As a planning authority, we can ensure that measures are put in place so that what is needed is delivered hand in hand with the development. The way this is done is generally through the use of a legally binding agreement with the developer, known as a planning obligation. Planning obligations must be fairly and reasonably related to the proposed development in terms of their scale, type and location. For example, it wouldn't be fair or reasonable to expect sheltered housing for the elderly in Lyme Regis to provide funding for a toddler's playground in the town, or to improve a doctor's surgery in Sherborne.

The aim of these guidelines is to provide a consistent, clear and predictable approach to applying planning obligations. This should reduce delays and help make sure that any applicant understands the full costs of the development from the start. The council has worked closely with developers, landowners, local community representatives and utility and service providers in preparing these guidelines. The guidance is in line with the adopted West Dorset District Local Plan (2006) and the information provided will also help shape future planning policies.

The range of community facilities, infrastructure and services covered by planning obligations includes:

- Affordable housing (both social rented and other types of provision)
- Public open space (from parks and play areas to allotments and natural green spaces)
- Community halls, indoors sports centres, arts centres, libraries and museums
- Roads, bus services and pedestrian and cycle routes
- Schools and doctors surgeries
- Waste collection and disposal, and coast protection schemes

The guidance sets out what information should be submitted with an application. It says what types of development will trigger the need for planning obligations, and how this may vary by location. The level of provision expected in the towns and villages is outlined, and funding will only be collected where there is an identified need. The guidance also includes information on the likely costs and what can be done if the level of planning obligations required makes the development too costly to build. An online calculator is available to assist in calculating the cost of those contributions, and online costs and information sheets will be updated annually to reflect inflationary increases. A background information document has also been produced that contains a lot of information on community facilities and services in West Dorset. We will try to keep this information up-to-date, so if you know of a facility or project that should be included, please tell us.

We have used a simple, practical approach to collecting and distributing funding for community facilities, infrastructure and services. Local areas based around the main towns have been defined and contributions made within these areas may be pooled towards appropriate projects in that area.

One of the main changes that this guidance introduces is that we will start collecting contributions from all scales of development, not just large development sites. The lowest 'unit' for collecting contributions has been set at a net gain of one dwelling (so residential extensions and one-for-one replacements are excluded) and 100sq.m floorspace increase for most other types of development.

We are also collecting contributions towards a wider range of community facilities than generally has been achieved in the past. We are working closely with service providers such as the Dorset NHS, various arms of the county council, the town and parish councils, and other partners like the local area partnerships and Dorset Wildlife Trust. So not only are services delivered effectively, but issues are better understood.

These guidelines were adopted as planning policy on 2 February 2010, and form part of the council's local development framework. Special measures have been agreed for planning applications that are registered before 6 April 2010, to make sure that in these difficult economic times development is not unduly affected or delayed by the introduction of these guidelines. Details of these temporary measures can be viewed in section 1.3 of these guidelines.

# I. INTRODUCTION

## I.1. The need for guidance on planning obligations

- I.1.1 New housing and other kinds of development can put pressure on and potentially overstretch, existing community facilities, infrastructure and services. As a planning authority, we can ensure that measures are put in place so that the infrastructure and services needed are delivered hand in hand with the development. This can include the provision of very different types of infrastructure, such as transport, schools and health centres, flood defences, play areas, parks and other green spaces, many of which are already provided in part by local or central government funding.
- I.1.2 These guidelines aim to ensure we take the most appropriate steps to secure the right level of provision in the right places. They will provide a consistent, clear and predictable mechanism for approving planning obligations. This should reduce delays in processing the legal agreements and assist developers in assessing land values at the outset.
- I.1.3 For many years the need for infrastructure and services on large development sites has been highlighted in the adopted site specific policy and subsequently considered through the planning application process. With this guidance in place, we are now better placed to collect contributions from all levels of development, providing more funds for much needed improvements in community facilities, infrastructure and service provision across the district.
- I.1.4 On large development sites, we would still encourage an early dialogue between the developer and the council, due to the probable need for on-site measures.

### ***What is a planning obligation?***

- I.1.5 The way that community facilities, infrastructure and services to cater for new development are secured (or contributions towards their provision made), is generally through the use of a legally binding deed or agreement<sup>1</sup>, known as a planning obligation.
- I.1.6 This agreement can either be a commitment by the applicant or developer (and any others that may have an interest in the land), known as a unilateral undertaking, or be made between the council and relevant parties under Section 106 of the Town and Country Planning Act, known as a Section 106 agreement. The obligations created normally run with the land so that they can still be enforced by the planning authority if the land changes ownership.
- I.1.7 A planning obligation normally requires something to be done, or can be used to impose restrictions. Planning obligations often result in a one-off payment from the applicant or developer to help fund new or improved facilities, infrastructure or service provision.
- I.1.8 There are certain criteria that must be met to justify imposing a planning obligation<sup>2</sup>. These are that a planning obligation must be:
- Relevant to planning
  - Necessary to make the proposed development acceptable in planning terms
  - Directly related to the proposed development
  - Fairly and reasonably related in scale and kind to the proposed development
  - Reasonable in all other respects

<sup>1</sup> In this context the word 'agreement' is used to include unilateral undertakings

<sup>2</sup> These are set out in Circular 05/2005 Planning Obligations, July 2005

- 1.1.9 In short, any financial contributions should be used to fund the community facilities and infrastructure needed by that development. They are not meant to act as an inducement to allow development that is unacceptable in planning terms, or to remedy existing deficiencies or provide routine repairs and maintenance to an existing facility. But they can either fund new infrastructure or improvements to an existing facility which would have increasing pressure placed on it by new development, if this is necessary to make the proposed development acceptable in planning terms.
- 1.1.10 If an applicant will not enter into a planning obligation, and the need for community facilities or infrastructure generated by that development would go unmet, then the application would be contrary to policy and planning consent for the development is likely to be refused.

### ***To what extent will this fund community facilities?***

- 1.1.11 Planning obligations are calculated on the basis that they should mitigate the impact of that development. Although funding collected from planning obligations can help improve community facilities (because the funds will be used to provide the infrastructure for that development), if there is a significant existing shortfall it will still be necessary in most cases to attract additional funding from other sources, for example through government funding to the infrastructure provider, grants or even raising local council precepts.
- 1.1.12 Local communities should not rely on planning obligation funds to address existing problems. The amount of money that may be made available will depend on the type and number of homes and other buildings proposed in that area. And in many cases planning obligations money will not fund all the projects which a community feel are needed. Communities are likely to need to find funding from other sources, and this council can help with advice and some small grant aid (such as the Leisure Development Fund).

## **1.2. How to use this document**

1.2.1 This guidance clearly sets out:

- What community facilities, infrastructure and services may be covered by planning obligations
- What types of development will trigger the need for planning obligations and how this may vary by location and the nature of the site
- The likely costs and what can be done if the costs make the development uneconomical
- How the costs will be updated
- What information should be submitted with an application
- Issues that need to be considered in the preparation of the core strategy or a future review of these guidelines

1.2.2 An online calculator is available to assist in calculating the cost of those contributions, and online costs and information sheets have also been produced and will be updated annually to reflect inflationary increases. We also provide standard agreements that can be used for the majority of developments that require a planning obligation.

### ***What is in the guidelines and background papers***

- 1.2.3 The remaining sections in this chapter include information on the planning status of this document, the planning policy context (an overview of national and local policies), how and when these guidelines will be reviewed, and who to contact for further information.
- 1.2.4 Chapter 2, on procedural issues, explains what types of development will trigger a contribution, how to

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make a developer contribution, what to do if a scheme isn't financially viable, and how the council will use any funds collected. Chapter 3, on communities, recognises that we need a simple, practical approach to collecting and distributing funding for necessary infrastructure so that contributions can be pooled towards appropriate projects. Local areas are defined for this purpose. It also provides information on household formation so that the level of contribution can be calculated to fairly and reasonably relate to the scale of development proposed.

- I.2.5 The next eight chapters look at different types of infrastructure in turn, and what will be expected from new development.

## **4. Affordable housing**

Explains what we mean by affordable housing, who can provide it, and who can occupy it. It also sets out requirements for the types and tenures of affordable housing provided through planning, and what safeguards need to be put in place so that the housing remains affordable for as long as the need exists.

## **5. Public Open Space**

Outlines the different types of open space found in the district, the standards of space expected for new development, when these should be provided on-site, how off-site contributions will be calculated, and what types of development may be exempt from making a contribution.

## **6. Culture and leisure facilities**

Covers community halls and indoor sports facilities, provision for the arts, museums and libraries. It outlines what facilities should be available in the different towns and villages, how off-site contributions will be calculated, and what types of development may be exempt from making a contribution.

## **7. Transport**

Looks at the provision of transport infrastructure (for pedestrians, cyclists, public transport and motor vehicles) in terms of what strategic projects are needed to address the likely impact of new development, and how this will be funded.

## **8. Education**

Explains how education is provided in West Dorset, the basis for collecting financial contributions towards improving schools, and where this is needed.

## **9. Health care and social services**

Focusses on the work of NHS Dorset, how development can increase pressure on existing facilities, and how funding will be collected to improve facilities in line with population growth.

## **10. Waste management**

Considers the services provided by the district and county councils for the collection and disposal of waste, and calculates what funding is needed to improve facilities in line with population growth.

## **11. Coast protection**

Sets out the funding needed for Phase 4 of the Lyme Regis Coast Protection Scheme that aims to provide long-term coast protection for the town.

- I.2.6 The final chapter of this document focuses on issues for future planning policy reviews. This includes both how we might change existing policies, and what other types of infrastructure may need to be included in a future review (such as public toilets, local drainage improvements and renewable and low-carbon energy provision).

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- I.2.7 A glossary has been included to provide easy reference to some of the planning terms used.
- I.2.8 A separate background information document has also been produced that contains a lot of information on community facilities and services in West Dorset. In particular, it covers:
- Public open space
  - Culture and leisure facilities
  - Transport and highway improvements
  - Schools and colleges
- I.2.9 This information will be checked through liaison with the county council, town and parish councils and other service providers on a yearly basis and updated where necessary. If you know of a facility or project that should be included in the document, please tell us.
- I.2.10 Much of the information on costs included throughout these guidelines has been drawn from local examples and from comparison with other council's charges. Other costs (such as for health care and waste disposal) were provided by the relevant infrastructure providers. Where possible, it has been provided on a cost per m<sup>2</sup> (per square metre) or equivalent basis. In some circumstances (such as for schools and community venues) the council has relied on nationally accepted costs in the absence of better local information, and this has been made explicit in the text.
- I.2.11 It should be noted that although this document aims to set out the standard contributions that will normally be required from new development, there will be cases where local circumstances specific to a development site may require other contributions or undertakings to be made.

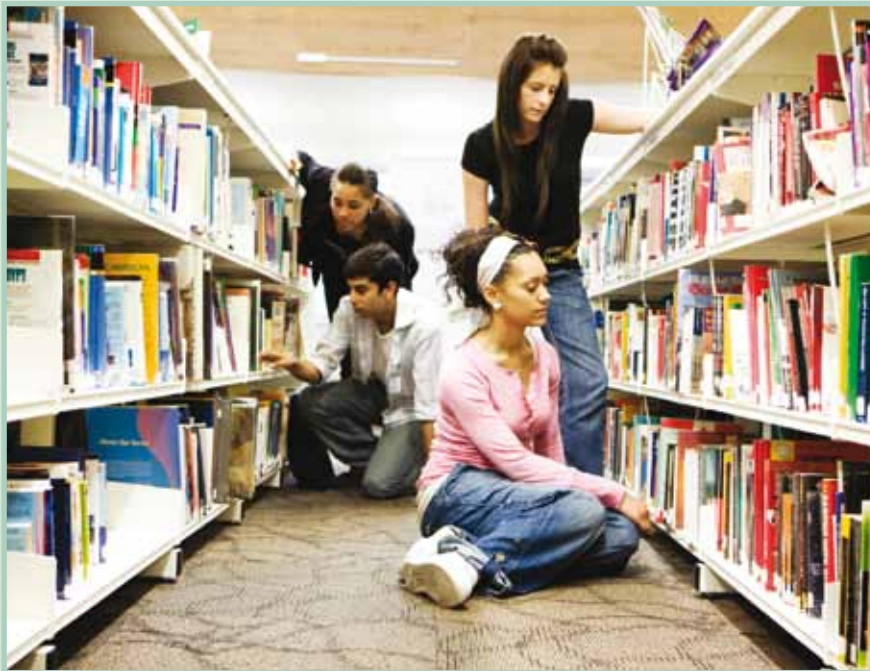
## I.3. The planning status of this document

- I.3.1 This planning guidance supplements policies contained in the adopted West Dorset District Local Plan (2006). It cannot introduce new requirements that have not been included in the adopted development plan. New requirements and changes to the overarching policies will be considered through the preparation of the core strategy (which will replace the adopted local plan).
- I.3.2 The council worked closely with developers and landowners, local communities and utility and service providers in preparing these guidelines. We sent out requests for information, attended meetings and held a number of focussed workshop sessions on key topics. Comments on the draft guidelines were invited during the 6 week consultation period from 27 October to 8 December 2009. The council considered all the concerns raised and made changes to the guidelines as a result. A summary of both consultation stages, the issues raised and changes made is available from the council offices and online at [www.dorsetforyou.com/planningobligations/west](http://www.dorsetforyou.com/planningobligations/west).
- I.3.3 The guidance was adopted by West Dorset District Council as a Supplementary Planning Document on 2 February 2010. As such, it is a material consideration in deciding planning applications. The importance given to the guidance when making planning decisions will reflect the fact that it has been subject to considerable public consultation and is in line with the development plan.
- I.3.4 At the Executive Committee members agreed that there should be a transitional period to support and stimulate the development market. This would ensure that the majority of current applications and those about to be submitted are not unduly affected or delayed by the introduction of these guidelines in what are difficult economic times. The guidelines and new charges will apply from the date of adoption of this document. However, for all non-major



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applications<sup>3</sup> registered before 6 April 2010, applicants may opt to have their application determined against the old guidance [see para 1.3.5 below]. For all major development<sup>4</sup> applications registered before 6 April 2010, except those considered to be large-scale major developments<sup>5</sup>, applicants may also opt to have their application determined against the old guidance, provided that they enter into a legal agreement which binds them to having made a substantial start on the approved development by 6 April 2012. A substantial start will be defined in the agreement, but is likely to require the completion of key sections of infrastructure or the substantial completion of the first units. If the development is not substantially started within this period, then the full obligations set out in this guidance will apply.



<sup>3</sup> non-major development includes all development types that are neither major or largescale major (see below). It also includes householder development

<sup>4</sup> major development is defined as follows:

For residential developments, a major site is one where 10 or more dwellings are to be constructed or, if this is not known, where the site area is 0.5 hectares or more. For other types of development, a major site is one where the floorspace to be built is 1,000 square metres or more, or the site area is 1 hectare or more.

<sup>5</sup> largescale major developments are defined as follows: For dwellings, a largescale major development is one where the number of residential units to be constructed is 200 or more. Where the number of residential units to be constructed is not given in the application a site area of 4 hectares or more should be used as the definition of a large scale major development. For all other uses a largescale major development is one where the floor space to be built is 10,000 square metres or more, or where the site area is 2 hectares or more.

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1.3.5 This guidance replaces the Interim Affordable Housing supplementary planning guidance (January 2004), the draft supplementary planning guidance on public open space and recreational facilities developer contributions (September 2004), the principles for negotiating adopted by the Executive Committee (January 2008) and the Use of Planning Obligations for Heathland Mitigation: Interim Approach adopted by the Executive Committee (July 2008).

## 1.4. Planning policy context

1.4.1 The following provides a broad overview of the planning policies that provide the framework for agreeing planning obligations.

Topic	Policy	Requirement
Affordable housing	HS3	<b>Affordable Housing within Defined Development Boundaries</b> “... the District Council will negotiate to secure in the region of 35% of affordable housing” This applies on sites for 15 or more dwellings / or ≥ 0.5ha within the towns (excluding Beaminster), and on sites for 3 or more dwellings or ≥ 0.1 ha within the remaining settlements”
	HS4	<b>Local Needs Affordable Housing outside Defined Development Boundaries</b> “The District Council will, as an exception to normal policy, permit residential development on small sites within or adjacent to established villages provided that the proposal fulfils a demonstrable local need for affordable housing ...[and] the District Council is satisfied that secure arrangements are made to ensure that the benefits of affordable housing will be enjoyed by successive as well as by initial occupiers of the properties. This will be achieved through a S106 agreement under the Town And Country Planning Act 1990, or by planning condition”
Transport infrastructure	TRAN13	<b>Contributions to costs of providing or improving transport infrastructure</b> “Development will not be permitted unless adequate transport infrastructure to serve that development is available or can be provided...”
	(TRANS, 8,10,11 & AH14)	Obligations may also be related to the requirements set out in further policies relating to <b>Parking Provision, Cyclists and Pedestrians, Loss of Pedestrian or Cyclist Routes, Cycle Parking Facilities, and Road Safety</b>
Recreation (including green infrastructure)	IN4	<b>Recreational Space In New Housing Developments</b> “Where new development will generate a need for play space, this should be provided on site or by means of a financial contribution to the enhancement of an existing facility or the provision of a new facility which is related to the needs of the development and is reasonably accessible from it.”
	(C7b)	Obligations may also be related to <b>C7b - Retention of Open Space and Recreational Facilities</b> to secure alternative provision, the provision of works of art at gateway locations or other appropriate landmarks under <b>IN6 - Public Art.</b>
	(IN6)	

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Topic	Policy	Requirement
<b>Recreation (including green infrastructure)</b>	<b>(SA1)</b>	Obligations can be required to provide appropriate mitigation to address <ul style="list-style-type: none"> <li>• <b>SA1 - Area of Outstanding Natural Beauty</b> where the existing development is visually of poor quality and there is an opportunity to secure visual enhancements</li> </ul>
	<b>(SA11)</b>	<ul style="list-style-type: none"> <li>• <b>SA11 - other land of nature conservation interest</b> where there are opportunities for the restoration and re-creation of biodiversity action plan habitats and wildlife corridors (particularly where development is in close proximity to existing heathland that would cumulatively have an adverse ecological impact)</li> </ul>
	<b>(SA13)</b>	<ul style="list-style-type: none"> <li>• <b>SA13 - Protection of Regionally Important Geological and Geomorphological Sites (RIGS)</b> where such sites may need to be made available for teaching and/or research</li> </ul>
	<b>(SA24)</b>	<ul style="list-style-type: none"> <li>• <b>SA24 - Sites of Regional or County Archaeological Significance</b> when there is a need for the storage, display, interpretation and publication of finds</li> </ul>
<b>Education and childcare</b>	<b>IN5</b>	<b>Planning Obligations for the provision of community infrastructure</b> “Where new development will generate a need, or add significantly to an existing need, for local community infrastructure, provision will be sought on site as part of the development or, where appropriate, developer contributions will be sought and secured by means of a legal agreement, as a contribution towards the cost of alternative provision in the locality.”
<b>Culture and leisure - community halls, arts provision, museums and libraries</b>		
<b>Health care and social service provision</b>		
<b>Community safety</b>		
<b>Coast protection</b>		
<b>Public toilets</b>		
<b>Waste management and recycling facilities</b>	<b>INI</b>	<b>Service Infrastructure</b> “Development will not be permitted where the necessary service infrastructure, including energy supplies, drainage, sewerage, sewage treatment and water supply is not available, and the problems associated with the lack of such facilities cannot be overcome by a suitable legal planning agreement or condition.”
<b>Renewable and low-carbon energy provision</b>		
<b>Local drainage improvements</b>		

## National policies

1.4.2 National planning policy (PPSI) advises that planning obligations are a legitimate way to ensure that the impact of proposed development does not adversely affect the local community. Specific guidance on planning obligations<sup>6</sup> sets out the statutory framework for planning obligations. This includes the five tests outlined in para [1.1.8]. It also acknowledges that where the impact of a number of developments creates the need for infrastructure, it may be reasonable for associated developers’ contributions to be pooled, in order to allow the infrastructure to be secured in a fair and equitable way. It encourages the application of formulae and standard charges as part of a framework for negotiating and securing planning obligations.

<sup>6</sup> Circular 05/2005 Paragraph B21

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- 1.4.3 National guidance on development plans (PPS12) recognises the benefits of infrastructure planning, which should consider the infrastructure required to support development, costs, sources of funding, responsibilities and timescales for delivery, and possible gaps in funding. The outcome of the infrastructure planning process should inform the core strategy and should be part of a robust evidence base. It also recognised that contingency planning, showing how the core strategy objectives will be achieved under different scenarios, may be necessary in circumstances where provision is uncertain.

## ***The Community Infrastructure Levy (CIL)***

- 1.4.4 For some time central government has been considering how the system for collecting developer funding for infrastructure could be improved.
- 1.4.5 The 2008 Planning Act introduced the potential for local councils to operate a charging system (or tariff approach) to collect funding for local infrastructure from all new residential, commercial and all other types of developments, known as the Community Infrastructure Levy (CIL).
- 1.4.6 The Community Infrastructure Levy is being promoted as a tool for councils to use, as part of the local development framework<sup>7</sup>. It is expected that as well as funding local infrastructure the CIL will also help collect funding for sub-regional infrastructure identified in the Regional Spatial Strategy (RSS).
- 1.4.7 The council can continue to use planning obligations (and the methods outlined in this guidance) until April 2014. If the council decides to use the levy, this would be instead of general (non site specific) contributions collected through planning obligations. The introduction of the levy would not affect or seek to duplicate planning obligation agreements already in place.
- 1.4.8 The Community Infrastructure Levy system regulations have now been published.

## ***Local policies***

- 1.4.9 The West Dorset District Local Plan was adopted in 2006. This includes a number of specific policies that may require a planning obligation. These policies are also supported by the adopted Structure Plan Implementation Policy E and Housing Policy G. Planning obligations can be sought for the provision of affordable housing, transport infrastructure, recreational space and more general local community and service infrastructure, including health facilities, education provision and libraries, energy supplies, drainage, sewerage, sewage treatment and water supply. The table at the start of this section provides a brief summary of the relevant policies.



<sup>7</sup> The local development framework is made of a range of planning policy documents that set out the local planning policies for the area. Although not a development plan document, the charging schedule will need to be considered at a public inquiry with the Planning Inspectorate.

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## I.5 Monitoring and review

- I.5.1 The production of the core strategy for West Dorset, which will be accompanied by an infrastructure delivery plan and replace the adopted local plan, will trigger the need to review the policies contained within this planning document.
- I.5.2 The cost information contained in this guidance is current for the date of adoption (2 February 2010). Costs will be index-linked<sup>8</sup> and reviewed annually. Up-to-date information sheets on the costs, reflecting any changes in inflation, will be produced and made available at the council offices and on [www.dorsetforyou.com/planningobligations/west](http://www.dorsetforyou.com/planningobligations/west).

## I.6 Who to contact for further information

- I.6.1 If you have a particular query about a planning obligation in relation to a site, in the first instance you should talk to the development control case officer (if you have entered into discussions about a particular site). If you would like further guidance about affordable housing please talk to a housing officer in the planning policy division. If you have a more general query about planning obligations you can talk to the S106 Planning Obligations Officer.

- I.6.2 The Customer Services Team can direct you to the most appropriate person:

### **Customer Services Team**

Tel: 01305 251010      Email: [custservices@westdorset-dc.gov.uk](mailto:custservices@westdorset-dc.gov.uk)

- I.6.3 To find out more about planning policy, or to have your details added to (or removed from) our consultation database, please contact the planning policy division.

### **Planning Policy Division**

Tel: 01305 252386      Email: [local.policy@westdorset-dc.gov.uk](mailto:local.policy@westdorset-dc.gov.uk)

- I.6.4 Help for community groups seeking funding for their projects is also available from this council. The Community Support Team can help find suitable sources of funding and give funding advice to people who have no experience of applying for grant funding as well as to those who are experienced in the process:

### **Community Support Team**

Tel: 01305 252250      Email: [leisure@westdorset-dc.gov.uk](mailto:leisure@westdorset-dc.gov.uk)

- I.6.5 If it would be helpful to get this information in a different format, you can request it free in a range of formats, including large print, Braille, audio CD, audio cassette and Easy Read. A summary of this policy can be translated or interpreted into another language. To find out more contact the Equality and Community Development Officer.

### **Community Support Team**

Tel: 01305 251010      Typetalk calls welcome      Email: [custservices@westdorset-dc.gov.uk](mailto:custservices@westdorset-dc.gov.uk)

<sup>8</sup> Costs will be updated using indices published in the Building Cost Information Service Quarterly Review of General Building Costs

## 2. PROCEDURAL ISSUES

### 2.1. Introduction

- 2.1.1 We want to simplify the way in which planning obligations are dealt with through the planning process, by using a system and procedures that are consistent and clear. This should improve certainty about what community facilities and infrastructure will be delivered with new development, reduce delays in processing planning agreements, and help developers understand the likely costs at the outset.
- 2.1.2 The council has a Planning Obligations Officer (also known as the S106 Officer) whose job it is to assess the likely contributions needed, and assist in the drafting of legal agreements to secure those obligations. This officer is also responsible for ensuring that the contributions collected are spent on what was intended.

### 2.2. What types of development will trigger a contribution?

- 2.2.1 Any new development that increases population, employment or transportation in a local area puts added pressure on community infrastructure. Planning obligations seek to mitigate the impact of such development on infrastructure through relevant projects, funded in full or part from developer contributions.
- 2.2.2 The scope of the planning obligation will depend on the type of development proposed. The table below highlights common types of development where planning obligations will normally be required, and what the contributions will cover. Other forms of development not included in this table could be liable to a planning obligation, depending on the likely impact of the development and whether mitigation is required. More detailed information and explanations are provided in the following chapters.
- 2.2.3 Affordable housing is a key priority for West Dorset and a planning obligation in its own right. It is therefore exempt from all financial contributions referred to in this document, other than a contribution towards natural green spaces if the home would be within the heathland zone, or other site-specific measures necessary to make the proposal acceptable in planning terms.

Infrastructure needed	Affordable housing	Parks & gardens & outdoor sport	Young people's play	Allotments	Amenity open space	Natural green spaces	Community halls, arts centres & indoor sports	Libraries	Museums	Transport	Education	Health care	Coast protection	Waste management
Development type														
Open market housing	#	✓	#	✓	✓	✓	✓	✓	✓	✓	#	✓	❖	✓
Essential rural workers' dwellings	#	✓	#	#	✓	#	✓	✓	✓	✓	#	✓	❖	✓
Sheltered housing	#	✓		✓	✓	✓	✓	✓	✓	✓		✓	❖	✓
Private care homes										✓		✓	❖	
Homes with restricted holiday use		✓	✓		✓	✓	✓		✓	✓			❖	#
Other forms of holiday accommodation							✓		✓	✓			❖	#
Offices, retail or industrial development										#			❖	
Cafes, restaurants & public houses									#				❖	
✓ indicates that there is likely to be an infrastructure requirement in most areas ❖ indicates that there is likely to be an infrastructure requirement in certain (limited) areas # indicates that there may be thresholds or exceptions to the infrastructure requirement														

## 2. PROCEDURAL ISSUES

- 2.2.4 All other residential development (except affordable housing) that results in a net gain of one or more units<sup>9</sup> will normally be required to make a developer contribution, although some types (such as sheltered housing) may be excluded from making some contributions, depending on their likely impact on community infrastructure.
- 2.2.5 Extensions or alterations to existing homes that do not create a separate additional home will be exempt. However, a proposal for an annexe to an existing dwelling will attract a contribution if it is self-contained.
- 2.2.6 Essential rural workers' dwellings (permitted under Policy HS6) may be exempt from allotment and natural green space contributions in recognition of their specific circumstances.
- 2.2.7 Sheltered housing<sup>10</sup> and private care homes<sup>11</sup> are included in these guidelines as these too will normally attract a developer contribution. Other forms of supported housing which have been pioneered in recent years, including close care schemes, extra care schemes, and continuing care retirement communities will also attract similar levels of contribution. The use class will normally be used to decide how these planning obligations are applied. If the scheme is deemed to be sui generis then the council will take into account the facilities provided within the scheme and the level of independence and mobility of its residents.
- 2.2.8 Proposals for holiday homes will normally attract a developer contribution. Where homes are subject to a restricted holiday use condition, the charges will normally be based on the residential charge for the equivalent number of bedrooms unless otherwise specified. Hotels, guesthouses and caravan and camping sites for holidaymakers will be assessed on their merits and contributions in respect of these uses may be a matter of negotiation between the developer and the council. In the absence of any other information or evidence, standard charges will apply. Any residential development associated with these (such as manager's accommodation) will be treated as a new home.
- 2.2.9 Other forms of development, including offices, retail and industrial development, cafes, restaurants and public houses, will also trigger the need for developer contributions. New units or extensions over 100 sq m gross internal floorspace will be expected to make a contribution.
- 2.2.10 The development of live-work units will be expected to incur developer contributions. These will be based on treating the residential and work elements separately for the purpose of calculating the contribution, applying the threshold referred to above.
- 2.2.11 Developments which provide facilities of direct public benefit to local areas in which they operate, and which are undertaken by non-profit making organisations such as charitable trusts, may be eligible for reduced or waived costs in recognition of the positive role such facilities play in the community. Where an exemption or reduced level of contribution may be justified, early discussion with the council's S106 Planning Obligations Officer is advised.



<sup>9</sup> A net gain of one or more units would occur when a site is developed for the first time, or redeveloped for anything other than a one-for-one replacement

<sup>10</sup> Sheltered or similar age-restricted housing schemes for older persons fall within the same use class as dwelling houses (Class C3 of the Town & country Planning (Use Classes) Order 1987). They provide for independent, self-contained living within a larger scheme, usually with some shared or communal facilities (such as a laundry and a lounge for residents), as well as a warden whose job is to manage the scheme and help address any housing support issues the residents may have.

<sup>11</sup> Private care homes are normally classed as residential institutions (under Class C2 of the Town & country Planning (Use Classes) Order 1987) and have on-site care services (ranging from help with washing, dressing and giving medication, to having a qualified nurse on duty twenty-four hours a day), and the occupants will normally be dependant on this care and less mobile than occupiers of sheltered accommodation.

## 2. PROCEDURAL ISSUES

2.2.12 The conversion or subdivision of existing buildings will be treated in the same way as new build development when assessing contributions, but some account may be taken of the existing use when negotiating the level of contribution [see 2.3.12].

2.2.13 Temporary permissions will not normally attract a planning obligation, but this will be required in line with this guidance if the permission is made permanent at some future date.

### 2.3. How do I make a developer contribution?

2.3.1 Contributions may be made in kind (for example, through provision of a piece of infrastructure such as a new school), or by a financial payment. The latter may be a lump sum or phased payments over a period of time related to dates, events and trigger points. The contribution on the majority of smaller developments is likely to be in the form of a lump sum payment.

2.3.2 Where provision is made in kind, a financial contribution for that infrastructure type will not normally be sought. In such circumstances, the only times where a financial contribution may be necessary will be

- to cover future maintenance [as set out in para 2.5.5]
- where the on-site provision does not meet the adopted standards (for example if a development requires 500m<sup>2</sup> of public open space and only 250m<sup>2</sup> is provided on-site, a proportionate financial contribution will be sought)
- where the on-site provision is specific to that site, and the contributions sought is of a different nature (for example providing a highway access point would not meet the requirements to contribute to the transport infrastructure outlined in chapter 7).

2.3.3 If the total contribution required per application is less than £100 then it will be waived as it would not be cost effective to collect such a relatively small sum of money.

2.3.4 Where proposals generate a need for contributions, then applicants will need to enter into a planning obligation to ensure that the contributions are secured. Relevant applications should include a completed unilateral undertaking or, if appropriate, draft heads of terms for a Section 106 agreement. This information will allow the community and infrastructure providers to have a better understanding of the package of mitigation measures that are proposed, and should avoid unnecessary delays. Planning obligation information submitted at planning application stage should reflect the latest standard contributions as outlined in this document (costs may need to be adjusted to reflect quarterly changes in prices published by the Building Cost Information Service). Information about the current charges is provided online at [www.dorsetforyou.com/planningobligations/west](http://www.dorsetforyou.com/planningobligations/west) or is available in writing from the council offices [see section 1.6 for contact details].

#### ***Pre application discussions***

2.3.5 The guidance provided in this document and on our web-site is intended to give applicants a clear indication of the planning obligations arising from a development proposal.

2.3.6 On larger, more complex sites, developers are strongly advised to discuss planning obligation requirements with the council prior to submission of an application. Infrastructure providers should also be contacted at this point. This will help ensure that the issues are fully understood, such as what facilities should be provided on-site and what off-site provision is needed, and the period of time over which revenue support may be necessary. This should reduce unnecessary delays and abortive costs.

2.3.7 The Planning Obligations Officer at the council is available to answer any questions you may have.



## 2. PROCEDURAL ISSUES

### ***Choosing between a unilateral undertaking and S106 agreement***

2.3.8 Developer contributions must be secured by means of a legal agreement, either through a unilateral undertaking or a Section 106 agreement. A unilateral undertaking (which is a written commitment by the applicant or developer) will be appropriate to most applications requiring an obligation. A Section 106 agreement is only likely to be required on more complex applications, usually for larger sites, where an element of negotiation between the council and applicant may be necessary. A Section 106 agreement will always be required where there is a need to provide affordable housing.



2.3.9 A unilateral undertaking is relatively straightforward and will be sufficient in the majority of cases. However, it should be used if: a) only the applicant and those parties with an interest in the application site need to be bound by the undertaking with no reciprocal commitments by the council; and b) it is possible to ascertain the likely requirements in advance, due to standard charges set out in this document or through pre-application discussions. A unilateral undertaking will not be acceptable for outline applications where details of the proposal are to be determined at a subsequent date under reserved matters and, as a consequence, the extent of developer contributions cannot be fully assessed at the outline stage. Where applicants are uncertain about which form of obligation is appropriate, they should seek pre-application advice from the Planning Obligations Officer.

### ***What the obligation should cover***

2.3.10 Any obligation should set out the land to which it relates, the parties with an interest in that land, the development proposed, and details of the contributions to be made if planning consent is granted. The obligation will be registered as a local land charge. A standard unilateral undertaking is available on-line and can be accessed from [www.dorsetforyou.com/planningobligations/west](http://www.dorsetforyou.com/planningobligations/west).

### ***How payments are calculated***

2.3.11 The cost information for calculating payments will be index-linked<sup>12</sup>. Applicants are advised to use the online calculator to assist in calculating the likely cost of contributions. Up-to-date information sheets on the costs, reflecting any changes due to inflation or other factors, is available at the council offices and on [www.dorsetforyou.com/planningobligations/west](http://www.dorsetforyou.com/planningobligations/west).

2.3.12 When calculating developer contributions credit will be given for the demolition of existing buildings or changes of use, where the existing use is lawful. The amount of credit given will normally be measured using the criteria set out in this document so that the obligation is linked, as far as is practicable, with the projected increase in pressure on local services or infrastructure. If this calculation generates a negative contribution or a contribution of less than £100, then no contribution will be sought. No credit will be given for extant planning consents.

### ***How payments are made***

2.3.13 Contributions will normally be paid on commencement of the development as a one-off payment. However, on larger schemes where construction is likely to be phased, the council will negotiate appropriate trigger points so that payment may be made on commencement of each phase. Contributions will be based

<sup>12</sup> Using the Building Cost Information Service Quarterly Review of General Building Costs.

## 2. PROCEDURAL ISSUES

on the most up-to-date costs [see section 2.3.11]. These costs will be index-linked<sup>13</sup> from the date of the legal agreement up to the date that payment is made.

### 2.4. Establishing whether a scheme is viable

- 2.4.1 Planning obligations are a necessary cost of development and developers should take them into account when negotiating to purchase land. However, there may be instances when a development proposal will cost more than it will generate, meaning that unless costs can be reduced it simply won't go ahead.
- 2.4.2 Developer contributions can be a significant cost component in a development appraisal but they are not the only element to be taken into account when considering viability. Factors such as land and construction costs, sales proceeds, rate of sale, profit margin and finance costs can all have a significant impact on a scheme's viability.
- 2.4.3 The council has worked with Three Dragons Limited<sup>14</sup> to develop a tailor-made viability appraisal toolkit to assist in assessing the viability of development proposals in West Dorset. This toolkit is adapted to reflect local factors and is based on the version widely accepted and used throughout the country.
- 2.4.4 Where a developer considers that it is not possible to develop a site because of all of the associated costs, the council is able to work with them to establish whether there is a reasonable chance of the development proceeding. In these circumstances please contact the Planning Obligations Officer before submitting an application. You are likely to be asked to submit a development appraisal in advance of the planning application, together with full supporting information concerning site constraints, costs (including any abnormal costs) and projected income. The council will supply the latest version of the viability appraisal toolkit for this purpose. If an applicant wishes to use an alternative, industry recognised toolkit, they should make it clear what inputs and assumptions have been made in their respective appraisals, and share these with the council.
- 2.4.5 The developer will not be asked to submit details of land acquisition costs. The toolkit will calculate a hypothetical residual land value (a value that reflects the open market value of the site with planning consent for the development proposal<sup>15</sup>) and this can be compared with the value of the land in its existing or current use and, if appropriate, alternative use value<sup>16</sup>.
- 2.4.6 It is acknowledged that land is unlikely to be brought forward for development unless there is some incentive for the landowner (such as an enhanced land value). The council considers that a gain of between 20% and 30% in excess of the current value of the land is sufficient reward for a landowner to propose development on their land<sup>17</sup>. Given current economic circumstances (as of February 2010), the council will apply 30% as the benchmark against which development viability will be judged. The gain to the landowner is determined by the residual land value of their land with the benefit of planning consent.
- 2.4.7 The onus will be on the developer to provide evidence of the existing use value and alternative use value to inform these negotiations.
- 2.4.8 Once a developer has submitted an appraisal, the council will undertake its own assessment of viability.



<sup>13</sup> Costs will be updated using indices published in the Building Cost Information Service Quarterly Review of General Building Costs

<sup>14</sup> Three Dragons Ltd are consultants who have prepared reports on housing viability in Dorset as part of the evidence base for the Core Strategies.

<sup>15</sup> The estimated amount for which a site should exchange on the date of valuation between a willing buyer and a willing seller in an arms-length transaction after proper marketing wherein the parties had each acted knowledgeably, prudently and without compulsion.

<sup>16</sup> The value of the land where there is already an alternative planning consent or a reasonable prospect of consent being granted.

<sup>17</sup> This is the range advised by Three Dragons Ltd following their analysis of the housing markets in West Dorset.

## 2. PROCEDURAL ISSUES

### **What can be done to make a scheme viable?**

- 2.4.9 If the assumptions used in the development appraisal are agreed, and the appraisal shows that the scheme (which is acceptable in all other respects) is not viable, then the council may still refuse the application if there is no need for the development to come forward. However, there are two other options available to the council. These are to defer the contributions, or to reduce the level of contributions sought.
- 2.4.10 As a first step, the council will explore whether the development proposal would be made viable if some or all of the contributions were deferred. This can help reduce borrowing costs which can be quite significant. Where this would make a scheme viable, the council will seek adequate legal protection to ensure that the obligation is delivered in full at a specified time.
- 2.4.11 If deferring contributions is unlikely to tip the balance, then the council may consider reducing the level of contributions. However, this can only be done provided all necessary site-specific planning obligations such as highway improvements to make a site access safe, remain as part of any development proposals (and these elements are therefore non-negotiable). This reduction, with the exception of affordable housing, will be applied equally to all remaining obligations<sup>18</sup>. The amount of reduction will be a matter for negotiation with the developer. When negotiating, the council will take into account objectives such as ensuring sufficient land comes forward for development in accordance with the development plan and meeting affordable housing targets. The latter is the top priority for West Dorset and therefore any reduction in its delivery is unlikely to be acceptable.

### **2.5. How is the money used?**

- 2.5.1 Any funding collected from new development will primarily be spent on projects or infrastructure needed to mitigate the impact of the development. In general these will be one-off capital costs. However, contributions may be required towards the initial revenue support of new facilities, such as privately run bus services, until such time as revenue streams are sufficient to cover the cost of the facility.
- 2.5.2 In most cases, the money will be collected by the council and then spent (either by the council or more appropriate body) on the relevant infrastructure or project, as soon as practical to do so. Although the district council is not responsible for the provision of all of the services and facilities listed in this document, the council will collect and remain accountable for the spending of contributions. Where a specific service is provided by another body, the body in question will be responsible for the delivery of this infrastructure or service using the funds secured by the council. A protocol will be established between the council and other infrastructure providers to determine when and how funds will be released.
- 2.5.3 Where the money collected from individual developments will not fully fund the most appropriate project to tackle the problem, the funding will be pooled over a period of time. This allows projects to be developed that address the combined impact of small scale development in a fair and efficient manner. From time to time, an item of infrastructure necessitated by a series of developments may be required before all of the developments have come forward. In such cases, the council (or other statutory body) may forward fund the project to enable development to proceed, on the basis that it will recover those remaining costs from later developments.
- 2.5.4 It is inevitable that circumstances will change during this document's lifetime, as projects are completed and new ones identified. Building costs will also change. This document needs to be sufficiently flexible in order to reflect these changes. Infrastructure projects and financial contributions will be reviewed annually with any alterations or amendments taking effect following the publication of the amended costs and updated background information. However, material changes in policy will need to be considered as part of any future review and not introduced without due consultation.

<sup>18</sup> The council has not ranked obligations other than affordable housing in terms of priority as we regard them all to be important in mitigating the impact of a development on a local community. Furthermore, the other top priorities of local communities (such as transport and education) tend to be those with the highest associated costs, and therefore any ranking that does not accept a reduction in these costs is unlikely to make a significant difference.

## 2. PROCEDURAL ISSUES

### ***Providing for future maintenance***

- 2.5.5 Where facilities such as open space are provided and will be predominantly for the benefit of users of that development, the developer will be expected to make provision for their future maintenance in perpetuity. The developer and council will need to agree on the most appropriate body, such as a local council, management company or community trust, to take responsibility for ongoing maintenance of that particular facility.
- 2.5.6 Where an asset is intended for wider public use, the costs of subsequent maintenance should normally be borne by the council or responsible body<sup>19</sup>.

### ***Other associated costs***

- 2.5.7 The council is entitled to recover from applicants its costs incurred in negotiating, processing and monitoring Section 106 agreements and unilateral undertakings. A levy of 3% of the total tariff charge will be imposed and payable on commencement. This fee is intended to cover the costs of both the district and county councils in undertaking this work. In addition, a legal fee will be payable on completion of the agreement. This fee is based on a fixed sum of £100 for unilateral undertakings and approximately £135 per hour for Section 106 agreements<sup>20</sup>. The legal fee is non-returnable in the event of consent being refused. It should be noted that the 3% levy will not apply to the provision of contributions in kind or where contributions are waived (for example, in the case of affordable housing). Larger schemes are likely to require more extensive negotiation and monitoring due to the mix of provision and phasing, but the overall charges should be proportionately less due to no fees being charged where facilities are provided in kind.

## **2.6. Monitoring and Management of Planning Obligations**

- 2.6.1 Once development has commenced it is important that contributions are provided on time in line with the agreements made. Most obligations will be discharged on commencement of development and it is therefore important that the developer gives notice to the council when development is about to start. This will trigger the necessary steps to be taken to comply with the terms of the agreement.
- 2.6.2 Commencement of development will also be the starting point for monitoring in cases where a phasing of contributions has been agreed. The council will keep a schedule of contributions received or committed and the progress towards securing the related infrastructure projects.

### ***Repayment of contributions***

- 2.6.3 If a financial contribution is not spent on an identified community facility or infrastructure requirement within an agreed period, then it will be returned, with interest<sup>21</sup> to the applicant. It is anticipated that the majority of contributions will be subject to a 10 year time limit for spending. However, it should be recognised that projects of a long-term nature may be involved, particularly in the case of pooled contributions, and the period of time for holding contributions will depend on the type of project concerned.

### ***Modification of an agreement***

- 2.6.4 Planning obligations can only be modified or discharged by agreement between the applicant and the council. An application to modify an agreement can be made five years after the obligation has been entered into. If, on receipt of an application, the council decides to leave the obligation unaltered, then the applicant has a right of appeal to the Secretary of State.

<sup>19</sup> See Circular 05/2005 B1

<sup>20</sup> The actual costs may vary depending on the complexity of the agreement, and may be updated in line with inflationary or other changes.

<sup>21</sup> Interest will be calculated at 1% below the Bank of England base rate, applied at prevailing rates for the duration of the period for which the money was held.

## 3. COMMUNITIES

### 3.1. What we need to understand

3.1.1 Successful planning is about creating communities that work well. As a community grows larger, the infrastructure that supports it, including community facilities, needs to grow with it. And these facilities need to be in the right place, so that people don't have to travel great distances to those that they use on a daily or frequent basis.

3.1.2 It wouldn't be practical to provide community facilities in every settlement. And there can be benefits from providing larger, more centralised facilities which include a wider range of services that wouldn't be supported in a smaller community alone. Where these more strategic facilities are needed, good planning will make sure that they are located so that people who live in the outlying, smaller communities can get to them easily (whether or not they have a car), and ideally where people can visit more than one facility (for example, the doctor's surgery, do some shopping and go to the leisure centre) in one trip rather than several.

3.1.3 So planning comes in at two levels –

- making sure that the facilities needed in an area are sufficient and provided in the right locations, and
- making sure that new homes are built where they can best be served by existing facilities which have the capacity or potential to meet their needs.

3.1.4 To plan effectively along these lines, we need to understand how communities function, and where outlying, smaller communities look to for their wider needs.

3.1.5 We also need to bear in mind that planning obligation must be fairly and reasonably related in terms of their scale, type and location to the proposed development. So for example, it wouldn't be reasonable to expect a scheme in Lyme Regis to improve facilities in Sherborne. And we need to understand what amount of development is likely to take place and how this will be distributed across the area.

### 3.2. How communities function

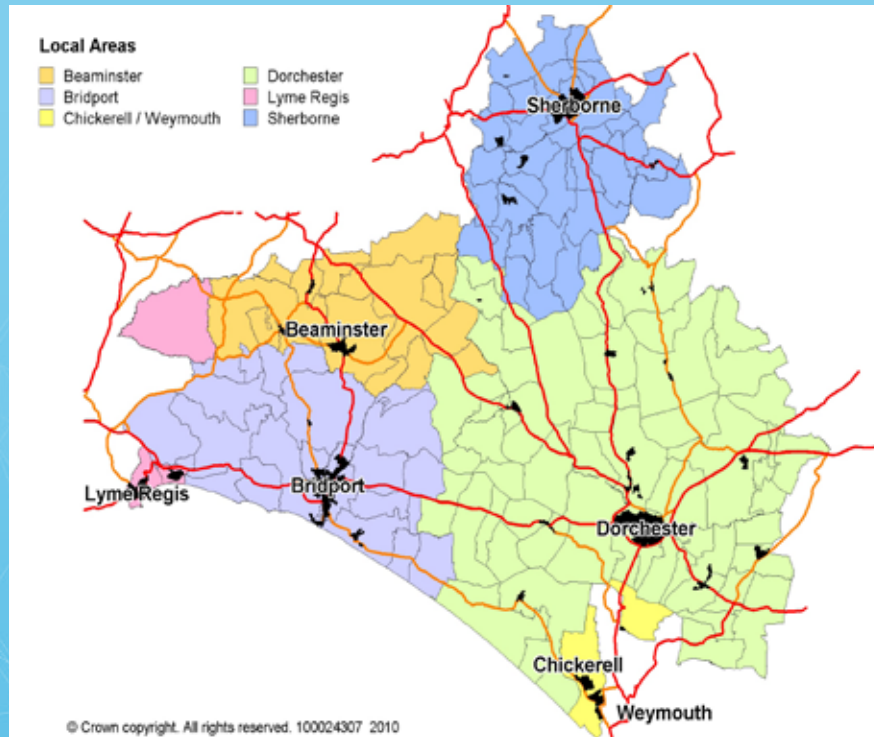
3.2.1 So what information do we have on how communities function, and where smaller communities look to for their wider needs? The relationship between communities and the services and facilities they use is a complex one. The catchment areas of different services do not always coincide, and existing services may not always be located where they would best serve an area and reduce the need to travel. However, a simple, practical approach is needed for the purpose of this document.

3.2.2 A network of local area partnerships have formed across West Dorset to support the community planning process and make service provision more responsive to community needs. They are based around each of the towns, with the town councils working with nearby parish councils, local voluntary and business organisations and the local community groups which look to that area for their main needs. The only exception to this is in the case of Chickerell, which being so close to Weymouth has not established its own hinterland. In 2009 most of the parishes across the district were part of a local area partnership, although a few parishes had not as yet engaged and some (between Beaminster and Bridport) were working with more than one partnership.



### 3. COMMUNITIES

- 3.2.3 The findings of the rural functionality study<sup>22</sup> broadly confirmed the working relationships between the towns and their hinterlands as per the local area partnerships, but highlighted that in some circumstances, particularly where a parish fell on the border of two partnership areas, the relationship was not always straightforward. For example, residents in the parish of Stoke Abbot use facilities in both Bridport and Beaminster, and although the majority of residents in Alton Pancras look to Dorchester, a significant proportion look to Sherborne. People's habits are invariably influenced by other factors, and they may not always use the nearest facility.
- 3.2.4 Based on this information, and discussions with town and parish councils<sup>23</sup>, the following local areas have been drawn up for the purpose of these planning obligations guidelines. They do not completely mirror the Local Area Partnership areas for the reasons outlined above.



- 3.2.5 A full list of which settlement or parish lies within which area is provided in [Appendix I].

#### ***How will this influence the collection and distribution of funding?***

- 3.2.6 It is likely that most development, and therefore the contributions collected, will be from the main towns (including some of the adjoining parishes where the town has effectively grown across administrative boundaries). However, there will be some development in the outlying villages and in the wider countryside (for example, through rural workers' dwellings). In distributing the funds collected, a transparent and pragmatic approach is needed.
- 3.2.7 Where possible, the needs and relevant projects in the town or village where the development takes place will be considered first. However, there may be more strategic projects that should also be supported, or local projects in nearby settlements which would either be used by the residents of the new development or which would relieve pressure on their existing facilities. Therefore, funding may also be put towards the needs and projects in the wider local area.

<sup>22</sup> The study, undertaken by the district council in 2007, specifically examined where residents in 10 villages across West Dorset travelled to for work, shopping, education, services and leisure activities. This included a questionnaire to most households, as well as information from the census and other data sources

<sup>23</sup> The relationships between the parishes and market towns was broadly confirmed by a follow-up consultation undertaken prior to the drafting of this guidance.

## 3. COMMUNITIES

- 3.2.8 As a guide, a higher priority will normally be given to funding those projects that:
- have been designed and received relevant permissions / consents
  - have secured or have reasonable prospect of securing any remaining funds required
  - are most accessible to the majority of development from which funding is being pooled
  - provide a new facility in accordance with the local standards where there is currently no provision.
- 3.2.9 A protocol will be developed with the Town and Parish Councils and Local Area Partnerships outlining how the local community will be involved in identifying, and guiding expenditure on, relevant local projects.

### 3.3. Population projections

- 3.3.1 So how do we calculate what amount of development is likely to take place and how this will be distributed across the area? We need to consider various timescales for this

- to 2012 (when the core strategy is likely to be produced and this document reviewed)
- to 2016 (which the current local plan, which this document supplements, is based upon)
- to 2026 (for exceptional cases where a project is known to form part of a long-term strategy, and more closely relates to the timescale upon which the regional spatial strategy is based)

- 3.3.2 There is a lag between when permissions are granted (when the contributions will normally be decided) and when the impact of that development will be felt. It may take a year or more for a development to be built and occupied, and on larger sites this time lag can be considerable. It is more practical to calculate the contributions on planning consents, rather than completions that stem from consents granted at different times. As such, the projections reflect allocations and planning permissions that are likely to be developed<sup>24</sup>, rather than completions.

- 3.3.3 On this basis, the housing and population projection table provides a snapshot of the approximate population at the time this planning guidance was adopted (February 2010) which includes the likely population from homes already permitted, and estimates how many new homes are likely to be permitted up to 2012, 2016 and subsequently to 2026. The resulting population growth from this new development, when occupied, is based on the existing occupancy level for the area (2.21 persons per home). Because the distribution of new homes in the period beyond 2011/12 is dependent on the allocations made in the core strategy, this will need to be reviewed at the time when the core strategy is adopted. However, for the purpose of this document the estimates for the period beyond 2011/12 are based on the draft regional spatial strategy (excluding the Dorchester urban extension)<sup>25</sup> and information from the Strategic Housing Land Availability Assessment. The distribution of development for those areas not specified in the draft regional spatial strategy has been broadly divided between the areas in the same proportions observed in previous years<sup>26</sup>.



<sup>24</sup> a 95% completion rate has been applied to existing permissions based on evidence that some permissions are not actually built

<sup>25</sup> This equates to 4,000 new homes in Dorchester (of which 1,400 have been completed or have permission), 700 new homes adjoining Weymouth (these are included in the Chickerell figures although this may need to include Littlemoor, and recognise that some funding may need to be spent on infrastructure in the Weymouth area) and a further 4,800 new homes in the remaining parts of West Dorset

<sup>26</sup> The exception to this is in the Lyme Regis area, where the rate of development observed in previous years is highly unlikely to continue due to the very constrained nature of the area. In this case, a 50% reduction in the level of growth has been factored in, with this shortfall being made up in the Bridport and Sherborne areas.

### 3. COMMUNITIES

Year	Now	Now to 2011/12		2012/13 - 2015/16		2016/17 - 2025/26	
Housing and population projections area	Predicted population*	additional homes (permitted and likely to be developed)	additional people (when occupied)	additional homes (permitted and likely to be developed)	additional people (when occupied)	additional homes (permitted and likely to be developed)	additional people (when occupied)
Beaminster area	9,065	18	40	36	80	90	199
Bridport area	20,406	273	603	176	389	440	972
Chickerell	5,597	214	473	28	62	770	1,702
Dorchester area	43,819	696	1,538	844	1,865	1,486	3,284
Lyme Regis area	5,243	52	115	44	97	110	243
Sherborne area	18,199	344	760	148	327	370	818
<b>West Dorset</b>	<b>102,329</b>	<b>1,597</b>	<b>3,529</b>	<b>1,276</b>	<b>2,820</b>	<b>3,266</b>	<b>7,218</b>

\* Based on latest (mid-2007) parish population estimates and growth through outstanding planning permissions

3.3.4 For the purpose of this guidance, the distribution of growth in other, non-residential uses (such as retail and office development) is projected to broadly follow that of general population growth. A more detailed analysis of the projected levels of growth will be available when the core strategy is adopted and this guidance revised.

#### 3.4. Household formation

3.4.1 We also need to consider how we may need to differentiate between different house types, as the amount of contribution we collect needs to be reasonably related to the scale of the development proposed. It is the people that place the pressure on resources, and larger homes will generally house more people. The following information, based on the 2001 Census information for Dorset (excluding Bournemouth and Poole), will be used to scale the level of contributions proportionally.

3.4.2 Where a proposal is for housing of another form (such as sheltered housing), in the absence of other evidence, the occupancy rate will be normally be based on the above occupancy rates, either as the largest given unit (4 bedrooms) or multiple single (or greater) units. The decision between these two will depend on whether the accommodation will operate more as a family home dependent on communal facilities (such as a shared kitchen and bathrooms), or whether it more closely reflects individual, self-contained accommodation with limited shared facilities.

Household size	Average occupancy
1 bed	1.31 persons
2 bed	1.76 persons
3 bed	2.51 persons
4 bed	2.86 persons
Average house	2.21 persons



## 4. AFFORDABLE HOUSING

### 4.1. Introduction

- 4.1.1 Everyone should be able to live in a decent home, which they can afford, in a community where they want to live<sup>27</sup>.
- 4.1.2 In West Dorset, housing simply isn't affordable to a significant proportion of the community. When compared with other areas in England, West Dorset continues to rank amongst the least affordable areas to live<sup>28</sup>. Average house prices are much higher than people on average income levels can afford. And there are not enough homes for rent on the open market at affordable levels. West Dorset is an attractive place for people to live and significant numbers either want to move to the area or own a second home here exacerbating the problems of demand outstripping supply.
- 4.1.3 It is too early to say with any certainty how the economic recession and falling house prices over recent times may impact on affordable housing needs. However, indicators suggest that the need, especially for social rented housing, is likely to increase. Between April 2007 and April 2009, the number of households listed on the West Dorset Housing Register rose by 30%.
- 4.1.4 Consequences for rural communities are of particular concern where the combined effects of severely limited supply and high values have been fuelled by in-migration (and in some areas second homes), making it almost impossible for many local people to access or afford market housing. In turn these pressures have undermined the sustainability and mixed nature of such communities, forcing younger people to leave, leaving behind a population with fewer children to attend schools and reducing capacity to support services, shops and other facilities
- 4.1.5 The council has a range of housing and land use planning powers to help ensure the delivery of new and affordable housing and make the best use of existing stock. We have to consider housing needs within our area, including the needs of homeless households who we are required by law to help. The council will need to continue to adapt its approach to providing affordable housing in light of any further changes in government guidance and market circumstances.
- 4.1.6 The adopted Local Plan includes two policies to bring forward affordable homes through new development. The first (Policy HS3) sets out a requirement for affordable homes as part of larger open market housing developments within towns and villages. The second (Policy HS4) allows affordable housing within or on the edge of settlements with a population of less than 3,000<sup>29</sup> as an exception (where open market housing would not be permitted). More recent government guidance<sup>30</sup> continues to support the approach outlined in these policies.
- 4.1.7 Other key organisations involved in affordable housing provision include the Department of Communities and Local Government, who set out national policy on housing. The Homes and Communities Agency is the national housing and regeneration agency for England, with a wide range of powers



27 This aim reflects central, regional and sub-regional affordable housing objectives, policies within the 2006 Local Plan, the top priorities of West Dorset District Council's Corporate Plan (2008 – 2012) and the West Dorset Community Plan (2006 – 2010)

28 West Dorset ranks 37th out of 366 Local English Authorities in terms of house price to income ratios (Can't Supply: Can't Buy, Steve Wilcox Summer 2008, Hometrack).

29 Provided there is a demonstrable local need for affordable housing

30 Planning Policy Statement 3 (PPS3): Housing, November 2006, Department of Communities and Local Government and its associated publication Delivering Affordable Housing

## 4. AFFORDABLE HOUSING

and significant funding available for affordable housing delivery. They liaise with local councils to establish what actions are needed to help deliver affordable housing locally. The Tenant Services Authority is the national body responsible for regulating social landlords who provide and manage affordable housing.

### 4.2. What do we mean by affordable housing?

#### 4.2.1 Affordable housing is defined by government as follows

##### **Planning Policy Statement 3 (PPS3): Housing**

November 2006, Department of Communities and Local Government

Summarised from **Annex B: Definitions**

##### **Affordable housing:**

Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for any subsidy to be recycled for alternative affordable housing provision.

##### **Social rented housing:**

Rented housing owned and managed by local authorities and registered providers, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency as a condition of grant.

##### **Intermediate affordable housing:**

Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (eg HomeBuy), other low cost homes for sale and intermediate rent.

- 4.2.2 Although current guidance only permits affordable housing on rural exception sites to be secured in perpetuity, the council will expect all affordable housing to be available over the long term to people with a local connection who are not able to meet their own housing needs on the open market, subject to statutory rights to acquire or to progress to full ownership. It will also expect the housing to be available at a cost lower than buying or renting in the open market. The housing should meet the decent homes standard and comply with all legislative requirements in terms of suitability for occupation.
- 4.2.3 Affordable housing can be provided in a variety of types and tenures. The most common type is social rented housing. This is normally owned and managed by a registered social landlord at controlled rent levels regulated by the Tenant Services Authority.
- 4.2.4 Other types of housing may also qualify as being affordable, and are broadly known as intermediate affordable housing. Examples include shared equity schemes (where covenants or conditions restrict the percentage that may be resold or how any proceeds from sale are shared with an equity sharing partner), leasehold shared-ownership including Newbuild HomeBuy (where a share of a property is partly purchased

## 4. AFFORDABLE HOUSING

with a mortgage and a rental charge is applied to the unsold equity), discounted sale (where the property is sold at a fixed discount below open market value with future sales restricted to the same discount) and intermediate rent (where rent levels are above Social Rents but below open market rents, and typically no more than 80% of open market rents). Low cost market housing, aimed at first time buyers, is not considered to be affordable housing.

### 4.3. The need for developer contributions to provide affordable housing

- 4.3.1 The number of households listed on the West Dorset Housing Register is over 2,400<sup>31</sup>. More households are likely to come forward and register in the future.
- 4.3.2 Affordable housing needs do not remain static and over the years there has been considerable research and survey work on local housing needs and demands<sup>32</sup>. It is currently estimated that, to cater for everyone who is eligible to occupy affordable housing, we would have to provide 737 new affordable homes every year for the foreseeable future<sup>33</sup>.
- 4.3.3 Increasing the provision of affordable housing is a top priority for this council and the wider community<sup>34</sup>. As well as helping people in housing need, a more balanced housing market will bring wider benefits for people's health and social well-being, and support economic growth. In providing affordable housing, we should make sure that what is provided is suitable for those in need.
- 4.3.4 Through existing planning policies and enabling activities the council has helped to provide 70 new affordable homes every year over the past five years, a result that is proportionately in line with most other council areas (even though it falls far short of meeting the housing need). Achieving a step-change in affordable housing delivery remains the Council's top corporate priority. However, even if every new home built were affordable, the shortfall would not be met.

#### Older people

- 4.3.5 In West Dorset well over a third of households are occupied by people over 65 years in age<sup>35</sup>, and the concentration of elderly households is particularly high in and around Sherborne and Lyme Regis. Given current trends, the greatest unmet need for future housing will be amongst older people, with a significant proportion of these requiring frail elderly / extra care accommodation or residential care.

#### Special needs households

- 4.3.6 Nearly one in five households (19.2%) in West Dorset contain someone identified as having a special need, because of a medical condition or physical disability – this percentage is considerably greater in older person households. This is higher than the national average of 13%. Special need households are more likely to have lower household incomes and savings, and are more likely to be living in unsuitable housing. However, most would prefer to stay put and receive more support and adaptations to their existing homes, than move to purpose-built accommodation. Although some special provision is needed, building homes to lifetime homes standards will ensure that new housing stock is more adaptable and flexible for generations to come.

<sup>31</sup> There were 2,405 households on the Housing Register as of 01 May 2009.

<sup>32</sup> As part of the Local Plan evidence base, the council commissioned the West Dorset Housing Need Study 2002 (David Couttie Associates) and the West Dorset Housing Need Survey Update 2004 (also by David Couttie Associates). The latest Housing Need and Demand Survey (March 2008) was carried out by Fordham.

<sup>33</sup> This estimate is based on the research undertaken by Fordham as part of the Housing Needs and Demand Survey work in 2008. The formula considered households currently in housing need; new households that will form in the future; future households that will fall into housing need and the supply of affordable housing in the future (both new provision and re-lets/re-sales). This used methodology approved by the Department for Communities and Local Government. The earlier survey work by David Couttie Associates identified an annual affordable housing shortfall of 350 homes (2002) and two years later (2004) this had risen to 665 homes, using methodology in accordance with government guidance at that time. During the same period average house prices had increased by 30%, substantially outstripping wage increases.

<sup>34</sup> Please refer to the council's Corporate Plan, the Housing Strategy (2008 to 2012) and West Dorset Community Plan

<sup>35</sup> 37.1% of households were occupied by people of over 65 years of age (compared to 24% nationally), and a further 9.7% of households had a least one elderly person living with younger family members.

## 4. AFFORDABLE HOUSING

### **Key workers**

4.3.7 Although in some parts of the country special provision is made for key workers in public sector jobs (such as nurses and teachers), in West Dorset these households tend to be better off than other working households<sup>36</sup>, and as such these aren't currently targeted for special consideration. However the council remains mindful of the essential role provided by certain lower paid and hard to recruit working groups within the community, and the need to keep under review associated housing and planning policies.

### **4.4. Who can provide affordable housing?**

4.4.1 In most cases, where affordable housing is being provided as part of a larger scheme, the developer will work in partnership with an affordable housing provider to deliver the affordable housing on-site.

4.4.2 In the case of rural exception sites, proposals are usually community led, often by the parish council, and sometimes by interested landowners. The Rural Housing Development Officer at the district council is available to work closely with the parish council to carry out research on the type of housing that is needed in their area, to help identify suitable sites<sup>37</sup> and ensure that the housing is deliverable. This officer will help the community and landowner understand any planning issues and can liaise with affordable housing providers who may be able to deliver and potentially manage the affordable housing.

4.4.3 Affordable housing must be provided by an approved provider, which includes registered social landlords approved by the council (especially those from the council's preferred registered social landlords partner list). Other bodies having similar objectives, like a community land trust, may also be approved, however the council will require that all providers can demonstrate that the homes delivered will comply with the council's affordable housing principles.

4.4.4 The council expects socially rented affordable housing to be managed by a registered provider. Rented housing owned or managed by other bodies may be included subject to equivalent arrangements to those provided by registered providers, as agreed with the council, and conditions will include:

- ownership by an appropriate charitable or not for profit, formally constituted body with long term aims and objectives to serve the local community and those in housing need
- rents and rent increases in line with the Tenant Services Authority's target rent system
- the use of Assured Tenancies, where a landlord can only seek repossession on specific grounds
- adopted management and equal opportunity policies
- the acceptance of nominations from the council's Housing Register.

4.4.5 Whilst non-rented forms of affordable home ownership will be subject to less onerous restrictions, they will still need to comply with the council's requirements for allocating the housing, to ensure that priority is given to those in housing need with a local connection [see section 4.5]. The council will need to be assured that the process for delivering the housing complies with the council's affordability and accessibility requirements [see section 4.8] and that homes are deliverable within the terms of the legal Section 106 agreement.

### **4.5. Who can occupy affordable housing?**

4.5.1 Affordable housing is provided for people with a local connection who are not able to meet their own housing needs through buying or renting in the open market.

4.5.2 To be eligible, a person or household will need to demonstrate that they are currently occupying

<sup>36</sup> The latest West Dorset Housing Need Survey showed that 89% of all key worker households are able to afford entry-level prices in the market.

<sup>37</sup> As a general point, the development should be well related to existing built development in order both to minimise the environmental impact and to encourage its accessibility to facilities and public transport as far as possible.

## 4. AFFORDABLE HOUSING

accommodation that is substandard or unsuitable for its requirements, and that they have an income that is too low either to buy or rent accommodation appropriate to their needs on the open market. They will also have to demonstrate that they have a local connection to West Dorset. Having a local connection to the parish may mean that they are given higher priority in that area.

4.5.3 A local connection is defined as meeting one or more of the following criteria:

- Being permanently resident in the district (or a given parish or community within the district) for at least six months during the past year or at least three years during the past five years
- Being in permanent full-time or part-time work in the district (or a given parish or community within the district) for six out of the last 12 months
- Having close relatives (i.e. parents, children, brother or sister) who have lived in the district (or a given parish or community within the district) for at least five years

There may also be other, exceptional, circumstances which the council will consider as providing a local connection to a given area. These must be agreed by the council, and would not include being resident in a local hospital or prison, or having a local holiday let.

### ***Allocating homes to people***

4.5.4 The West Dorset Housing Register will be used as the source for all affordable housing nominations (so each time a property becomes available, it should only be offered to people on this list, or a sub-set of it). Because affordable housing on rural exception sites is brought forward to address a particular local need, people with a local connection to the community or parish will be given priority and steps will be included to ensure adequate time for local applicants to come forward. Affordable housing provided as part of a larger housing scheme under policy HS3 is normally considered as meeting district-wide needs, but where appropriate priority may be given to people with a local connection to that parish or community.

4.5.5 A legally binding agreement will in all cases be required, to include nomination conditions and procedures giving priority to eligible households with a local connection to the area. Rural exception sites will require time related cascade mechanisms allowing adequate time to prioritise households with a local parish connection and thereafter nominations from a wider area (such as adjacent parishes) cascading out to the rest of West Dorset. To ensure an additional level of priority for persons in housing need from that area, allocation policies for rural exception schemes will permit under-occupation by one bedroom.

### **4.6. Setting local standards**

4.6.1 Affordable housing will be expected to meet certain standards relating to the quality of design and the mix of housing types and tenures. Information on the number, type, size and proposed tenure of affordable homes with indicative housing costs or cost formulas should be submitted as part of the application, within the Design and Access Statement.



## 4. AFFORDABLE HOUSING

### *The quality of design*

- 4.6.2 The local plan for West Dorset encourages high standards of design in keeping with local character, and promotes more sustainable construction methods. This applies equally to affordable and open market housing. As well as policies set out in this council's design and sustainable development planning guidelines<sup>38</sup>, affordable housing will be expected to comply with prevailing Homes and Communities Agency standards for social rented and intermediate affordable housing. This includes criteria on Code for Sustainable Homes rating, Housing Quality Indicators and Lifetime Homes Standards.
- 4.6.3 Affordable housing provided for those with special or supported needs will be required to meet specialised design, access and space standards agreed with the council and commissioning panels.
- 4.6.4 Early (pre-application) discussions with the planning officer and affordable housing provider are strongly recommended to ensure compliance with design outcomes and Homes and Communities Agency standards.

### *Housing types and tenures*

- 4.6.5 As a general principle, the type and mix of affordable housing provided should reflect the housing needs of the local community including elderly, young and other people in need of supported housing.
- 4.6.6 Where developments include a mixture of affordable and open-market housing, the affordable housing should be provided in the same proportion of houses and flats as the open market housing. The size of the units (the number of bedrooms) will depend on what is indicated by the most recent and relevant housing needs information. The affordable housing should be dispersed amongst privately owned homes and be 'tenure blind', so that it isn't possible to distinguish tenures through either design or location. Whilst it is accepted that certain design and layout constraints may restrict such opportunities and lead to a degree of clustering, the council will seek the greatest possible level of integration that can demonstrably be achieved.
- 4.6.7 The council will normally expect a housing tenure mix resulting in no less than two-thirds social rent and no more than one-third intermediate<sup>39</sup>. Priority will be given to maintaining this tenure mix, unless localised housing need evidence and other factors dictate otherwise.
- 4.6.8 On rural exception sites where all the housing will be provided as affordable housing, the types and tenures provided should reflect the housing needs of the local community. The proposals should explain how this has been achieved, with reference to the most recent Housing Need Surveys, information from the council's Housing Register and any other information provided by appropriate bodies. Where this will include tenure types other than social rented housing, the council will need satisfactory evidence that all homes will meet identified local needs and be genuinely affordable (and accessible) to those in identified need, and the housing will be required in perpetuity. This will need to be subject to a robust legal agreement.
- 4.6.9 Developers are strongly advised to discuss the number, type, size and the proposed tenure of affordable housing (with indicative housing costs or cost formulas) at an early (pre-application) stage with both housing and planning officers.

### **4.7. Thresholds on open market housing sites**

- 4.7.1 As set out in the adopted local plan, the council will seek to secure 35% affordable housing to meet identified local needs on:
- sites for 15 or more dwellings (or a site area of 0.5 or more hectares) within the defined development boundaries of Dorchester, Bridport and West Bay, Chickerell<sup>40</sup>, Lyme Regis and Sherborne

<sup>38</sup> West Dorset Design and Sustainable Development Planning Guidelines - Supplementary Planning Document, February 2009

<sup>39</sup> This is based on the recommendations by David Coultie Associates in 2002.

<sup>40</sup> Including the built-up areas adjoining Weymouth (the Granby, Lynch Lane, Littlesea, Charlestown and Littlemoor areas)

## 4. AFFORDABLE HOUSING

- sites for 3 or more dwellings (or a site area of 0.1 or more hectares) within the defined development boundaries of villages, and in Beaminster.

4.7.2 This applies to all types of housing development, including conversions and specialist provision (such as sheltered housing). It should be applied to the net increase in dwellings. Where requirements result in less than a whole unit of affordable housing, the number will be rounded up or down to the nearest whole number.

4.7.3 Because of the difficulties in securing sufficient sites for affordable housing, on-site provision will normally be required. Off-site provision or commuted sum payments will only be considered in exceptional circumstances where the developer can clearly demonstrate that on-site provision cannot be achieved. Where the developer proposes to provide affordable housing on a different site, this will only be acceptable where it is of at least an equivalent standard and specification, serving the same locality, that would have been met through the original scheme.

### ***Calculating contributions***

4.7.4 Off-site provision through commuted sum payments will only be acceptable in exceptional cases, as a last resort. The formula to calculate an acceptable sum will be based upon the value of private subsidy that would have been secured, had the affordable housing been provided on-site.

## **4.8. Financing and other arrangements**

4.8.1 Affordable housing will need to be provided for as long as housing need exists, subject to statutory rights to full ownership, and in perpetuity on exception sites. Because demand so outstrips supply, it is extremely important to maximise the number of homes remaining both affordable and accessible to those in identified housing need.

### ***Phasing of delivery***

4.8.2 Safeguards will be put in place to ensure that the affordable housing element is delivered at appropriate stages on larger, open market sites. This will normally be through a requirement in the Section 106 legal agreement that the affordable housing is completed (built and ready for occupation, and transferred to the approved provider) before the occupation of a given number of open market dwellings.

### ***Making the homes affordable***

4.8.3 The regulation of registered providers means that they must set target social rents. These reflect local earnings and need to be affordable to people in low paid work (whilst being sufficient to properly manage and maintain the home). The rent levels are guided by nationally agreed target rents. The council will expect similar measures to control rent levels for other approved providers.

4.8.4 Any forms of affordable home ownership must be both affordable and accessible to those in identified housing need. For example, homes for leasehold shared-ownership should initially be available at between 25% and 75% of open market value (with the full range being available to all prospective buyers). Any rental charges associated with unsold equity or shares will need to be approved by the district council.

### ***The right to acquire and stair-casing to full ownership***

4.8.5 Affordable housing provided as part of larger developments through policy HS3 must be provided for as long as housing need exists. Whilst rights to acquire or to progress to full ownership will be respected, the

## 4. AFFORDABLE HOUSING

council will want first refusal should the home subsequently be sold on the open market. This will be done through the inclusion of pre-emption rights in favour of the council (and may also include the registered provider, if one exists).

- 4.8.6 Because the council wants to make sure that affordable housing in the countryside is secured in perpetuity, homes in protected rural areas will be retained<sup>41</sup>. In these areas socially rented homes are not subject to the Right To Acquire, and strict rules will apply to the levels of shared-ownership that can be bought (or the inclusion of 'buy-back' clauses). Where appropriate, any rent levels associated with shared-ownership must also be restricted so that the tenant does not gain the right to purchase the freehold<sup>42</sup>.
- 4.8.7 Appropriate measures will also be taken to ensure any private or public subsidy is recycled or reinvested back into additional affordable housing within West Dorset.

### ***Mortgagee-in-possession clauses***

- 4.8.8 Because affordable homes cost money to build, many providers raise finance through banks and other money lenders, by taking out a mortgage. Households in shared-equity or shared-ownership homes will also need a mortgage to cover the share of the house that they are buying. Lenders normally want to safeguard their investment (should the loan not be repaid), and without this security they may be unwilling to offer finance. They do this through what are known as mortgagee-in-possession clauses as part of, or as a modification to, the Section 106 agreement, which give the lender the right to sell the house on the open market.
- 4.8.9 Mortgagee-in-possession clauses will generally be permitted for registered providers to provide social rented housing, where there are safeguards inherent in the funding arrangements for the social housing grant. Mortgagee-in-possession clauses may be permitted on non-exception sites for other approved providers and persons, as long as some nomination and pre-emption obligations remain and all subsequent sales are subject to the conditions of the original Section 106 agreement. They will not be permitted for people looking to purchase a share of the property on exception sites.
- 4.8.10 The council will require that any mortgagee-in-possession clause outlines the approach taken in the event of a re-sale if a property is repossessed.

<sup>41</sup> This protection is provided under new powers in the Housing and Regeneration Act 2008 – the protected areas are defined in Statutory Instrument No 2098 (2009) The Housing (Right to Enfranchise) (Designated Protected Areas) (England) Order 2009 – which currently includes all parishes in West Dorset excepting those with a population greater than 3,000

<sup>42</sup> Through the Leasehold Reform Act



## 5. PUBLIC OPEN SPACE PROVISION

### 5.1. Introduction

- 5.1.1 Public open space is land used for the purposes of public recreation. Many different sites can contribute to public open space, from formal public gardens and civic squares to country parks and community forests, from equipped play areas for toddlers to teenage 'hanging out' areas and sports pitches, from allotments to cemeteries. A full description of the types of space considered in West Dorset is given in [5.2.1]. In considering wider sport and recreation provision, councils are advised to consider outdoor sports, swimming pools, indoor sports halls and leisure centres, and the potential for community centres and village halls to provide sporting facilities. Indoor sports is included in Chapter 6 on culture and leisure provision, as many of the community halls in West Dorset are used for a wide range of functions, including indoor sports.
- 5.1.2 The Department for Culture, Media and Sport is the central government department responsible for sport and recreation. Some of its work is done through Sport England. Government guidance clearly states that planning obligations should be used to improve open space, sports and recreational provision where new development increases local needs<sup>43</sup>. The Department for Culture, Media and Sport also provides significant funding for sports provision, and further funding is available through the National Lottery.
- 5.1.3 The government expects councils to undertake an audit of existing open space, sports and recreational facilities. The audit should establish how these facilities are used, how accessible they are (in terms of location and costs), the quality or standard they achieve, and identify opportunities for new open space and facilities. The council should use the information gained from this assessment to set locally derived standards for the provision (quantity, quality and accessibility) of open space, sports and recreational facilities in their areas<sup>44</sup>.
- 5.1.4 Within West Dorset, the responsibility for public open space and sports provision is mainly shared between the district and local town or parish councils. The town or parish council for each area is normally responsible for playing fields, parks and allotments<sup>45</sup>, and they have the ability to raise money for sport through their local precept. The district council manages the Thomas Hardy Leisure Centre in Dorchester and the Gryphon Leisure Centre in Sherborne, and provides a revenue support grant to the trust that manages the Bridport Leisure Centre. The district council also provides grants to help organisations provide and develop a wide range of outdoor and indoor sports opportunities. This can help fund new facilities and improvements to existing facilities. Schools also play a significant role in the provision of more formal sports (indoor and outdoor), and some of these facilities are made available for wider community use (although public access may be limited during school hours).
- 5.1.5 There are also a number of organisations involved in promoting and providing countryside recreation opportunities. The council is represented on the Dorset AONB Partnership, which develops projects to conserve and enhance the natural beauty and heritage of the area. Dorset Countryside is run by Dorset County Council in partnership with the Dorset AONB team and other organisations. It manages certain sites and the public rights of way network in Dorset. Dorset Wildlife Trust manages 14 nature reserves in West Dorset covering 413 hectares, open throughout the year to the public. Natural England manages 2 national nature reserves locally.
- 5.1.6 In 1999 the council developed a sports strategy for the area, focussing provision on the six towns and the larger villages that generally serve a wider area or were likely to see a significant increase in population. Where relevant, specific land use allocations were then made in the local plan, together with proposals relating directly to the needs of new housing on the large development sites. Details of the proposals and how they have been progressed are provided in [Background Information] [Table I]. A number of these projects are outstanding, and a review of the sports strategy is underway.

<sup>43</sup> Para 33 PPG17: Planning for Open Space, Sport and Recreation, ODPM, 2002

<sup>44</sup> A companion guide to PPG17 provides further guidance on setting local standards for open space, sport and recreation.

<sup>45</sup> §23 of the Small Holdings and Allotments Act of 1908 - where there is a demand for allotments in their area, the local council should provide them. A need for allotment gardens may be considered to exist if the council receives six representations in writing from local residents. The allotments legislation does not lay down minimum standards, and it is up to the local councils what level of provision is made. Privately owned land can also be let for use as allotments, free from any control by local councils.

## 5. PUBLIC OPEN SPACE PROVISION

### 5.2. Existing public open space

5.2.1 The District Council commissioned an audit<sup>46</sup> assessing open space, sport and recreational facilities in 2006. The report sets out the quantity, quality and accessibility for six types of open space:

- **Parks, gardens and recreation grounds** – sites with formal grass areas and seating, and which may or may not incorporate more formal outdoor sports facilities, children’s play areas or other use types.
- **Young people’s play areas** - equipped play areas and specialist provision for young people, including skateparks, multi-use games areas (MUGAs) and teen shelters.
- **Allotments** - plots of land available for rent by local residents to grow vegetables, fruit and flowers, usually with a water supply, and shed /storage space.
- **Outdoor sports** - sites specifically for participation in formal outdoor sports such as football, cricket, rugby, and hockey, bowling and tennis. All publicly accessible sites were considered, including school sites that were available for community use<sup>47</sup>.
- **Amenity open space** - highly accessible sites that either perform a civic function (such as a market), improve the visual appearance of the area or provide opportunities for informal activities e.g. dog walking.
- **Natural or semi-natural green spaces** - nature reserves, woodlands, and other areas set aside for wildlife conservation or habitat creation such as heathland, species rich grassland, ponds, wetlands etc, community orchards, environmental education awareness and areas set aside for countryside recreation such as walking or cycling.

Cemeteries were also audited but no standards proposed, so for the purpose of this guidance they may be considered as potential natural and semi natural greenspace. Although there are other types of outdoor sports (such as watersports) not explicitly included in this list, the council will take a flexible approach in considering the need for these under one or more of the above categories.

5.2.2 All sites were visited and their quality evaluated against many factors. The report provides an overall score and rating for each site<sup>48</sup>. The assessment also looked at each local area and the final report includes information on the provision of each type of open space against a suggested standard at this level<sup>49</sup>. However, this masks more localised differences in provision, and therefore a more detailed appraisal is set out below and in the accompanying [Background Information].

5.2.3 The information held by the council on the various open spaces and projects related to their improvement will be reviewed annually in liaison with the town and parish councils.

5.2.4 The following table provides an overview of those areas where there is either a known shortfall in existing provision or existing sites fall below a reasonable quality standard, and the problems experienced are likely to be exacerbated by further development. It therefore indicates the type of contributions that will be collected in each local area, if on-site provision is not practical. This will need to be kept under review.



<sup>46</sup> West Dorset District Council PPG17 Study: Audit and Assessment of Open Space, Sport and Recreation Facilities - A Final Report by Strategic Leisure Limited, 2007 (revised 2009), available at [www.dorsetforyou.com/index.jsp?articleid=374563](http://www.dorsetforyou.com/index.jsp?articleid=374563)

<sup>47</sup> The audit noted 38 school sites which have no formal community use agreement and are not available for hire by the public, which could be made available for community use.

<sup>48</sup> Each site was rated as either very poor, poor, average, good, very good or excellent, depending how it scored within its typology

<sup>49</sup> The assessment of both young people’s play areas and outdoor sport provision took into account facilities available or included within other types of open space.

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	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
<b>Parks, gardens and recreation grounds and outdoor sports</b>	✓	✓	✓	✓	✓	✓
<b>Young people's play areas</b>	✓	✓	✓	✓	✓	✓
<b>Allotments</b>	✓	✓	✓	✓	✓	✓
<b>Amenity open space</b>	#	#	✓	#	✓	#
<b>Natural and semi natural greenspace</b>	✓	✓	✓	✓	#	✓

✓ indicates contributions will be collected  
 # indicates that contributions will be collected in some areas, but elsewhere no contribution may be necessary. See [5.2.11] for further information on amenity open space, and [5.2.16] for further information on natural and semi natural greenspace in the Lyme Regis area.

More information for each open space type is given in the following sections.

### ***Parks, gardens and recreation grounds and outdoor sports provision***

- 5.2.5 Most of the district's parks, gardens and recreation grounds include some form of outdoor sports provision, and as such these two open space types are considered together.
- 5.2.6 [Table 2] in [Background Information] sets out the current level of outdoor sports provision in the towns and outlying larger villages, and identifies whether there is a shortfall within walking distance of local residents or whether the facilities that are provided fall below a good standard. The assessment focusses on provision for football, cricket, rugby, hockey, bowling and tennis. [Table 3] in [Background Information] sets out the current known provision against the suggested standards for parks, gardens and recreation grounds, and highlights those areas which currently fall below this standard, either due to under provision or because the spaces provided fall below the expected quality standard.
- 5.2.7 As of 2 February 2010, there were no areas with sufficient provision of a good standard.

### ***Young people's play areas***

- 5.2.8 [Table 4] in [Background Information] sets out the current known provision in West Dorset. As of 2 February 2010, all areas either had a lack of young people's play spaces within walking distance of local residents or the play areas provided fell below a good standard.

### ***Allotments***

- 5.2.9 The audit advises that the provision of allotments is very much demand led. For example although there may be over provision in an area compared with the district wide standard, there may still be a waiting list and need for more provision.
- 5.2.10 The smallest allotment site recorded in the audit was 600m<sup>2</sup>. Most are between 0.2 to 0.8ha. Plots range from small 10m<sup>2</sup> 'starter' plots for those who are new to allotment gardening, through to a full size plot which is 10 rods (250m<sup>2</sup>) that would be suitable for an experienced gardener and provide enough food for

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a family. Many allotment sites have a mixture of plots to make the best use of space and meet the needs of individual plot holders.

- 5.2.11 A recent survey (October 2008) showed that there were 1,079 allotment plots in the district and none were vacant, with a total of 406 people on waiting lists. Many rural parishes had no existing provision. One or more sites in all six areas fell below a good quality score.

### **Amenity open space**

- 5.2.12 Amenity open space plays an important role in providing open spaces near to people's homes, to some extent supplementing the other open space types. [Table 6] in [Background Information] sets out those areas which either have a shortfall of spaces within walking distance of local residents or where the facilities fall below a good standard. None of the main towns had adequate provision in walking distance at the time of the audit. Some 26 of the smaller settlements<sup>50</sup> had adequate provision in some form of open space.
- 5.2.13 The audit suggests that where possible such sites should be around 0.3ha in size to ensure that they are easy to maintain and can accommodate a wider range of uses as well as providing a focal point. Sites that perform a purely visual or civic function tend to be smaller, with the smallest open spaces recorded being 500m<sup>2</sup> (Bucky Doo Square in Bridport and Holy Trinity Church Gardens in Dorchester).

### **Natural and semi natural greenspace**

- 5.2.14 Although public open space contributions have not previously been collected for natural and semi natural greenspace, the audit showed that West Dorset residents will tend to visit such sites on a monthly or more frequent basis over and above their current use of sports pitches or allotments. They are obviously a valued resource. These areas of countryside and woodland are likely to have less formal facilities than a park or recreation ground, and therefore the quality assessment focussed on features such as pathways, general access, signage, and provision of bins where appropriate.
- 5.2.15 The audit identified some 36 sites across the district, amounting to just over 1,070 hectares. Since this time, further sites have been identified, taking the district total to just over 1,480 hectares. This does not include the coastline or the extensive network of public rights of way.
- 5.2.16 In assessing natural and semi natural greenspace, consideration has been given to Natural England's Accessible Natural Greenspace Standards<sup>51</sup>. Natural England present a number of recommendations in relation to provision levels, specifically:
- Provision of 1ha of Local Nature Reserve per 1,000 population
  - There should be one 20ha natural greenspace within 2km from peoples homes<sup>52</sup>
  - No person should live more than 300m from their nearest area of natural greenspace of at least 2ha in size
- 5.2.17 [Figure 7] in [Background Information] shows those areas which are within these distances. In 2009, the first target was met<sup>53</sup>. The second target was only met in a few locations, and the only towns that met this target were Lyme Regis and the western part of Sherborne. Only the area surrounding Slopes Farm in Lyme Regis met all three targets, and contributions will only be collected in this part of Lyme Regis if a project to improve the quality of Hole Common and Sleech Wood is identified (this is being investigated by the Dorset AONB team).

<sup>50</sup> Bishop's Caundle, Bradford Abbas, Broadmayne and West Knighton, Broadwindsor, Buckland Newton, Cerne Abbas, Charlton Down, Chetnole, Chideock, Crossways, Drimpton, Evershot, Frampton, Halstock, Langton Herring, Litton Cheney, Nether Compton, Piddlehinton, Portesham, Puddletown, Puncknowle, Salway Ash, Shipton Gorge, Thornford, Toller Porcorum

<sup>51</sup> <http://www.naturalengland.org.uk/ourwork/enjoying/places/greenspace/greenspacestandards.aspx>

<sup>52</sup> Targets are also set out for one accessible 100 hectare site within five kilometres and one accessible 500 hectare site within ten kilometres of people's homes

<sup>53</sup> In West Dorset all Dorset Wildlife Trust reserves were counted towards this target, although not all were officially declared as Local Nature Reserves

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### 5.3. The need for contributions towards public open space provision

- 5.3.1 New homes are occupied by people who are likely to use public open space and sports facilities from time to time. Any increase in the local population from new homes therefore places additional pressure on these facilities. These facilities may either need improving or new sites provided to continue to cater for local needs. This investment in sport and recreation facilities not only promotes healthier lifestyles, but can help create better communities by providing opportunities for people to meet and interact. This in turn can help reduce crime.
- 5.3.2 In assessing the level of contribution required from new housing development, the quality, accessibility and capacity of the existing public open space and sports provision needs to be taken into account.
- 5.3.3 Although other types of use (holiday accommodation, offices and other workplaces) may add to this pressure, the current local plan policy limits the scope for collecting contributions to new homes, and this document is required to follow this approach. Broadening the basis for collecting sports and recreation provision to other types of development will need to be considered through the core strategy.

### 5.4. Setting local standards

- 5.4.1 Councils are advised to use the information gained from their open space audits to set local standards for the provision of open space, sports and recreational facilities in their areas<sup>54</sup>. In setting these standards the council should consider whether there is a shortfall in provision, whether existing sites are accessible (in terms of distance and cost), and whether existing facilities could to be enhanced.
- 5.4.2 A door to door survey undertaken as part of the open space audit showed that about three out of four local residents (72%) felt that there was enough accessible public open space in West Dorset. The audit's suggested local standards were therefore based on maintaining or reaching the average quantity of provision (per person) for each open space type<sup>55</sup>. In the case of formal outdoor sports and allotments, the study recognised that any standard should be demand-led. This approach was put forward following discussions with key providers (such as schools and sports clubs). The study recommended that all sites should aim to achieve a 'good' quality rating. Accessibility standards were also suggested in the audit, based on the distances currently travelled<sup>56</sup>. A summary of the recommended standards from the audit is given below<sup>57</sup>.

	Parks, gardens and recreation grounds	Outdoor sports	Young people's play areas	Allotments	Amenity open space	Natural and semi natural greenspace
Quantity (per 1,000 people) (stand-alone provision)	1.23 ha	2.26 ha (0.99ha)	0.13 ha <sup>2</sup> (0.08ha)	0.20 ha	0.11 ha	10.69 ha
Quality score	=> 48%	not given	=> 60%	=>60%	=>53%	=> 46%
Accessibility (minutes travel) <sup>1</sup>	< 7.42	< 8.34	< 6.58 (12.67) <sup>3</sup>	<13.17	< 4.58	< 11.81
% travel on foot	80%	not given	84%	not given	93%	49%
distance on foot	< 600m	(< 670m)	< 530m (1km)	< 1km	< 370m	< 950m
distance by car	n/a	n/a	n/a	< 7km	n/a	< 6.3km

<sup>1</sup> Travel time to allotments and play areas for children is not truly representative and should be treated with caution as the survey sample is not robust.  
<sup>2</sup> Based on suggested standard of 0.62ha for 1,000 young people aged 2-19 applied to all provision, where 2-19 year olds make up approximately 21% of the total population (2006 MYE)  
<sup>3</sup> Higher figure provided for provision aimed at older teenagers, such as a skate park

<sup>54</sup> PPG17: Planning for Open Space, Sport and Recreation, ODPM.

<sup>55</sup> Since this time further recreation sites have been identified, and therefore the standards should be considered a minimum

<sup>56</sup> These were calculated from responses in the door to door survey of local residents - the report notes that accessibility standards for young people's play areas and for allotments need to be treated with caution due to the limitations of the statistical sample

<sup>57</sup> Although indoor sports provision and community halls were considered, no standards were proposed for these facilities

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5.4.3 In deciding what standards would be reasonable, the council has considered the audit findings but made adjustments to take into account that the audit findings were based on parish areas rather than the towns and villages where most people live, and the spatial strategy in the adopted Local Plan.

### ***Parks, gardens and recreation grounds and outdoor sports provision***

5.4.4 The audit findings suggest that a minimum standard of 1.23 hectares per 1,000 population should be adopted for parks, gardens and recreation grounds, and 2.26 hectares per 1,000 population should be adopted for outdoor sports provision, of which typically 0.99 hectares per 1,000 population will be on sites dedicated to this type of recreation, the remaining provision normally being on recreation grounds.

5.4.5 In terms of outdoor sports, the audit identified whether the provision (such as the total number of pitches) was sufficient to meet the demand generated by the total number of teams or players in the area. It is important to note that a surplus in pitches does not mean the pitches are not used, merely that they are not played to their full capacity. Also the fact that the main towns and larger villages are generally the most appropriate places to provide new facilities has been taken into account. Dedicated and more competitive club sports that will attract players from a wider catchment should normally be located in the main towns. However, because some of the district's larger villages are a considerable distance from the facilities in the towns, adequate provision does need to be made in the more outlying larger villages.

5.4.6 The standards that will be used in West Dorset, adapted from those recommended by the audit, are outlined below:

Size	Provision
<b>Main towns and large villages<sup>5</sup></b>	At least one park, garden or recreation ground within 600m walking distance of most people's homes <sup>6</sup> . Sufficient provision <sup>7</sup> for football, cricket, rugby, hockey, bowling and tennis within 2km walking distance of the town or village centre. All sites should achieve a 'good' quality rating.
<b>Other settlements</b>	All existing sites should achieve a 'good' quality rating.

<sup>5</sup> Those villages having a defined development boundary in a parish of 500+ population: Bradford Abbas, Broadmayne and West Knighton, Broadwindsor, Buckland Newton, Burton Bradstock, Cerne Abbas, Charlton Down, Charminster, Charmouth, Crossways, Maiden Newton and Frome Vauchurch, Mosterton, Piddletrenthide, Portesham, Puddletown, Salway Ash, Thornford and Yetminster

<sup>6</sup> Should ensure that areas of 200+ population are not excluded from meeting this requirement

<sup>7</sup> An assessment of sufficiency will be based on the district standard of 2.26 hectares per 1,000 population and an assessment of local demand - see [Table 2] in [Background information]

5.4.7 Development in most areas will be expected to contribute to new provision or improving the quality of existing facilities. The only area where there is sufficient provision of a good standard (as of 2 February 2010) is in Beaminster and the outlying parishes that look only to Beaminster for their needs.

5.4.8 As a means of calculating the appropriate levels of contribution, the council will base its calculations on the district standard of 2.26 hectares per 1,000 population. Funding may either be spent on new provision or may be put towards improving the quality of existing facilities. Where facilities are run by a private operator, any funding provided will need to take into account the need to secure appropriate charges and membership policies to enable wider community use.

### ***Young people's play areas***

5.4.9 The audit recognises that it would not be practical to provide play facilities suitable for all age ranges and abilities in every community in the district. However, it does suggest some minimum standards, looking at different scales of provision, such as:

- **Neighbourhood Equipped Areas for Play (NEAPs)** - areas with at least 1,000m<sup>2</sup> of activity

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area including a hard surface area (such as a Multi Use Games Area) and an equipped play space area. The equipped play area should have at least eight types of play equipment to allow developmental play amongst younger children and moderate/adventurous play for older children. Other facilities for teenagers, such as a skate park, should also be provided either within the area or nearby.

- **Local Equipped Areas for Play (LEAPs)** - areas with at least 400m<sup>2</sup> of activity area and at least five types of play equipment (of which at least two are individual items rather than part of a combination), plus teenage provision (such as a Multi-Use Games Area or skate bowl), with impact absorbing surface beneath and around the play equipment.
- **Local Play Areas (LPAs)** - areas with at least 100m<sup>2</sup> of activity area and play features to enable children and young people to identify space as their own domain.

The standards that will be used in West Dorset, adapted from those recommended by the audit, are outlined below:

Size	Provision
<b>Main town</b> (2500+ population)	At least one Neighbourhood Equipped Area for Play and facilities for teenagers, such as a skate park, either within the area or nearby. A Local Equipped Area for Play (for 500+ population) or Local Play Area (for 200+ population) within 530m walking distance of the remaining areas (those areas not within 530m walking distance of a NEAP). All sites should achieve a 'good' quality rating.
<b>Large village</b> (village having a defined development boundary in a parish of 500+ population)	At least one Local Equipped Areas for Play. Local Play Areas in areas of 200+ population not within 530m walking distance of a LEAP. All sites should achieve a 'good' quality rating.
<b>Small village</b> (with a development boundary but limited population or listed in para. 5.5.6 of the adopted Local Plan)	At least one Local Play Area, to include provision for all age ranges (toddler, junior and teenager). All sites should achieve a 'good' quality rating.
<b>Other settlements</b>	At least one Local Play Area, although alternative provision eg: use of mobile play equipment may be considered. All sites should achieve a 'good' quality rating.

- 5.4.10 No parish currently meets these standards. Development in all areas will be expected to contribute to new provision or improving the quality of young people's play areas. As a means of calculating the appropriate levels of contribution, the council will base its calculations on the district standard of 0.13 hectares per 1,000 population (equivalent to 0.62ha per 1,000 young people aged 2-19).

### Allotments

- 5.4.11 The standards that will be used in West Dorset, adapted from those recommended by the audit, are outlined below

Size	Provision
<b>Main towns</b> (2500+ population)	Sufficient provision of allotment sites to meet the district standard of 0.20 hectares per 1,000 population, located within 1km walking distance of most people's homes <sup>8</sup> . Each allotment site should as a minimum be served by water, and either have toilets on-site or be reasonably close to public toilets. All sites should aim to achieve a 'good' quality rating.
<b>All other settlements</b>	Sufficient provision of allotment sites to meet the district standard of 0.20 hectares per 1,000 population, located within 1km walking distance of the majority of homes. Each allotment site should as a minimum be served by water. All sites should achieve a 'good' quality rating.

<sup>8</sup> Should ensure that areas of 320+ population are not excluded from meeting this requirement

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- 5.4.12 As a means of calculating the appropriate levels of contribution, the council will base its calculations on the district standard of 0.20 hectares per 1,000 population. Funding may either be spent on new provision in the area or put towards improving the quality of current allotments.

### ***Amenity open space***

- 5.4.13 The standards for amenity open space that will be used in West Dorset, adapted from those recommended by the audit, are outlined in figure below:

Size	Provision
<b>All settlements</b>	Sufficient provision of sites to meet the district standard of 0.11 hectares per 1,000 population in the local area. Some type of open space (other than dedicated children's play areas) available within 370m walking distance of most people's homes. All sites should achieve a 'good' quality rating.

- 5.4.14 As a means of calculating the appropriate levels of contribution, the council will base its calculations on the district standard of 0.11 hectares per 1,000 population. Where funding is required, this may either be spent on new provision or may be put towards improving the quality of existing facilities.

### ***Natural and semi natural greenspace***

- 5.4.15 The suggested district standard in the audit report (of 10.69 hectares per 1,000 population) could be considered a significant underestimate given the additional sites that have now been recorded (the adjusted figure would be in the region of 14.8 hectares per 1,000 population). However, the main issue in relation to public access to natural and semi-natural greenspace is the lack of accessible space near to the main towns and larger villages, rather than simply continuing to provide the same amount of space per person.
- 5.4.16 Within the south-east part of the district, around Crossways and Puddletown, the potential impact of new households on sensitive heathland sites also needs to be considered. Natural England would normally object to any additional residential development within 5km of sensitive heathland sites<sup>58</sup>. [Figure 7] in [Background Information] shows the heathland protection area. However, for development sites more than 400m from a sensitive heathland site, it is possible to overcome this objection through appropriate mitigation. To simplify this process, Natural England have initially agreed two projects that funding should be collected towards, and will identify further projects as these are achieved.
- 5.4.17 The standards that will be used in West Dorset, adapted from those recommended by the audit, and taking into account Natural England suggested standards, are outlined below:



<sup>58</sup> Sites of special scientific interest (SSSIs) of at least national or greater importance



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Size	Provision
<b>Main towns</b> (2500+ population) and <b>Large villages</b> (villages having a defined development boundary in a parish of 500+ population)	One 20ha natural greenspace within 2km of the town or village. A natural greenspace of at least 2ha in size within 1km walking distance of most people's homes. All sites should achieve a 'good' quality rating.
<b>Small village</b> (with a development boundary but limited population or listed in para. 5.5.6 of the adopted Local Plan)	A natural greenspace within 1km of the village All sites should achieve a 'good' quality rating.
<b>All other settlements</b>	A natural greenspace within 6km. All sites should achieve a 'good' quality rating.

5.4.18 Adopting a requirement of 5 hectare per 1,000 population provides a reasonable standard that should help deliver the above provision in those areas facing most development pressure over the adopted local plan period. The focus will be on bringing forward one or two larger countryside recreation site and a number of smaller sites in locations accessible to where most of the new homes will be built. The AONB Management Plan (2009-2014) includes a project to explore the potential to develop a woodland based recreational and learning area in the west of the AONB, and if a suitable site is found close to Bridport or Beaminster, this would help achieve the target for this area. In the heathland zone in the eastern part of the district the focus will be to provide and promote alternative, accessible countryside sites away from sensitive heathlands through projects agreed with Natural England. A higher standard (14.8 hectares per 1,000 population) will be applied in the heathland consultation zone area in order to fund projects to fully mitigate the potential impact on the sensitive heathland sites. Because many of the smaller villages are on the whole surrounded by countryside, the focus in these areas outside the heathland zone will be on improving access to sites via the rights of way network and through encouraging landowners to dedicate access in perpetuity through Section 16 of the Countryside and Rights of Way Act.

5.4.19 The council will develop a green space strategy as part of its core strategy, which will provide a clearer indication of the likely locations for new natural and semi-natural public open spaces.

### 5.5. Thresholds and exceptions

5.5.1 Where there is an identified need for open space or sports provision within an area, all new homes (including those created by a change of use or the subdivision of an existing building but excluding one-for-one replacements) will be expected to make provision for public open space. This will either be through on-site provision or developer contributions.

#### *Thresholds*

5.5.2 Thresholds for providing on-site provision have been calculated to ensure that the sites provided can be effectively managed by the town or parish council or other appropriate management body. The following table sets out when on-site provision will normally be required. This will help ensure that provision is made locally, but does not mean that all the provision must be made on site, as even on larger sites some funding may still be directed at more strategic projects off-site. Smaller development sites will normally be expected to make a financial contribution as set out in section [5.6], unless part of a larger, phased scheme.

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Open space or sports type	Minimum suggested size	On-site provision normally required
<b>Parks, gardens and recreation grounds (including outdoor sports)</b>	500m <sup>2</sup> (2,000m <sup>2</sup> for a kick-about area)	100+ homes or > 220 residents Senior level sports provision will only be required on-site if specified in a site policy
<b>Young people's play areas</b>	100m <sup>2</sup>	50+ homes or > 110 residents <sup>9</sup>
<b>Allotments</b>	600m <sup>2</sup>	150+ homes or > 320 residents
<b>Additional amenity open space</b>	500m <sup>2</sup>	200+ homes or > 450 residents
<b>Natural and semi natural greenspace</b>	5,000m <sup>2</sup> <sup>(10)</sup>	Site > 5ha

<sup>9</sup> Sheltered housing schemes for the elderly if exceeding 50 dwelling units or 110 residents will not be expected to provide young people's play areas on-site

<sup>10</sup> Provision made within 300m of the site will also be counted as part of any on-site provision under this open space type

5.5.3 Where on-site or off-site provision is being made, the involvement of the local community at an early stage is essential<sup>59</sup>. Engaging an artist in the design process to help ensure that the design responds to the site, enhances local character and integrates quality craftsmanship is strongly encouraged. The artist may be able to identify opportunities to include works of art in the development, particularly at gateway or other landmark locations, in line with Policy IN6.

### Exceptions

5.5.4 As mentioned in paragraph [5.3.3], the scope for collecting contributions for public open space and sports provision is currently limited to new homes.

5.5.5 An exception will usually be made for collecting commuted sums for developer contributions in relation to affordable housing, which is a key priority for this area and a planning obligation in its own right. The council will negotiate to secure the on-site provision of public open space in line with the standards contained in this guidance where necessary and practical, according to the location and size of the development proposed. And the council will negotiate for reasonable garden sizes on rural exception sites to enable some home-grown provision (as a guide, there should be a minimum 10m<sup>2</sup> growing plot for 1 bedroom home, and 20m<sup>2</sup> growing plot for 2+ bedroom homes). A contribution will also be necessary for natural and semi natural greenspace provision within the heathland zone, as set out in para [5.5.10].

5.5.6 Homes restricted to holiday accommodation use will be expected to make the same contribution as the equivalent private home, with the exception of allotment provision which should be waived.

5.5.7 Rural workers' dwellings may be exempted from providing allotments if the garden size for each home is sufficient to enable some home-grown provision (minimum 10m<sup>2</sup> growing plot for 1 bedroom home, and 20m<sup>2</sup> growing plot for 2+ bedroom homes). They will normally be exempted from amenity open space contributions unless located on the edge of an existing settlement with inadequate provision.

5.5.8 Care homes are unlikely to put the same pressure on public open spaces and sports provision, as facilities are only likely to be used by visitors and staff. On this basis, provision will be waived. In the case of sheltered housing schemes for the elderly, which tend to house more active residents, the only reduction in the level of contribution normally required will be in respect of young people's play areas, which will be waived.

5.5.9 One bedroom homes are unlikely to accommodate families with children. No contribution will therefore be required in respect of young people's play areas.

<sup>59</sup> Local residents and the wider community should be involved in the design and, where appropriate, the ongoing maintenance of public open spaces and pedestrian areas. Because the design should ensure that public spaces are accessible to everyone, disabled users or their representatives should be consulted as soon as possible (para 3.2.2 of Design and Sustainable Development Planning Guidelines, adopted by the council in February 2009)

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5.5.10 Within the heathland zone, a higher charge will be levied for natural and semi natural greenspace provision in recognition of the unique circumstances relating to the sensitive heathland sites in this area. This will apply to all forms of housing including any affordable housing delivered. This additional funding will be used specifically for projects to mitigate the impact of recreation on heathlands, which may include either the provision of alternative recreational land to deflect pressure from the heathlands, or the wardening and management of heathland sites in order to reduce the harmful impact of recreation.

5.5.11 In summary, no contribution will be required from the following:

- Non-residential development
- Care homes

Contributions for some elements of open space provision will normally be waived for the following:

- Affordable homes
- Homes outside development boundaries, restricted to holiday accommodation use
- Rural workers' dwellings
- Sheltered housing schemes for the elderly
- One bedroom homes.

### 5.6. Calculating the contributions

5.6.1 Where possible and practical, provision should be made on-site [see 5.5.2]. Otherwise contributions will be collected in areas where there is a local or area-wide shortfall or where existing sites within that area fall below the expected standard.

	Parks, gardens and recreation grounds	Outdoor sports	Young people's play areas	Allotments	Amenity open space	Natural and semi natural greenspace	TOTAL
Standard cost / m <sup>2</sup>	£17.55/m <sup>2</sup>	£180/m <sup>2</sup>	£22.55/m <sup>2</sup>	£17.55/m <sup>2</sup>	£2.85/m <sup>2</sup>		
Area requirement / person <i>Heathland zone</i>	22.6m <sup>2</sup>	1.3m <sup>2</sup>	2.0m <sup>2</sup>	1.1m <sup>2</sup>	50m <sup>2</sup> (148m <sup>2</sup> )		
One bedroom home	£519.59	--	£59.08	£25.29	£186.68 (£552.56)	£790.63	
Two bedroom home	£698.07	£411.84	£79.38	£33.98	£250.80 (£742.37)	£1,474.06	
Three bedroom home	£995.54	£587.34	£113.20	£48.46	£357.68 (£1,058.72)	£2,102.21	
Four bedroom (or larger) home	£1,134.36	£669.24	£128.99	£55.21	£407.55 (£1,206.35)	£2,395.35	

5.6.2 The council will base its requirements on the costs of providing so many square metres of open space or sports provision per person. The following costs have been based on standard occupancy rates and local knowledge of project costs and comparison with other council Section 106 requirements. They include

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potential land acquisition costs<sup>60</sup>. In calculating the appropriate level of costs, the council has assumed that abnormal costs will normally be dependent on external funding.

### 5.7. Ongoing management arrangements

- 5.7.1 The cost of maintaining facilities over the longer term can be a major factor and was a concern highlighted by town and parish councils. Government guidance<sup>61</sup> makes it clear that it may be appropriate to ask developers to fully fund the ongoing maintenance of facilities which are predominantly for the benefit of the users of the associated development. However, where such facilities are intended for wider public use, the costs of maintenance and other recurrent expenditure should normally be borne by the host authority (in terms of open space in West Dorset, this is generally the parish or town council).
- 5.7.2 On this basis, where contributions are being sought, it would not normally be appropriate to ask for a contribution towards future maintenance, and the managing body (typically the parish or town council) would have to raise funding through the local precept or other means. In the case of on-site provision, maintenance contributions are normally justified, and the developer will be expected to liaise with the parish or town council to determine the most appropriate management arrangements.

<sup>60</sup> These have been primarily based on agricultural land values (with the exception of young children's play areas where a higher premium has been used to take into account higher land values, but not fully reflecting residential land value). Land costs have been kept low to reflect that some projects may come forward on land already in public ownership.

<sup>61</sup> Circular 05/2005

## 6. CULTURE AND LEISURE FACILITIES

### 6.1. Introduction

6.1.1 This chapter considers wider cultural and leisure facilities, in particular the role of community halls, provision for the arts, indoor sports, museums and libraries.

6.1.2 A community hall is a public building (or a room or rooms within a building that are made available for public use), normally run by volunteers, charitable organisations or local faith groups, and in some cases by the town or parish council. The rooms and facilities can be hired by the local community, and used by local groups (such as the Women's Institute, drama group and youth club), and for pre-school and after-school playgroups and other valuable community services. Many of the halls in West Dorset also cater for indoor sports, such as keep fit or yoga classes, table tennis and short mat bowls, with larger halls having capacity for badminton or volleyball. They may also be available to hire for private functions. A properly maintained community hall of adequate size, well kept and well managed, can play a central role in local community life. It can:

- Provide a place to hold functions / activities that may not otherwise be able to take place in the locality
- Provide a meeting point for the community for a range of social, cultural, educational and recreational activities for all age groups and abilities, and can reduce social isolation particularly for the elderly and those without cars, and
- Support provision of local services to the community (e.g. surgery, playgroup, as well as local elections and council meetings).

6.1.3 People can enjoy and appreciate the arts in a number of ways. This can be through visits to a theatre or arts centre to watch or listen to a performance, and through activities and events held locally. The arts can include carnivals and festivals, dance, literature, film and music, theatre and drama, video and digital media, visual arts and crafts. Most districts have a mix of arts facilities including galleries, multi-use arts centres, theatres and arts production space. Information on art in the public realm (for example through the creative design of paving or lighting) is given in chapter 5 on public open space [5.5.3].

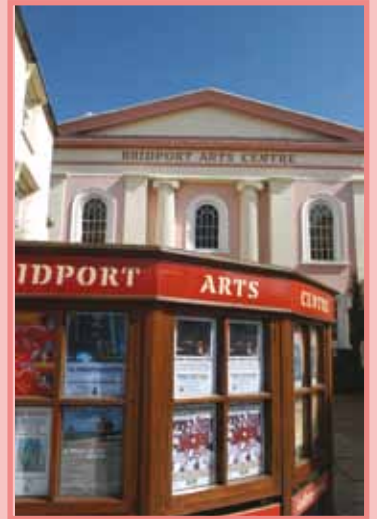
6.1.4 Museums have a key role in preserving examples of our heritage for existing and future generations to enjoy. This also provides opportunities for learning, and can strengthen family and local community identity. Most rely on admission charges and/or fundraising, but some also rely on public revenue funding, and capital funding for improvements.

6.1.5 Public libraries play an important part in life-long and informal learning. The county council is responsible for the public library service in West Dorset and the rest of the county<sup>62</sup>. This service provides access to books and other forms of printed material free of charge.

6.1.6 The Department for Culture, Media and Sport is responsible for government policy on culture, often acting through the Arts Council, English Heritage, the Museums, Libraries and Archives Council, Sports England and the South West Culture Executive Board (who are accountable for taking forward the actions of the regional cultural strategy, and regional cultural infrastructure strategy).

### 6.2. Existing culture and leisure provision

6.2.1 A recent study has highlighted that West Dorset is poorly served by cultural facilities, compared to most other districts<sup>63</sup>. This is probably not surprising, given the rural nature of the district. But on the other



<sup>62</sup> The Public Libraries and Museums Act 1964 requires the 149 first tier English local authorities to provide "comprehensive and efficient" public library services

<sup>63</sup> The Local Future Groups Study undertaken in 2008, ranked West Dorset as 289<sup>th</sup> out of 376 authorities in England (<http://www.localfutures.com/Assets/2621/amenities%20barometer-amenities%202008.pdf>)

## 6. CULTURE AND LEISURE FACILITIES

hand it is not something we can ignore. Arts and other cultural facilities help stimulate new ideas and skills, encourage people to interact and reinforce a sense of belonging.

### **Community halls and indoor sports provision**

- 6.2.2 [Table 9] in [Background Information] sets out the current provision of community halls and indoor sports facilities. There are nearly 150 community venues operating in West Dorset, varying in the size and facilities offered, and their availability for public use. The majority are community halls, but there are also school buildings and privately operated sports and social clubs in this list. Most settlements have at least one community venue that is open to the public to use, with the larger settlements invariably having a range of venues on offer. As of 2 February 2010 all areas had a number of existing venues in need of some improvements for which projects are planned. The district council has a limited budget to support community hall improvements through the Leisure Development Fund grant scheme.
- 6.2.3 Indoor sports facilities are available to the public in the larger leisure centres and swimming pools through a combination of local council, trust and private sector provision. Because the public accessibility of private sector provision can change and the future availability of school-based pool provision cannot be guaranteed, this needs to be considered in the collection and use of planning obligations.
- 6.2.4 The assessment of the suitability of existing provision is based on information from the district council's audit<sup>64</sup> of sport and recreational facilities in 2006 and a study undertaken by the Village and Community Halls Advisory Service around that time. Further work is required to provide a full assessment of current standards.

### **The arts**

- 6.2.5 As of 2 February 2010, the main provision in the district specific to the arts was in Bridport, where there is an Arts Centre with a 200-seat theatre and three exhibition spaces, and the Palace Cinema, which can seat 400 and contains a stage and dance floor as well as the cinema screen. The Marine Theatre in Lyme Regis has a 180 seating capacity. There is also a small arts centre in Dorchester providing a venue for music events and small scale theatre. Until recently, Sherborne House provided exhibition space in Sherborne, but access is now limited due to the poor state of repair of the building.
- 6.2.6 Evidence from mailing and membership lists show that arts venues often attract participants beyond their immediate area. At the time of writing, the Bridport Arts Centre and Marine Theatre's mailing lists extended across the western part of the district (Bridport, Beaminster and Lyme Regis areas). The Dorchester Arts Centre and Sherborne House mailing lists extended across the whole district (and beyond).
- 6.2.7 Community halls are also hired out for arts use, either by local groups or one or more of the active arts organisations that operate in the area. There are various supportive networks and agencies that operate in the area, such as Dorset Art Weeks (which organises open studio events, and in 2008 promoted over 800 participating artists at 340 venues across Dorset), ArtsReach (a charitable organisation that works with local promoters to promote live performances, exhibitions and participatory workshops in villages across the county) and PVA MediaLab (who hire out digitally equipped studios and offer bespoke training for multimedia projects, sound production and digital video editing).
- 6.2.8 The district council supports the arts primarily through revenue funding to the Bridport Arts Centre, Dorchester Arts Centre, the Marine Theatre in Lyme Regis, Sherborne ArtsLink and ArtsReach. The council also gives individual project grants (Arts Development Small Grants and Leisure Development Fund). The county council Arts Service has a modest budget to support strategic work, often in partnership with other organisations, as well as funding many of the organisations outlined above.

<sup>64</sup> West Dorset District Council PPG17 Study: Audit and Assessment of Open Space, Sport and Recreation Facilities - A Final Report by Strategic Leisure Limited, 2007 (revised 2009), available at [www.dorsetforyou.com/index.jsp?articleid=374563](http://www.dorsetforyou.com/index.jsp?articleid=374563)

## 6. CULTURE AND LEISURE FACILITIES

6.2.9 New arts facilities are planned. There is planning consent for the conversion of the former Maltings in Dorchester into a centre for the arts, which would include a 440 seat auditorium, gallery exhibition space, dance school and studio space. This is dependent on some £7 million to cover the conversion and fit out costs. In Sherborne, a newly formed charitable Trust intend to create a new Arts Centre at an estimated cost of £1 million, and have made some progress in acquiring a suitable site. There are plans to restore Sherborne House and for an arts presence to continue there (with much improved displays). There are also aspirations to improve the size and use of the Marine Theatre in Lyme Regis to incorporate additional workshop, rehearsal and performance spaces, and refurbish the Bridport Arts Centre which includes making it more accessible for disabled persons.

### **Museums**

6.2.10 Within West Dorset there are currently six museums that are publicly subsidised. The majority are independently run through charitable trusts. The district council provides revenue funding to the museums in Bridport, Dorchester (Dorset County), Lyme Regis and Sherborne, and project grant support to the other museums. The county council provides revenue funding to the Dorset County Museum. [Table 10] in [Background Information] sets out the current provision, focus and projects planned.

6.2.11 Most of the museums focus on the history of the local area, and specific events or finds that contribute to each area's character. There are also four museums in Weymouth which are easily accessible to Chickerell residents<sup>65</sup>. Evidence from similar museums elsewhere in Dorset<sup>66</sup> shows that they typically attract residents from the local area (the town and its hinterland), but are less likely to be used on a regular basis by residents from other parts of the district.

6.2.12 There are plans to extend or improve most of the museums in the area, which are all dependent on raising sufficient funding.

### **Libraries**

6.2.13 There are libraries in all the main towns and four of the larger villages in West Dorset. There is also a community library in Littlemoor (which lies within Weymouth's administrative boundary). The community libraries were recently given the option to extend their limited opening hours through volunteer help, and this currently has been taken up in Burton Bradstock and Puddletown. The remaining areas are covered by the mobile library service, which visits over 250 places throughout Dorset every two weeks, or sometimes even weekly.

6.2.14 All areas with the exception of Lyme Regis fall below the Museums, Libraries and Archives Council benchmark of 30m<sup>2</sup> library space standard per 1,000 population. And there is no surplus capacity in the Lyme Regis area. A review of the library service in 2007 highlighted the need for the refurbishment of all library buildings, which sustain heavy public use and need to continue to present an attractive environment. All areas have programmes in place to refurbish or otherwise improve existing provision.

## **6.3. The need for contributions towards culture and leisure provision**

6.3.1 Research has shown that those participating in cultural and leisure activities are more likely to know and trust people in their neighbourhood<sup>67</sup>. If the planning system is to help deliver places where people feel part of a community, then access to cultural and leisure facilities is an important part of any strategy. Sporting facilities are an invaluable community resource, and make a significant contribution to health and wellbeing. The regional spatial strategy recognises the importance of such facilities in ensuring the health and well-being of local people<sup>68</sup>.

<sup>65</sup> These include the Weymouth Museum, the Nothe Fort Museum of coastal defence, Tudor House and the Water Supply Museum

<sup>66</sup> Analysis of the social make-up of Dorset's audience for culture was undertaken for the Dorset Cultural Strategy 2009-2014, and included information on Blandford Museum and Sturminster Newton Museum members

<sup>67</sup> Taking Part, DCMS, 2006

<sup>68</sup> Policy LCF1

## 6. CULTURE AND LEISURE FACILITIES

6.3.2 Most new development will increase the population in a local area, increasing the need for culture and leisure facilities. Where this is the case, it is appropriate for the council to seek a contribution towards the cost of culture and leisure provision in the local area.

6.3.3 The following table provides an overview of those areas where there is either a known shortfall in existing provision or existing facilities fall below a reasonable quality standard, and the problems experienced are likely to be exacerbated by further development. It therefore indicates the type of contributions that will be collected in each local area. Because of Chickerell's close relationship with Weymouth, consideration has been given to whether facilities in Weymouth meet the needs of Chickerell's residents.

	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
<b>Community venues*</b>	✓	✓	✓	✓	✓	✓
<b>Museums</b>		✓		✓	✓	✓
<b>Libraries</b>	✓	✓	✓	✓	✓	✓
<p>* including indoor sports and provision for the arts            ✓ indicates contributions will be required</p>						

6.3.4 Funding will be spent on securing the provision of new facilities where there is a shortfall in a local area, or put towards improving existing facilities. The latter may include small grant funding towards projects that will increase access to culture and leisure experiences to those in the community that find it difficult to access existing provision.

### 6.4. Setting local standards

6.4.1 Research on community halls in rural areas<sup>69</sup> shows that there is no obvious minimum population size needed to support a hall. Although most were found to serve a population of 800 or more residents, at least a quarter served populations of fewer than 400 people, and some were based in communities of fewer than 100 people. And although the halls were more actively used in the more populated areas<sup>70</sup> (generating funds for their ongoing maintenance), a higher proportion of the local population used the facility in smaller communities. The council's PPG17 audit showed that two out of three people who made use of the community buildings would walk to the facility, implying that ease of access is a key consideration.

6.4.2 Indoor sport facilities can be provided as part of a shared community building, but some facilities, such as swimming pools, require special provision, and a typical 33 x 18m multi-purpose sports hall layout is only likely to be achievable in the main towns.

6.4.3 Provision for the arts might be in a variety of forms, from providing gallery space, artist studios and workspace, ranging up to fully-fledged multi-use arts venues or theatres (having a performance space and seating at least 250 people, as well as changing rooms, workshops and specialist equipment). The Arts Council recommend that, as a benchmark, 45m<sup>2</sup> of such arts space is provided per 1,000 population.

6.4.4 The Museums, Libraries and Archives Council gives a benchmark of 30m<sup>2</sup> library space standard per 1,000 population, and 28m<sup>2</sup> per 1,000 population for museum space<sup>71</sup>.

6.4.5 Although there are no established standards for the area, the focus for provision in the past has been within the main towns and larger villages, to be accessible to most people. More recently, projects have also been developed to extend these facilities to as wide an audience as possible, in recognition of the rural

<sup>69</sup> Research into the Funding of Rural Community Buildings and their Associated Benefits, October 2006, DEFRA / Rural Partnerships <http://www.defra.gov.uk/rural/pdfs/research/rcb-full-report.pdf>

<sup>70</sup> In areas where the population served was over 1,600, the research showed that the hall would normally be in use at least 40 hours a week

<sup>71</sup> Public Libraries, Archives and New Development - A Standard Charge Approach, June 2008, Museums Libraries and Archives Council



## 6. CULTURE AND LEISURE FACILITIES

nature of the area and ageing population (who are less able to travel). Shared or multi-use venues can provide a possible way forward to providing opportunities in smaller communities, together with support to organisations such as ArtsReach.

Size	Provision
<b>Main towns<sup>11</sup></b>	Community venue/s accessible to all, of a good standard, able to accommodate arts performances, indoor sports and local meetings, and in walking distance (400m) of most of the population. Indoor leisure centre with multi-purpose sports hall Swimming pool Arts venue able hold performances for 250+ people, plus wider arts facilities (such as gallery space, workshops, studios) Museum accessible to all holding information about the local history of the area. Library
<b>All other settlements</b>	Community venue accessible to all, of a good standard and with capacity for arts performances, indoor sports and local meetings. Community library or mobile library service

<sup>6</sup> *Beaminster, Bridport, Chickerell, Dorchester, Lyme Regis and Sherborne. Because of Chickerell's close relationship with Weymouth, consideration will be given to whether facilities in Weymouth help meet the suggested standards*

6.4.6 The standards that will be used in West Dorset, are outlined below:

6.4.7 The sports strategy and cultural infrastructure strategy will provide more detail on the type of facilities needed and where project funding should be focussed over the next 10 to 15 years. The standards will need to be reviewed following the adoption of these strategies.

### 6.5. Thresholds and exceptions

6.5.1 In general, it is new housing development that will result in an increase in the local population, and therefore it is this type of development that will be expected to make a contribution to cultural and leisure facilities. Care homes will be exempt as their residents are unlikely to be sufficiently able to enjoy such facilities. And an exception is also made for affordable housing, which is a key priority for this area and a planning obligation in its own right. Other forms of visitor accommodation (such as homes restricted to holiday use, hotels, guesthouses and caravan and camping sites) will also be expected to contribute towards the costs of community venues and museums, but will be exempted from contributing towards improved library facilities as it is unlikely that they will significantly increase pressure on this resource.

6.5.2 Most development sites will not be of sufficient scale to support their own culture and leisure facilities, and as such will be expected to make a financial contribution as set out in section [6.6]. Where a site (either on its own or as part of a larger, phased scheme) is likely to provide 180+ homes (or more than 400 residents), a local meeting place, such as a community hall, should be provided on site and made available for public use or hire, so that it is accessible to all sectors of the local community. It is important that such a facility is well managed and adaptable, so that its longer term viability is more likely to be assured. It may be shared with other community type uses (such as a day nursery or crèche, artist studios, workshops, library facilities, place of worship, or indoor sports venue)<sup>72</sup>. The



<sup>72</sup> These would normally fall within Use Classes D1 or D2 as set out in *The Town and Country Planning (Use Classes) Order 1987*

## 6. CULTURE AND LEISURE FACILITIES

developer should seek expert advice on how to design for a wider range of uses. More detailed guidance on requirements for larger sites will normally be provided in the specific planning policy for that site.

### 6.6. Calculating the contributions

6.6.1 The standard charging approach developed by the Arts Council and the Museums Libraries and Archives Council gives an average construction and standard fit-out cost (not including specialist equipment) for an arts venue as between £2,281/m<sup>2</sup> to £3,696/m<sup>2</sup> (December 2008 prices). The cost of library provision was given as £2,835/m<sup>2</sup> (June 2007 prices), and for museums approximately £3,250/m<sup>2</sup> (December 2008 prices).

	Community venues	Museums	Libraries	TOTAL
Standard charge / m <sup>2</sup>	£3,700/m <sup>2</sup>	£3,250/m <sup>2</sup>	£2,835/m <sup>2</sup>	
Area requirement per 1,000 population	100m <sup>2</sup>	28m <sup>2</sup>	30m <sup>2</sup>	
One bedroom home	£484.70	£119.21	£111.42	£715.33
Two bedroom home	£651.20	£160.16	£149.69	£961.05
Three bedroom home	£928.70	£228.41	£213.48	£1,370.59
Four bedroom (or larger) home	£1,058.20	£260.26	£243.24	£1,561.70

6.6.2 Using these costs as a benchmark, the following standard costs are given. Arts and indoor sports provision has been included as part of the community venues charge, given that a flexible approach will be taken towards how these facilities will be provided (but using the higher cost bracket from the range of costs provided, and an increased floorspace area in recognition that some facilities such as swimming pools will be provided separately, and that the storage and other requirements from making a venue multi-functional will need to be accommodated). These charges will need to be reviewed once the sports strategy and cultural infrastructure strategy are finalised and more detailed project costs specific to West Dorset are available.

6.6.3 Holiday accommodation will be assessed on its merits, but in the absence of any other information or evidence, the standard charges outlined above should be used. Where homes are restricted to holiday accommodation they may be charged as set out in the above table (with the exception of the library charge from which they are exempted). Hotels and other forms of holiday accommodation may be charged as per the equivalent cumulative 1 bedroom home, and exempted from the library charge.

6.6.4 The cost of maintaining facilities over the longer term will be sought where on-site provision is secured which will predominantly serve the users of the associated development.

## 7. TRANSPORT

### 7.1. Introduction

7.1.1 Within West Dorset, responsibility for maintaining and improving the transport infrastructure is split between Dorset County Council, the Highways Agency, and Network Rail. The county council is responsible for the maintenance and improvement of the local highway network, to cater for a range of users from pedestrians and cyclists, cars, taxis and vans, through to buses, coaches and heavy goods vehicles. The county council can also subsidise bus services where a commercial service would not be viable. The Highways Agency is a national organisation responsible for the operation of the strategic road network (locally this amounts to the A35 trunk road in West Dorset, and the A303 which runs close to, but outside, the district boundary with Somerset and North Dorset). Network Rail owns and operates Britain's rail infrastructure.



7.1.2 Money for transport infrastructure and public transport subsidies comes from central government grants, regional infrastructure funds, council tax and any additional funds raised locally. The Department for Transport provides national guidelines and standards.

7.1.3 The rural nature of West Dorset means that, for journeys that cannot be undertaken on foot or by bicycle, there are often no realistic alternatives to the car. Although traffic congestion is relatively uncommon in the area, there are times when delays can occur, particularly around the towns and on the primary routes between the towns. There are road safety concerns across the area, and there is potential to make cycling and walking more attractive alternatives for short journeys. In terms of public transport, funding is needed in the more rural areas, where flexible or demand responsive solutions are being subsidised. Projects that are brought forward to address these issues need to be carefully designed so as to avoid urbanisation of the area, as much of the area lies in the Dorset Area of Outstanding Natural Beauty or has Conservation Area status in recognition of its historic character.

### 7.2. Existing transport infrastructure provision

7.2.1 The county council produces a Local Transport Plan<sup>73</sup>. This sets out the local transport strategies, policies, and an implementation programme. Central government funding (known as the Local Transport Settlement) is announced each year, with indicative funding allocations for the following two years. The funding available from central government is not enough to cover all the projects needed to address transport problems in the local area. Local councils are advised to consider alternative sources of funding including specific grants (such as the Transport Innovation Fund or Community Infrastructure Fund), instruments such as Supplementary Business Rates, developer contributions, pricing measures and charges.

7.2.2 The Local Transport Plan for 2006-2011 identifies a number of objectives and projects, relating to improving road safety and accessibility, and reducing congestion and adverse impacts on climate change. A review of the current plan is now underway, with draft revised plan likely to be available for consultation in Autumn 2010.

### 7.3. The need for contributions

7.3.1 Many of the projects identified in the Local Transport Plan address existing problems, which will be exacerbated by additional trips resulting from new development. The current programme is largely based

<sup>73</sup> This is a requirement for Local Transport Authorities set out in the Transport Act 2000 - councils which receive an Excellent Comprehensive Performance Assessment may be exempted from this requirement, but tend to produce plans anyway.

## 7. TRANSPORT

on the limited funding available. A consistent approach to collecting developer contributions to assist this programme will enable its delivery and allow schemes to be brought forward sooner than otherwise possible, hand in hand with the development.

- 7.3.2 The review of the Local Transport Plan will provide an opportunity to more fully consider the role of developer contributions towards projects in West Dorset, and the revision of this guidance [see 1.5] will provide an opportunity to update the costs in this respect, and include other projects that may be identified through the core strategy, Highway Agency or other programmes.
- 7.3.3 Those projects likely to contribute significantly to the performance of transport infrastructure in the local area and mitigate the impact of new development are listed in [Table 12] of [Background Information]. These cover town centre traffic management (including public transport and pedestrian / cycle improvements), and safety improvements. From this, the cost of necessary transport infrastructure provision for each local area has been estimated. The schemes identified are not exhaustive, and further interventions may be identified (particularly in Sherborne and Chickerell), potentially through the transport assessments for larger sites. The coast protection scheme for Lyme Regis will stabilise the main road into the town centre, and this is costed separately in chapter 12.
- 7.3.4 Based on past and projected public sector funding for transport in West Dorset, it is likely that 68% of the overall cost (£3.47M of the £5.12M for the period up to 2012) will be available from the public sector, leaving 32% (£1.65M) to be funded by future development.

Development costs	Catchment					
	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis*	Sherborne
Projected costs (up to 2012)	£1,000	£1,334,000	£121,000	£4,326,500	£1,000	£375,000
Developer contribution @32%	£322	£429,814	£38,986	£1,059,231	£322	£120,825
Estimated trip cost (two-way)	£2.71	£238.55	£27.60	£230.59	£0.94	£53.22

\* This figure does not include the costs of the coast protection scheme for Lyme Regis which will stabilise the main road into the town, for which contributions are also sought [see chapter 12]

### 7.4. Thresholds and exceptions

- 7.4.1 In general, any development that will generate additional trips in an area which has acknowledged transport infrastructure problems should contribute towards measures to help address these problems.
- 7.4.2 Extensions and alterations to existing buildings may increase the size and occupation of premises and increase the number of trips generated. However, it is important that a pragmatic approach is taken at this level of development. Central government guidance suggests that it would not be appropriate to levy a charge at extensions and alterations to homes. It is therefore proposed that changes to homes will be exempted from a contribution, unless they are generating a new home (for example, through the subdivision of a property into flats). Similarly, minor extensions to other existing uses will be exempted.
- 7.4.3 An exception is also made for affordable housing, which is a key priority for this area and a planning obligation in its own right.
- 7.4.4 Similarly, community facilities (such as leisure and recreation facilities, and community halls) may also be provided partly through planning obligations, or government subsidised. As long as these are located where they will be widely accessible, it would not be reasonable to require funding from this specific type of development.

## 7. TRANSPORT

7.4.5 On this basis, no contribution will be required from the following, unless specifically required to provide access to, or other improvements necessitated by, that development:

- Where a transport assessment can demonstrate the development will result in no additional traffic (taking into account the number and average length of journeys made)
- Extensions and alterations to existing homes (unless this would generate separate living accommodation)
- Minor extensions to other existing uses
- Affordable housing
- Community facilities that are located to be accessible

### 7.5. Calculating the contributions

7.5.1 This council will encourage development to be located and designed so as to reduce the number of journeys made. However where an increase in journeys will result, mitigation will be necessary. The extent of contributions collected will normally be calculated based on the estimated increase in the average number of trips generated by that type of development<sup>74</sup>. Holiday accommodation will be assessed on its merits, but in the absence of any other information or evidence, the standard charges outlined below should be used. Traffic generation will vary dependent on the nature and location of the development proposed, and the county council can advise on appropriate trip rates for developments where more detail is known. The Highways Agency should be consulted at pre-application stage where the development is likely to have an impact on the Strategic Road Network.

Development	Average trips per day, two-way
One bedroom dwelling	5
Two bedroom dwelling	6
Three bedroom dwelling	7
Four bedroom dwelling (or greater)	8
100m <sup>2</sup> GFA (Gross Floor Area) of office employment	12
100m <sup>2</sup> GFA (Gross Floor Area) of industrial employment	7.5
100m <sup>2</sup> GFA (Gross Floor Area) of retail / other	as per Transport Assessment
Nursing homes, residential homes and other sheltered accommodation where staff and visitors generate the most trips	as per the equivalent office employment
New holiday homes and accommodation on caravan and camping sites	as per the equivalent residential
Hotels and guesthouses	as per the equivalent cumulative 1 bedroom residential developments
Other – to be calculated from the relevant Transport Assessment / Transport Statement	

7.5.2 From this information, and based on costs identified in section [7.3], the following contributions will be sought. For previously developed sites the net increase of trips resulting from new development will need to be assessed. Where a Transport Assessment is submitted with a planning application and agreed, its trip generation figures will be used to calculate the level of contribution if the evidence suggests that the number of trips is likely to differ from that outlined above.

<sup>74</sup> Based on information from the Trip Rate Information Computer System (TRICS) database

## 7. TRANSPORT

Development	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
1 bedroom home	£13.56	£1,192.74	£138.01	£1,152.94	£4.69	£266.09
2 bedroom home	£16.27	£1,431.28	£165.62	£1,383.53	£5.63	£319.30
3 bedroom home	£18.98	£1,669.83	£193.22	£1,614.12	£6.57	£372.52
4 bedroom home (or larger)	£21.70	£1,908.38	£220.82	£1,844.71	£7.51	£425.74
100m <sup>2</sup> GFA offices	£32.55	£2,862.56	£331.23	£2,767.06	£11.27	£638.61
100m <sup>2</sup> GFA industrial use	£20.34	£1,789.10	£207.02	£1,729.41	£7.04	£399.13
Other - per two-way trip	£2.71	£238.55	£27.60	£230.59	£0.94	£53.22

7.5.3 Any additional infrastructure required to provide access to the development, or other improvements necessitated by the development, will need to be identified as part of the Transport Assessment for that development, and will be required in addition to the tariff set out in the table above. This will apply to development that may be exempt from the standard charges set out above.

## 8. EDUCATION

### 8.1. Introduction

- 8.1.1 Within West Dorset, Dorset County Council is the local education authority and therefore the key agency responsible for delivering education. The county council is required by law<sup>75</sup> to give all young people of school age the opportunity to receive appropriate education, by ensuring that there are enough schools in its area, and that these schools are of a suitable standard. The county council must also have a strategy in place for the provision of childcare sufficient to meet the needs of working parents (and those in training or looking to obtain work). The county council works in partnership with a range of agencies bringing together public, private, community and voluntary sectors to work together more effectively.
- 8.1.2 The majority of young people of school age receive their education in government-funded schools, with some requiring specialist support dependent upon their particular needs. Money for this service comes from central government grant, council tax and any additional funds raised locally. Pre-school age facilities (such as nursery places) are primarily provided through private provision, supported by central government funding for children over three years of age. The Department for Children, Schools and Families provides national guidelines on service standards and funding.
- 8.1.3 Other related educational facilities (libraries and museums) are considered within chapter 6 on culture and leisure facilities.

### 8.2. Existing education provision

- 8.2.1 There are five pyramids of schools in the West Dorset area, Dorchester, Beaminster, Bridport, Lyme Regis and Sherborne. There is also a pyramid covering the Weymouth, Portland and Chickerell areas. As of 2 February 2010, there were few surplus places within the existing school system, and some schools were oversubscribed. Within the Beaminster pyramid the schools are mostly at capacity, and three schools in the Dorchester pyramid are due for replacement because of their unsuitability. Although there is some spare capacity in a few of the schools in the Weymouth, Portland and Chickerell pyramid, the schools relating to Chickerell will need to expand to accommodate the level of growth anticipated in the local plan.
- 8.2.2 Children with special educational needs are normally catered for in mainstream early education settings or schools, with specialist expertise brought in to help the school meet the child's needs. There is one specialist school in the area, Mountjoy, for children and young people with severe, complex, profound and multiple learning difficulties from West Dorset, Weymouth and Portland. There are plans to replace and relocate this facility from Bridport, to provide a new, slightly larger (48 place) premises on the Beaminster Technology College site. There are a very limited number of children whose needs cannot be met locally and who are educated outside of the county.
- 8.2.3 As of 2 February 2010, the number of childcare places appears to be sufficient to meet demand, however demand is likely to grow as the offer of government funded places is extended between now and September 2010. In more rural areas choice is limited, with some areas (such as Broadwindsor, Netherbury and Loders) recorded as having no pre-school providers.

### 8.3. The need for contributions towards education provision

- 8.3.1 A proportion of new homes will be occupied by families with children who will require pre-school childcare provision or attend schools funded through the county council. This can place additional pressure and over-stretch school and childcare provision in an area. It is therefore reasonable to expect such development to help address this impact.
- 8.3.2 In assessing the level of contribution required from new development, the capacity of existing schools and

<sup>75</sup> §14 of the Education Act, 1996

## 8. EDUCATION

pre-school nursery provision is a key factor. The number of children on the school roll and the net capacity are reported every year<sup>76</sup>. The county council also regularly updates its Childcare Sufficiency assessment. Some capacity is needed to meet natural fluctuations in the existing population base, and the repercussions of parental choice<sup>77</sup>. In general, schools which have less than 5% of their places unfilled will be considered as having insufficient capacity, taking into account current and projected school population figures.

- 8.3.3 The quality and accessibility of the existing infrastructure also needs to be considered. For example, the educational infrastructure available at a school which is below capacity may only be sufficient to meet the current pupil population size, and contributions may still be needed to improve existing buildings and associated facilities to make them more suitable, particularly where the school has temporary or undersize facilities<sup>78</sup>.
- 8.3.4 The county council has a prioritised capital work programme to expand and improve facilities, based on an assessment of current and likely future needs, and it is expected that developer contributions will help fund those priorities identified within the local area for that development.
- 8.3.5 The following table highlights those areas where there is a known capacity or suitability issue in school provision that would either occur as a result of, or be exacerbated by, further development. It therefore indicates what level of schooling contributions will be collected in what local areas. This will need to be kept under review. At the time of writing, all areas had schools in at least one level that need improving or new provision added. [Table 13] in [Background Information] sets out in more detail the current schools where there is a known capacity or suitability issue. In most cases where there are capacity or suitability issues, these can be resolved by extending or otherwise improving existing provision. In Crossways, Poundbury and Puddletown the need for land for new or replacement education facilities as a direct result of large-scale development has been identified in the adopted local plan (Policies EA12, EA17 and EA33).

	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
<b>First / primary</b>	✓	✓	✓	✓		✓
<b>Middle</b>	n/a	n/a	n/a	✓	n/a	n/a
<b>Upper / secondary</b>	✓		✓		✓	✓
<b>Sixth Form</b>						
✓ Indicates contributions will be required						

### 8.4. Thresholds and exceptions

- 8.4.1 Where there is an identified need for funding within an area, all new homes that may be occupied by families with school-age children will be expected to contribute towards education provision, with the exception of affordable housing (see below). This would include both new-built homes and those provided through a change of use.
- 8.4.2 Where a new school will be required due to a strategic allocation, this will be identified in the site specific policy. In these circumstances, the developer would normally be expected to provide the site in addition to contributing the construction and fit-out costs.
- 8.4.3 An exception will be made in relation to new homes which are highly unlikely to accommodate school-age children. This applies to one bedroom homes, care homes, sheltered housing schemes for the elderly and holiday homes. An exception is also made for affordable housing, which is a key priority for this area and a

<sup>76</sup> The annual Surplus Places Return to the Department for Children, Schools and Families and annual school census provides this information

<sup>77</sup> §86 of the School Standards and Framework Act 1998 introduced parental preference, where the county council must adhere to the preference expressed by parents for where their children should be taught, provided this would not prejudice the provision of efficient education or the efficient use of resources. This has meant that, even where there may be an overall surplus of school places in a local area, development may still apply additional pressure to the more popular schools, and this effect needs to be mitigated. The admission of additional pupils (through the School Standards appeal system) does not mean there is no need to mitigate the effect of these additional pupils.

<sup>78</sup> There may also be implications from changes in the national curriculum and ways school run, for example, introducing hot school meals and the diploma / extended school agenda for 14 - 19 year olds. Accessibility of the school is another factor that needs to be taken into account.



## 8. EDUCATION

planning obligation in its own right

8.4.4 On this basis, no contribution will be required from the following homes:

- Care homes
- Sheltered housing schemes for the elderly
- One bedroom homes
- Homes restricted to holiday accommodation use
- Affordable housing



### 8.5. Calculating the contributions

8.5.1 The level of contributions will be based on the Department for Children, Schools and Families national standards, index linked and adjusted by location<sup>79</sup>. As of the end of 2008 the school build costs per place were estimated as follows, based on the Department for Children, Schools and Families estimates with a 1.03 weighting (to take into account the fact that school build costs in Dorset are higher than the national average).

Because the Dorchester area pyramid has first, middle and upper schools, the first school costs have been based on the DCSF primary school costs, middle school costs based on the split between primary and secondary school costs, and the upper school costs based on the DCSF secondary school costs

8.5.2 Occupancy rates have been calculated based on the 2001 Census information. This information is used to calculate the number of places generated per school year, and therefore the likely level of contribution required.

Dorchester area		
Tier	Years	Cost per place
First	5 years	£9,017
Middle	4 years	£11,216
Upper	3 years	£11,414
Sixth Form	2 years	£20,630
<b>Total</b>	<b>14 years</b>	<b>£52,277</b>

Remaining areas		
Tier	Years	Cost per place
--	--	--
Primary	7 years	£12,624
Secondary	5 years	£19,023
Sixth Form	2 years	£20,630
<b>Total</b>	<b>14 years</b>	<b>£52,277</b>

Home	Places (per year)	Cost of contribution by area					
		Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
2 bedroom home	0.020	£3,653	£1,759	£3,653	£1,791	£1,894	£3,653
3 bedroom home	0.028	£5,210	£2,509	£5,210	£2,554	£2,701	£5,210
4 bed (or larger)	0.032	£5,936	£2,859	£5,936	£2,910	£3,077	£5,936

<sup>79</sup> <http://www.teachernet.gov.uk/management/resourcesfinanceandbuilding/schoolbuildings/schooldesign/costinformation/>

## 9. HEALTH CARE AND SOCIAL SERVICES

### 9.1. Introduction

- 9.1.1 NHS Dorset is responsible for health care throughout West Dorset. It has a county-wide responsibility for the planning and securing of health services and improving the health of the local population. It works closely with doctors, dentists, opticians and pharmacists to ensure that appropriate health services are available to meet the needs of local people. Other services provided include health visiting, district and school nursing, mental health provision and the operation of community hospitals at Bridport and Sherborne. The main acute provider is Dorset County Hospital Foundation Trust in Dorchester.
- 9.1.2 There are links between the provision of health care and social services in the district. The provision of social services is the responsibility of the county council, who provide a wide range of services in respect of community support, disability and sensory loss, hospital social care, learning disability, mental health, older people and the protection of vulnerable adults. Dorset County Council occupies or owns various properties providing residential, day care and adult learning facilities. The county council also commissions care from a wide range of independent and voluntary sector providers.
- 9.1.3 The emphasis on caring for people in their own homes is increasing. This is recognised by design guidance<sup>80</sup> published earlier this year by the council and it is now a requirement for new homes to be designed to Lifetime Homes standard where practical. Although increasing care in the home is likely to result in a reduction in the capital infrastructure requirements of social care, there will still be a need for purpose built facilities to cater for those with high dependency and specialist needs, such as for people with dementia.

### 9.2. Existing health care provision

- 9.2.1 There are currently 20 doctors' surgeries in West Dorset. Of these, 12 are located in the market towns and eight in the larger villages. In addition, six practices operate branch surgeries, some of which provide wider access in the most rural areas. Chickerell has a small branch surgery linked to a larger practice in Weymouth.
- 9.2.2 The optimum number of patients per doctor is based on national best practice and local need. For West Dorset this figure is 1,600 patients per doctor. Figures supplied by NHS Dorset show that as of 2 February 2010 the only part of the district that is operating with excess capacity is the Lyme Regis area. There are constraints on capacity, for example, in Chickerell where the parish council has already identified the need for better facilities and improved access in their Parish Plan.
- 9.2.3 Information on other forms of health care and social services will be provided in an early review of this document.

### 9.3. The need for contributions

- 9.3.1 The provision of adequate levels of health care is an essential part of any sustainable community. Population increase, particularly amongst women, children and the elderly, can place increased pressure on health care facilities. Developers will be required to make contributions to meet additional demand arising from any increase in the number of homes. This could be in the form of on-site facilities on larger schemes or as a contribution towards improving existing facilities off-site.

	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
<b>Doctors' surgeries</b>	✓	✓	✓	✓		✓
✓ indicates contributions will be required						

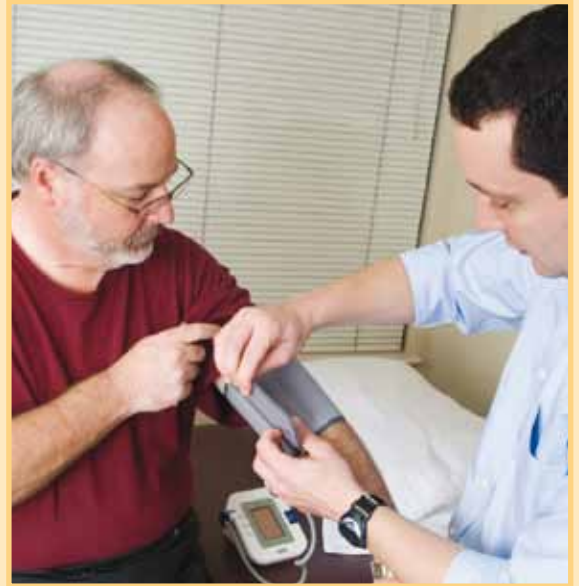
<sup>80</sup> Design Policy J Design & Sustainable Development Planning Guidelines West Dorset District Council (Feb 09)

## 9. HEALTH CARE AND SOCIAL SERVICES

9.3.2 The above table provides an overview of those areas where there is either a known shortfall in existing provision or existing doctors' surgeries fall below a reasonable quality standard, and the problems experienced are likely to be exacerbated by further development. It therefore indicates the type of contributions that will be collected in that local area.

9.3.3 If a major development was proposed in the Lyme Regis area, the impact on local surgeries would need to be assessed if the doctor to patient ratio exceeds 1:1,600 as a result, and a contribution sought if appropriate.

9.3.4 Other forms of health care provision (such as mental health care, district nurses, dental practices, hospitals and social services) may be added to the above table in future reviews.



### 9.4. Thresholds and exceptions

9.4.1 On smaller sites, financial contribution are likely to be pooled towards health care improvements in the wider locality. Larger sites in excess of 700 new homes (that could generate in excess of 1,600 people) may require a new facility to be provided as part of that development. The exact requirements in such cases will be the subject of consultation with NHS Dorset.

9.4.2 Contributions will normally be sought from open market housing, sheltered housing, private care homes and rural workers dwellings. Affordable housing will not be required to make contributions as it is a key priority for this area and a planning obligation in its own right.

9.4.3 Holidaymakers to the district can add to the pressure on health care provision. The extent of this impact requires further research and will not be a matter for this supplementary planning document but may be included in a future review. Other forms of non-residential development have been excluded from making contributions as most people using the development would be from the local area and registered with a doctor at their home address.

### 9.5. Calculating the contributions

9.5.1 The formula for calculating the level of contribution required, for the provision of doctors' surgeries, is based on the optimum number of patients that should be registered per doctor in the district. For West Dorset this figure is 1,600 patients per doctor. Each new doctor on average requires 111m<sup>2</sup> floor space at a current cost of £1,100/m<sup>2</sup>. This equates to a contribution of £76.31 per additional person<sup>81</sup>. Using these costs as a benchmark, the following standard costs are given.

	Average occupancy	Doctors' surgeries
Standard charge / m <sup>2</sup>		£1,100/m <sup>2</sup>
Area requirement per 1,600 population		111m <sup>2</sup>
One bedroom home	1.31 persons	£100
Two bedroom home	1.76 persons	£134
Three bedroom home	2.51 persons	£192
Four bedroom (or larger) home	2.86 persons	£218

<sup>81</sup> These figures are based on recently completed and proposed surgeries in the District.

# 10. WASTE MANAGEMENT AND RECYCLING FACILITIES

## 10.1. Introduction

10.1.1 Within West Dorset the responsibility for waste management and recycling is shared between the district and county council. The district council is responsible for the collection of waste, and the county council is responsible for its treatment and disposal<sup>82</sup>.

10.1.2 Over the past 5 years recycling in Dorset has increased from 27% (2002/03) to 45% (2007/08), exceeding the government's recycling target of 30%. We have achieved a year on year reduction in the total amount of household waste sent to landfill. The Joint Municipal Waste Management Strategy for Dorset now includes a target of achieving 60% recycling by 2015/16.

## 10.2. Waste management and recycling provision

10.2.1 West Dorset is a predominantly rural area, with an average population density of 89 people for every square kilometre (compared to the national average of 353 per square kilometre).

10.2.2 The district council currently collects household waste on a weekly basis, and has a recycled collection once every two weeks. We issue a 55 litre green plastic box and bag to all new homes. When this guidance was adopted we did not collect kitchen or garden waste for recycling, although it was recognised that this may need to be reviewed to achieve higher recycling rates. In December 2009 the council agreed to commence a kitchen waste collection scheme in the Sherborne area, which was scheduled to start in April 2010. The district council also provides recycling banks at 16 locations across West Dorset.

10.2.3 There are currently three household recycling centres operating in the area at Dorchester, Bridport and Sherborne. The waste is either recycled via a material recovery facility, composted or taken to landfill.

## 10.3. The need for contributions towards waste management and recycling provision

10.3.1 To encourage the recycling of waste, all development should have adequate facilities for storage and collection of waste and recyclable materials (see Design Policy J of the Design and Sustainable Development Planning Guidelines, adopted February 2009).

10.3.2 As a direct consequence of planned housing growth the two councils will have to deal with an increasing amount of waste. This will require changes and additions to waste handling facilities. There are plans to construct a new transfer station and household recycling centre in Bridport (which provides for the Bridport, Beaminster and Lyme Regis areas), and to relocate the Dorchester household recycling centres to a new site. It is anticipated that this should provide sufficient capacity for the growth projected in the local plan period (to 2016). It is fair and reasonable to require contributions towards the up-front costs to this service which are directly attributable to new housing development.

10.3.3 The following table provides an overview of the type of contributions that will be collected in each local area.

	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
<b>Waste collection</b>	✓	✓	✓	✓	✓	✓
<b>Waste disposal</b>	✓	✓		✓	✓	
✓ indicates contributions will be required						

<sup>82</sup> The principal overarching legislation affecting the day to day management of waste is the Environmental Protection Act 1990 (as amended).

## 10. WASTE MANAGEMENT AND RECYCLING FACILITIES

### 10.4. Thresholds and exceptions

10.4.1 Contributions will be required from all new homes, with the exception of affordable housing which is a planning obligation in its own right and a key priority for this area. Care homes will be exempt as they operate more as a business. No contribution will be required from commercial, industrial and other non-residential developments, as the collection and disposal of waste from these is not included in the above service.

### 10.5. Calculating the contributions

10.5.1 In terms of waste collection, the council provides each new home with a kerbside recycling container and bag at an average cost of £22.17 (including delivery), and this cost should be covered by the development unless these are provided direct by the developer. It is also anticipated that between now and 2026 the vehicle fleet for the collection of waste will need to be increased by one 26-tonne refuse freighter and two 12-tonne recycling vehicles to cater for the increased number of households from which kerbside collections will be required. The cost of a refuse freighter is £127,000, and the cost of a recycling vehicle is £82,000. The anticipated growth in households during that period is 6,139, and therefore the average cost per household for this would be £47.40. These costs may need to be reviewed in the future if kitchen waste or other collection schemes are introduced.

10.5.2 The cost of improving the household recycling centres in the Dorchester and the western (Bridport, Beaminster and Lyme Regis) areas is £4.2 million. However it would not be fair to attribute the improvements solely to the new housing development, as existing households will also benefit. As such the improvements should be spread across the overall population in these areas projected for 2016. £4.2 million divided by the total projected population by 2016 (83,260) gives an average cost of £50.44 per person to improve waste disposal facilities in these areas.

Household size	Average occupancy	Waste collection	Waste disposal
One bedroom home	1.31 persons	£69.57	£66.08
Two bedroom home	1.76 persons	£69.57	£88.77
Three bedroom home	2.51 persons	£69.57	£126.60
Four bedroom (or larger) home	2.86 persons	£69.57	£144.26



# 11. COAST PROTECTION

## 11.1. Introduction

11.1.1 West Dorset has approximately 44 kilometres (27 miles) of coast. About 4 kilometres of this is protected by coastal protection schemes. Lyme Regis sits on one of the most unstable stretches of coastline in the country.

11.1.2 West Dorset District Council has responsibilities for the management of coast protection (the protection of the land from erosion by the sea). Sea defence (the protection of land and property from flooding by the sea) is the responsibility for the Environment Agency. Various strategies are used for managing the erosion along different parts of the coast and these are set out in the Shoreline Management Plans.

## 11.2. Existing provision

11.2.1 The Lyme Regis Coast Protection Scheme was initiated by West Dorset District Council in the early 1990s, and because of its magnitude has been phased over a considerable time period. It aims to provide long-term coast protection for the town and to reduce damage and disruption caused by landslipping, through a long-term programme of engineering works.

11.2.2 Phase 1 of the scheme, including a new sea wall and promenade at Cobb Gate, was completed in 1995. Phases 2 and 3, which focussed on works along the main front, stabilising the slopes behind the seafront and providing more protection for the foreshore, was opened in 2007.

11.2.3 Preliminary designs for Phase 4, the stabilisation of the Church Cliff and East Cliff area on the eastern edge of Lyme Regis, have been drawn up and a planning application was submitted in January 2010. Construction should start in 2012/13 provided that the necessary funding and consents can be secured.

## 11.3. The need for contributions towards coast protection

11.3.1 If nothing is done it is likely that within the next 25 to 40 years, or even sooner, the existing sea defences would be breached, and the Charmouth Road Car Park, football ground and eventually the road itself would be lost. About 140 homes are also threatened.

11.3.2 Most development within the Lyme Regis area will look to Lyme Regis to meet its wider needs. Such development will put increased pressure on the use of facilities and infrastructure within unstable zones (such as the football ground and the main road accessing the facilities in town centre). On this basis, it is considered reasonable to secure contributions from such development, to ensure that appropriate mitigation can be provided and safeguard those facilities. This is in addition to any site-specific requirements relating to slope instability identified in Policy AH5 of the adopted local plan.

11.3.3 Overall design and construction cost for Phase 4 is currently estimated at approximately £20m. The council anticipates that up to £15m of that may be provided through central government or Environment Agency funding (Coast Protection and Land Drainage grants). Dorset County Council has indicated that it may be able to contribute up to £4m. We are also seeking contributions from utilities companies, and investigating other potential sources.

	Beaminster	Bridport	Chickerell	Dorchester	Lyme Regis	Sherborne
<b>Coast protection</b>					✓	
✓ indicates contributions will be collected						

# 11. COAST PROTECTION

## 11.4. Thresholds and exceptions

- 11.4.1 In general, any development in the Lyme Regis area that will increase the use of community facilities within the town should contribute towards measures to help address these problems.
- 11.4.2 As with other contributions, an exception will be made for affordable housing, which is a key priority for this area and a planning obligation in its own right.
- 11.4.3 Similarly, community facilities (such as leisure and recreation facilities, and community halls) may also be provided partly through planning obligations, or government subsidised. Given their wider potential benefits, it would not be reasonable to require funding from this specific type of development.

## 11.5. Calculating the contributions

- 11.5.1 The level of contributions has been based on the additional pressure that new development will place over and above the existing population. In the Lyme Regis area, the rate of growth in the period up to 2016 is estimated to be in the region of 4%, and therefore it would not be unreasonable for the development to contribute 4% (approximately £800,000) of the scheme costs, although this will be reduced because of the exceptions outlined above. In total it is anticipated that planning obligations could provide approximately £600,000 of the overall scheme cost.
- 11.5.2 Holiday accommodation will be assessed on its merits, but in the absence of any other information or evidence, the standard charges outlined below should be used.
- 11.5.3 Any site-specific works required to stabilise a site or its surrounds for development in areas of slope instability (Zones 2 – 4, as defined in section 4.5 of the adopted Local Plan), will need to be identified as part of the ground stability report that must accompany any planning application, and will be required in addition to the charge set out in the table below.

Development	Trip factor	Cost of contribution
One bedroom dwelling	5	£6,381.77
Two bedroom dwelling	6	£7,658.12
Three bedroom dwelling	7	£8,934.47
Four bedroom dwelling (or greater)	8	£10,210.82
100m <sup>2</sup> GFA (Gross Floor Area) of office employment	12	£15,316.24
100m <sup>2</sup> GFA (Gross Floor Area) of industrial employment	7.5	£9,572.65
100m <sup>2</sup> GFA (Gross Floor Area) of retail / other	as per TA / TS	see below
Other per two way trip (see below)	1	£1,276.35
Nursing homes, residential homes and other sheltered accommodation where the staff and visitors, rather than residents, that will generate the most trips	as per the equivalent office employment	
New holiday homes and accommodation on caravan and camping sites	as per the equivalent residential	
Hotels and guesthouses	as per the equivalent cumulative 1 bedroom residential developments	
Other – to be calculated from the relevant Transport Assessment / Transport Statement		

## 12. ISSUES FOR THE CORE STRATEGY AND FUTURE REVIEWS

### 12.1. Introduction

- 12.1.1 This planning guidance supplements policies contained in the adopted West Dorset District Local Plan (2006). It cannot introduce new requirements that have not been included in the adopted development plan. However the preparation of this document has highlighted a number of possible changes to the way we deal with planning obligations, which would require a change in the overarching development plan. And in some cases where there is an overarching adopted policy in place, there is not sufficient information currently available to specify what level of contribution may be needed in relation to specific development types.
- 12.1.2 This chapter summarises these issues, with the aim of ensuring that they are properly considered through the preparation of the core strategy or future review of this document.
- 12.1.3 The background information will need to be kept under review, and the population increases forecast in section [3.3] will also need to be updated when the policies on the location of new homes are agreed through the core strategy. The level of administrative and legal charges set [see 2.5.6] may need to be adjusted to reflect the council's actual costs of providing this service.
- 12.1.4 This council will need to ensure that cross boundary issues (either in terms of the need for new facilities and infrastructure, or arising from an increase in population) are recognised and addressed. We will aim to work with adjoining councils when they consider the strategic location of new development and when they produce planning obligation policies, so that criteria are included that will require any development increasing pressure on facilities or infrastructure in West Dorset to make an appropriate contribution to deal with these impacts.

### 12.2. Affordable housing

- 12.2.1 The council should continue to explore new and innovative ways to provide affordable housing. And we will need to consider how we can either adapt or be flexible in our approach, whether because of changes in government guidance, local needs or market circumstances.
- 12.2.2 The adopted local plan gives targets for the provision of affordable housing, based on evidence available at that time. The policies also set thresholds on when affordable housing will be required as part of larger development schemes, and they say when affordable housing will be permitted as an exception to policy. However market conditions and the affordability of housing change over time. The council now has more up-to-date information on local housing needs, and will continue to review and update this information as needed. The use of the Three Dragons toolkit to undertake development appraisals is also improving our understanding of the relationship between affordable housing and site viability. With all this new information it will be appropriate to review the adopted development plan policies through the core strategy.
- 12.2.3 For example, if the provision of affordable housing on smaller sites (that currently fall below the thresholds set in policy) is not necessarily less viable than larger sites under normal market circumstances<sup>83</sup>, lowering or removing the thresholds might be considered as a way to increase the amount of affordable housing built. This would bring the approach more in line with the approach set out in this document, which is based on collecting contributions from wherever there is a net gain of one or more homes (as this spreads the costs and is considered to be more equitable). Increasing the amount of affordable housing required as a proportion of the total housing built on a site is another option. It may also be appropriate to review the tenure and mix of affordable housing provided. Another consideration will be whether the exception site policy (HS3) should be extended to all towns (not just those under 3,000 population<sup>84</sup>).

<sup>83</sup> research by the Three Dragons has indicated that small sites are not necessarily less viable than larger sites

<sup>84</sup> PPS3 suggests that rural exception site policies should be restricted to those small rural settlements that have been designated for enfranchisement and right to acquire purposes (under Section 17 of the Housing Act 1996) by SI 1997/621 (for the South West), which excludes towns over 3,000 population.



## 12. ISSUES FOR THE CORE STRATEGY AND FUTURE REVIEWS

- 12.2.4 The need for the provision of specialised housing, particularly for older people, is a growing issue recognised both at a national and local level. The adopted local plan policy HS3 focusses of the provision of general need affordable homes when new homes are developed. An appropriate policy framework for special need and supported housing provision should therefore be considered through the core strategy.

### 12.3. Public Open Space

- 12.3.1 The core strategy will need to be informed by this council's sports strategy, and our green space strategy, to more clearly set out the likely locations and provision of natural and semi-natural spaces across the area. This should sit alongside the heathland mitigation strategy and green space strategy being developed for the South East Dorset area.

- 12.3.2 The scope for collecting contributions is currently limited to the development of new homes, however, pressure for open space comes from a wider range of uses, including holiday accommodation (visitors to the area) and employment (workers). It is suggested that the scope of the policy is broadened to ensure that it can be fairly operated. Also the reference to play space in the current policy should be clearly defined in the broadest sense (as relating to all the open space types).

### 12.4. Culture and leisure facilities

- 12.4.1 Further work is required to provide a full assessment of current standards in relation to community halls and indoor sports venues. This would help inform the development of a cultural infrastructure strategy, together with the council's sports strategy, and how we improve the provision of these facilities across the area.
- 12.4.2 The county council's youth service employs youth workers to engage with young people, both through established venues and outreach projects. More work is required to establish what additional infrastructure or support is needed for young people in relation to new development (over and above the provision of open space and accessible community venues), to inform a future review of this document.
- 12.4.3 Consideration should also be given to identifying whether a strategic approach is required towards the protection and enhancement of the historic realm. This could potentially include the repair, restoration or maintenance of a heritage asset(s) and their settings, increased or improved public access to and from heritage assets and projects or proposals identified in up-to-date Conservation Area appraisals.

### 12.5. Transport infrastructure

- 12.5.1 The core strategy will need to be informed by a transport infrastructure strategy to more clearly set out the likely locations and provision of transport improvements required by projected development. Projects relating to the Highways Agency trunk road network or the rail network are not currently included in the charge and should be incorporated in any future review if practical.

### 12.6. Education

- 12.6.1 This document does not at the current time propose collecting contributions for pre-school education because the number of childcare places appears to be broadly sufficient to meet the current demand. However, there are projects coming forward for children's centres which may be appropriate for developer funding. This will need to be kept under review.
- 12.6.2 Similarly, there are no proposals to collect contributions towards sixth-form provision, but the recent government proposed reforms to the education of 14 to 19 year olds may have significant implications that will need to be addressed, and it would be reasonable to expect new development to provide the

## 12. ISSUES FOR THE CORE STRATEGY AND FUTURE REVIEWS

necessary education infrastructure in proportion to its needs. As well as introducing different learning pathways to help prepare all 14 to 19 year olds to progress in training and education, the government also plans to increase the minimum age at which young people can leave learning to age 17 in 2013, and to age 18 in 2015. The need for developer funding towards appropriate infrastructure will therefore need to be kept under review.

- 12.6.3 The infrastructure for children with special educational needs similarly has not been highlighted for additional funding, due to the complexities and cross-boundary issues. The council will need to work with the adjoining councils to agree a joint approach to collecting contributions, to be included in a future review.

### 12.7. Health care and social service provision

- 12.7.1 Developer contributions have been based on the network of doctors' surgeries provided throughout the district. NHS Dorset is also responsible for the provision of other services in West Dorset, such as mental health care, district nurses and dentistry. More information is required to fully understand the impact of new development on these services, and future reviews should consider if it would be appropriate to require contributions from developers to mitigate that impact.
- 12.7.2 Consideration should also be given to the increased demand generated by development on the services provided by the County Hospital and the community hospitals at Bridport and Sherborne. This will need to be done in conjunction with planning authorities in the adjoining areas because of the wider scope and coverage of this service.
- 12.7.3 It is recognised that some development types may have a greater impact than others on health care infrastructure. This needs further study, and may need to be reflected by exemptions and appropriate weighting of contributions in a future review.
- 12.7.4 The provision of social services is currently subject to a two stage strategic review concluding in 2011. The results of this should be considered in a future review of this document, to decide whether contributions should be sought from developers to meet specific needs.

### 12.8. Waste management and recycling facilities

- 12.8.1 There is a Dorset Waste Pathfinder project currently progressing which will look at how the waste services may be coordinated and delivered across a wider area. The implications from any changes will need to be considered in the future review of this strategy.

### 12.9. Coast Protection

- 12.9.1 Phase 5 of the Lyme Regis Coast Protection Scheme focusses on The Cobb in Lyme Regis, a Grade I listed unique harbour structure, and the oldest working breakwater of its type in the country. The lower parts of the high wall are deteriorating and are difficult to maintain, and it is possible that in time The Cobb could collapse. Phase 5 works could strengthen the lower part of the external face of the High Wall, and restore the surfaces that have suffered deterioration. Further investigation is currently underway funded by the Environment Agency and English Heritage. The need for developer contributions towards Phase 5 or other identified coast protection works should be considered in a future review.

### 12.10. Other infrastructure that may be included in a future review

- 12.10.1 There are other infrastructure types that have not been included in this guidance. The provision of community safety (other than that specifically linked to open space or transport improvements), employment infrastructure, public toilets, sewage treatment works, local drainage improvements and

## 12. ISSUES FOR THE CORE STRATEGY AND FUTURE REVIEWS

renewable and low-carbon energy provision may need to be considered in future reviews.

### **Community safety**

- 12.10.2 Emergency services have been consulted as to their likely future requirements resulting from new development. Further consultation is required to assess the impact of new development on these services and this can be undertaken when the core strategy strategic allocations are determined.

### **Employment infrastructure**

- 12.10.3 The Economic Vision for Weymouth & Dorchester (February 2008) includes an action to review the existing approach to obligations to support new requirements focussed on securing necessary employment premises and infrastructure.

### **Public toilets**

- 12.10.4 The district council currently operates 29 public toilets. It carries out routine maintenance and there is a rolling programme of redecoration. The council does not have a statutory duty to provide public toilets<sup>85</sup>. However, the toilets are an important local facility, especially in areas that attract large numbers of visitors.
- 12.10.5 At the current time there are no plans to increase the amount of provision in the area. This will need to be reviewed when the core strategy strategic allocations are determined, and if relevant, funding will then be sought from those developments that generate the need.

### **Sewage treatment works**

- 12.10.6 Development resulting in the discharge of additional volumes of treated sewage into the River Frome catchment is now considered likely to have a significant effect on the Poole Harbour SPA and a harmful impact on the River Frome SSSI. Natural England has expressed concerns about the elevated nutrient levels causing harm to these designated sites. Mitigation measures may be required to ensure that there is no overall increase in nutrient inputs to Poole Harbour SPA and River Frome SSSI as a result of new development. 12.10.7 Although Natural England are currently not in a position to be able to advise on the costs of mitigation, they advise that developments are likely to have to make appropriate developers' contributions in the future.

### **Local drainage improvements**

- 12.10.8 At present, developer contributions will only be sought if particular improvements are required as a direct result of a development scheme.
- 12.10.9 The Level 1 Strategic Flood Risk Assessment identifies locations which are at risk of flooding, but does not provide specific information on costed solutions. The council will be undertaking a Level 2 Strategic Flood Risk Assessment, which will provide more information to inform our consideration of future potential development options through the core strategy.
- 12.10.10 If the core strategy identifies the need for development in an area where more strategic works to flood defences or surface water drainage systems will be needed, and the pooling of contributions would be justified from an area, then this would be included in a future review on this document

<sup>85</sup> Section 87 of the 1936 Public Health Act gives county councils, district councils and town and parish councils the same powers to provide public toilets, should they wish to do so.

## 12. ISSUES FOR THE CORE STRATEGY AND FUTURE REVIEWS

### ***Renewable and low-carbon energy provision***

- 12.10.11 The Department of Communities and Local Government has consulted<sup>86</sup> on the definition of zero carbon homes that would apply to new homes built from 2016. This included the possibility of using off-site solutions, and how such a scheme could be administered. There were mixed views on whether, and how, planning obligations (and in particular, the community infrastructure levy) might be used for this purpose. The consultation suggested setting a guideline maximum price for these allowable solutions, and in an announcement made on 16 July 2009<sup>87</sup>, this is likely to be capped at £100 per tonne of carbon dioxide, reflecting the cost of off-site renewable electricity. The government is continuing to consider this matter.
- 12.10.12 If off-site solutions will be administered through planning obligations, or specific proposals requiring an area-wide approach on renewable and low-carbon energy provision made in the core strategy, then this will be incorporated into the review of this document.

<sup>86</sup> *Definition of Zero Carbon Homes and Non-Domestic Buildings consultation paper, December 2008, DCLG*

<sup>87</sup> <http://www.communities.gov.uk/statements/corporate/ecozerohomes>

## APPENDIX I: DEFINITION OF LOCAL AREAS

Settlement / Parish	Size	Local area
Abbotsbury	Small village	Dorchester
Alton Pancras		Dorchester
Alweston		Sherborne
Askerswell		Bridport
Athelhampton		Dorchester
Batcombe		Sherborne
<b>Beaminster</b>	Town	Beaminster
Beer Hackett		Sherborne
Bettiscombe		Bridport
Bincombe (see Littlemoor)		Chickerell/ Weymouth
Bishop's Caundle	Small village	Sherborne
Bradford Abbas	Large village	Sherborne
Bradford Peverell	Small village	Dorchester
<b>Bridport and West Bay</b> (including Allington, Bradpole, Bothenhampton and Walditch and parts of Symondsburys parish)	Town	Bridport
Broadmayne	Large village	Dorchester
Broadwindsor	Large village	Beaminster
Buckland Newton	Large village	Dorchester
Burleston		Dorchester
Burstock		Beaminster
Burton Bradstock	Large village	Bridport
Castleton		Sherborne
Catherston Leweston		Bridport
Cattistock	Small village	Dorchester
Caundle Marsh		Sherborne
Cerne Abbas	Large village	Dorchester
Charlton Down (Charminster)	Large village	Dorchester
Charminster	Large village	Dorchester
Charmouth	Large village	Lyme Regis
Chedington		Beaminster
Cheselbourne	Small village	Dorchester
Chetnole	Small village	Sherborne
<b>Chickerell</b> (including the Granby, Lynch Lane, Littlesea and Charlestown)	Town	Chickerell/ Weymouth
Chideock	Small village	Bridport
Chilcombe		Bridport
Chilfrome		Dorchester

Settlement / Parish	Size	Local area
Clifton Maybank		Sherborne
Compton Valence		Dorchester
Corscombe	Small village	Beaminster
Crossways	Large village	Dorchester
Dewlish	Small village	Dorchester
<b>Dorchester</b>	Town	Dorchester
Drimpton	Small village	Beaminster
East Chelborough		Beaminster
Evershot	Small village	Dorchester
Fleet		Dorchester
Folke		Sherborne
Frampton	Small village	Dorchester
Frome St. Quintin		Dorchester
Frome Vauchurch (with Maiden Newton)	Large village	Dorchester
Goathill		Sherborne
Godmanstone		Dorchester
Halstock	Small village	Beaminster
Haydon		Sherborne
Hermitage		Sherborne
Hilfield		Sherborne
Holnest		Sherborne
Holwell		Sherborne
Hooke		Beaminster
Kingston Russell		Dorchester
Langton Herring	Small village	Dorchester
Leigh	Small village	Sherborne
Leweston		Sherborne
Lillington		Sherborne
Littlebredy		Dorchester
Littlemoor	Large village	Chickerell/ Weymouth
Litton Cheney	Small village	Dorchester
Loders	Small village	Bridport
Long Bredy		Dorchester
Longburton	Small village	Sherborne
<b>Lyme Regis</b>	Town	Lyme Regis
Maiden Newton	Large village	Dorchester
Mapperton		Beaminster
Marshwood		Bridport

## APPENDIX 1: DEFINITION OF LOCAL AREAS

Settlement / Parish	Size	Local area
Martinstown (Winterborne St. Martin)	Small village	Dorchester
Melbury Bubb		Sherborne
Melbury Osmond		Sherborne
Melbury Sampford		Dorchester
Melcombe Bingham	Small village	Dorchester
Minterne Magna		Dorchester
Mosterton	Large village	Beaminster
Nether Cerne		Dorchester
Nether Compton	Small village	Sherborne
Netherbury	Small village	Bridport
North Poorton		Bridport
North Wootton		Sherborne
Osborne		Sherborne
Osmington	Small village	Dorchester
Over Compton		Sherborne
Owermoigne	Small village	Dorchester
Piddlehinton	Small village	Dorchester
Piddletrenthide	Large village	Dorchester
Pilsdon		Bridport
Portesham	Large village	Dorchester
Powerstock		Bridport
Poxwell		Dorchester
Poyntington		Sherborne
Puddletown	Large village	Dorchester
Puncknowle	Small village	Bridport
Purse Caundle		Sherborne
Rampisham		Beaminster
Ryme Intrinsicca		Sherborne
Salway Ash	Large village	Bridport
Sandford Orcas		Sherborne
Seaborough		Beaminster
<b>Sherborne</b>	<b>Town</b>	<b>Sherborne</b>
Shipton Gorge	Small village	Bridport
South Perrott		Beaminster
Stanton St Gabriel		Bridport
Stinsford	Small village	Dorchester
Stockwood		Sherborne
Stoke Abbott		Bridport
Stratton	Small village	Dorchester

Settlement / Parish	Size	Local area
Swyre		Bridport
Sydling St. Nicholas	Small village	Dorchester
Symondsburry	Small village	Bridport
Thorncombe	Small village	Lyme Regis
Thornford	Large village	Sherborne
Tinleton		Dorchester
Toller Fratrum		Dorchester
Toller Porcorum	Small village	Dorchester
Tolpuddle	Small village	Dorchester
Trent	Small village	Sherborne
Up Cerne		Dorchester
Uploders	Small village	Bridport
Warmwell		Dorchester
West Chelborough		Beaminster
West Compton		Dorchester
West Knighton (with Broadmayne)	Large village	Dorchester
West Stafford	Small village	Dorchester
Whitchurch Canonicorum		Bridport
Whitcombe		Dorchester
White Lackington (with Piddletrenthide)	Large village	Dorchester
Winterborne Came		Dorchester
Winterborne Herringston		Dorchester
Winterborne Monkton		Dorchester
Winterbourne Abbas	Small village	Dorchester
Winterbourne Steepleton	Small village	Dorchester
Woodsford		Dorchester
Wootton Fitzpaine		Bridport
Wraxall		Beaminster
Wynford Eagle		Dorchester
Yetminster	Large village	Sherborne

# GLOSSARY OF TERMS

This glossary of terms is intended as a user friendly guide to explain common planning terms as well as defining some other terms which feature in these guidelines. It does not necessarily provide the legal definition of each term as set out in statute or national planning policy statements or guidance.

Term	Acronym	Explanation
Affordable housing		Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. For full explanation see section 4.2
Alternative Use Value	AUV	The value of the land where there is already an alternative planning consent or a reasonable prospect of consent being granted.
Area of Outstanding Natural Beauty	AONB	An area of high landscape value of national importance, designated by Natural England, within which the conservation and enhancement of its natural beauty is the priority.
Care home		A residential institution with on-site care services (ranging from help with washing, dressing and giving medication, to having a qualified nurse on duty 24 hours a day), where the occupants will normally be dependent on this care and less mobile than occupiers of sheltered housing.
Code for Sustainable Homes rating	CSH	A rating of a home's sustainability, based on nine categories including energy and carbon emissions, water use and the sort of materials used. Homes are rated between one and six stars, with the highest rating (six stars) given to homes that are the most energy efficient, produce no overall carbon emissions and are better for the environment. The rating for each home is done by an independent, trained and accredited assessor. All new homes now have to have a code rating. An initial rating is given at the design stage and a post-completion check is carried out to confirm the code rating. For further information visit the DCLG website <a href="http://www.communities.gov.uk/planningandbuilding/buildingregulations/legislation/codesustainable/">www.communities.gov.uk/planningandbuilding/buildingregulations/legislation/codesustainable/</a>
Community Land Trust	CLT	Community Land Trusts are formally constituted organisations that have been established to serve the local community by acquiring and managing land and other assets for the benefit of the that community. Anyone from the local community can become a member of the trust and any profits from the trust's activities must be re-invested locally.
Community Planning		Community planning is about giving local people the opportunity to create a shared vision for their area and identify priorities for action The West Dorset Partnership and its community plan focus on the issues and actions important to West Dorset. Local area partnerships, based around the main towns and their hinterlands, bring together local groups and forums and produce an action plan for their local area, and can raise issues and ask for support through the wider West Dorset Partnership.
Commuted sum		A sum of money paid by a developer to the council to provide a service or a facility, rather than the developer providing it direct.
Core Strategy	CS	The Core Strategy is a development plan document that sets out the vision, objectives and spatial strategy for the area. It is a key part of the Local Development Framework.
Cultural Infrastructure		Places such as theatres, churches, museums and art galleries, gathering places for artists and the community. These are important for social interaction and well-being, and the development of an area's identity and shared values.

## GLOSSARY OF TERMS

Term	Acronym	Explanation
Decent Homes Standard	DHS	A decent home is basically one which is wind and weather tight, warm and has modern facilities. It should meet the current statutory minimum standard for housing (and so be free of serious hazards) and be in a reasonable state of repair. For more information see <a href="http://www.communities.gov.uk/housing/decenthomes/whatis/">www.communities.gov.uk/housing/decenthomes/whatis/</a>
Design and Access Statement	D&A	A Design and Access Statement is generally required for most types of planning application. It should explain the context of the site, and show how this has influenced the design both in terms of its layout, the amount, scale and appearance, and also the landscaping of the development. See <a href="http://www.dorsetforyou.com/designguidelines/west">www.dorsetforyou.com/designguidelines/west</a> for more information and guidelines on producing a statement.
Development Appraisal		An assessment of the revenues and costs generated by a construction project with planning consent, which can be used to determine the land value or level of profit expected
Development Plan	LDF	Also known as the statutory development plan, this is the starting point in considering planning applications. Section 38 (b) of the Planning and Compulsory Purchase Act 2004 states that decisions on planning applications should be made in accordance with the statutory development plan unless other material considerations indicate otherwise. In West Dorset the two main documents in the development plan are the Local Plan and the Regional Planning Guidance for the South West. These will be replaced by the Core Strategy and Regional Spatial Strategy as the new planning system is introduced.
Development Plan Documents	DPDs	Development plan documents form part of the Local Development Framework. They outline the key development goals and planning policies for the area. They are prepared with a lot of community involvement, are independently examined and must be accompanied by a sustainability appraisal.
Existing Use Value	EUV	The value of a property in its current authorised use.
Flood Risk Assessment / Strategic Flood Risk Assessment	FRA / SFRA	A Flood Risk Assessment assesses the risks of all forms of flooding to (and from) development. In West Dorset, a Strategic Flood Risk Assessment is carried out by the district council to help us make informed policies, and this assessment identifies catchment-wide flooding issues which affect the area, and will include information on areas of high flood risk. Site-specific Flood Risk Assessments are normally carried out by developers and submitted with planning applications in areas of high flood risk.
Green Infrastructure And Green Space Strategy	GI	Green infrastructure is the strategic networks of accessible, multifunctional sites (including parks, woodland, informal open spaces, nature reserves and historic sites, river corridors and floodplains, wildlife corridors and greenways). These contribute to peoples' well-being, A Green Space Strategy is a plan for improving these spaces, developing new spaces and the connections between them.



## GLOSSARY OF TERMS

Term	Acronym	Explanation
Gross Internal Floor Area	GIFA	Gross internal floor area is the floor area within the building measured to the internal wall faces at each level. Basement car parks, rooftop plant rooms, caretaker's flats etc should be included in the floorspace figure.
Ground Stability Report		A report prepared by a suitably qualified and experienced geotechnical specialist that shows whether land is capable of supporting the development and whether the development would in any way threaten the stability of the land on or adjacent to the site.
Homes and Communities Agency	HCA	The national housing and regeneration agency for England, with a wide range of powers and significant funding available for affordable housing delivery. The agency liaises with local councils to establish what actions are needed to help deliver affordable housing locally. In December 2008 the agency, together with the Tenant Services Authority, took over from the Housing Corporation.
Housing Quality Indicators	HQI	Housing Quality Indicators are ten criteria used to assess the quality of a housing scheme. The criteria include location, information about the site's layout, unit design (size, layout, sustainability and amenity) and a Building for Life score (see <a href="http://www.buildingforlife.org/">www.buildingforlife.org/</a> ). Such an assessment is mainly required by the Homes and Communities Agency to evaluate affordable housing on the basis of quality.
Housing Register		A register of persons who wish to be considered for affordable housing. In West Dorset the register is held and managed by the district council and open to all seeking affordable housing in West Dorset.
Infrastructure		Permanent resources serving society's needs, including roads, sewers, schools, hospitals, railways, communication networks etc.
In kind contribution		A payment made with goods or services instead of money
Key workers		Those people who are essential to the provision of public services and who are employed by a public body, such as teachers, police and emergency service officers, nurses, prison and probation officers.
Lifetime Homes Standards	LHS	Those 16 criteria that together help ensure that a home can provide flexible and adaptable accommodation to suit the lifetime needs of its occupants, from raising small children to coping with illness or reduced mobility. For further information visit <a href="http://www.lifetimehomes.org.uk">www.lifetimehomes.org.uk</a>
Local Area Partnerships	LAPS	A local partnership involving the local town and parish councils bringing together other public, private, community and voluntary sectors to identify local views, issues and needs. The partnerships provide a strong voice for their communities and can help influence decision makers and those who provide services. Local area partnerships are currently in place in Beaminster, Bridport, Dorchester, Lyme Regis and Sherborne.

## GLOSSARY OF TERMS

Term	Acronym	Explanation
Local Development Framework	LDF	Under the new national planning system, district councils must prepare a range of planning policy documents to outline how planning will be managed in the district. Together these make up the Local Development Framework. A Local Development Framework must include a core strategy and a proposals map, information about how the community will be involved in the planning process, and a timetable of when new documents are being produced. Information on how the planning policies are working is also provided in the Local Development Framework through an Annual Monitoring Report. The Local Development Framework can also contain additional documents like site specific allocations, area action plans and development briefs, which may have full development plan status or can be supplementary planning documents.
Local Transport Plan	LTP	The local transport plan for the West Dorset area is prepared by the county council. It outlines the transport, accessibility and related pollution issues in an area, sets objectives and says how these objectives will be achieved. The plan is used to bid for funding from central government and can also be a material consideration in deciding a planning application.
Material consideration		A matter which should be taken into account in deciding on a planning application or on an appeal against a planning decision. There is no definitive list as to what is or isn't a material consideration. Any consideration which relates to the use or development of land is capable of being a material consideration, such as noise, lighting levels and traffic impact. Moral issues, and private or legal rights (such as the right to a view) have generally been ruled out as material considerations through case law.
Multi-use games area	MUGA	An artificially surfaced outdoor games court which can accommodate a variety of sports depending on its dimensions.
m <sup>2</sup>		A square metre, which is the area of a square whose sides each measure exactly one metre.
Natural England	NE	Natural England is an independent public body whose purpose is to protect and improve England's natural environment and encourage people to enjoy and get involved in their surroundings. It is also the government's advisor on the natural environment. Its responsibilities include designating National Parks and Areas of Outstanding Natural Beauty, identifying Sites of Special Scientific Interest and managing most National Nature Reserves
Perpetuity		Of endless duration, however, legal definitions can restrict perpetuity to a period of 80 years from the date of a relevant legal agreement.
Planning Obligation		A financial or in kind contribution made by a developer to mitigate the impact of a development on a local community in return for the grant of planning consent.

## GLOSSARY OF TERMS

Term	Acronym	Explanation
Pre-emption rights		A pre-emption right is a right to acquire certain property in preference to any other person, and may also termed a right of first refusal.
Public Open Space	POS	Land provided for public recreation, though not necessarily publicly owned.
Public Right of Way	PRoW	A way where the public has a right to walk, and in some cases ride horses, bicycles, motorcycles or drive motor vehicles, which will be designated either as a footpath, a bridleway, a road used as a public path (RUPP) or a byway.
Regional Spatial Strategy	RSS	Planning strategy produced by the South West Councils for the whole of the South West region. This forms part of the development plan.
Registered social landlord or Registered Provider	RSL	Registered social landlord or (more recently) Registered Provider is the technical name for a social landlord who manages the renting of affordable housing, and who is registered with the Tenant Services Authority. Most are housing associations, but there are also trusts, co-operatives and companies. The term registered provider was introduced in 2009 because of changes in the law that allow commercial profit-making businesses to register, although their management of any social housing would still be regulated by Tenant Services Authority.
Residual Land Value	RLV	The value of land after deducting total development costs (including developer profit) from sales proceeds when assessing a development proposal.
Right to acquire		A statutory right introduced in 1996 permitting assured tenants of registered affordable housing providers to buy their homes (if the homes were funded with social housing grant). Housing in some rural areas, including much of West Dorset, are excluded from this requirement.
Rural exception site		A 100% affordable housing scheme provided in perpetuity for the benefit of a rural community to address locally identified housing need. This is permitted as an exception to the normal restriction on housing in the countryside, through local plan policy HS4.
Section 106 agreement	S106	Section 106 agreements are legal written agreements related to a development between the district council (as the planning authority) and a developer and/or landowner. The agreement normally requires that certain works or payments are made before the development is completed.
Sheltered Housing		Sheltered or similar age-restricted housing schemes for older persons. They provide for independent, self-contained living within a larger scheme, usually with some shared or communal facilities (such as a laundry and a lounge for residents), as well as a warden whose job is to manage the scheme and help address any housing support issues the residents may have.

## GLOSSARY OF TERMS

Term	Acronym	Explanation
Shoreline Management Plans	SMPs	Shoreline Management Plans set out the future plans for the coast, bringing together information relating to coastal issues such as flooding, defences, erosion and social, economic and environmental needs.
Strategic Housing Land Availability Assessment	SHLAA	An annual assessment by the district council of the amount of land available for housing development. It is used to inform future local planning policy but does not in itself constitute planning policy.
Strategic Housing Market Assessment	SHMA	A study of the way the housing market works in any particular area. It looks into the type of people living in the area, where they work and what sort of houses they need. The most recent assessment in this area was undertaken for the whole of Dorset.
Strategic Road Network	SRN	Most motorways and significant 'A' roads, for which the Highways Agency is responsible. For West Dorset this amounts to the A35. There are also implications for the A303 which runs close to, but just outside, the district boundary.
Supplementary Planning Document	SPD	Design guides, site development briefs and topic-based documents can be produced to provide more detail about the policies and proposals in development plan documents. These supplementary documents do not have development plan status, but will nevertheless be a material consideration in determining planning applications. They do not need to be subject to independent examination, and therefore can be produced more quickly, although there still needs to be an appropriate level of public involvement and consultation.
Sustainability or Sustainable Development		The simple idea of ensuring a better quality of life for everyone, now and for generations to come. A widely used international definition is "development which meets the needs of the present, without compromising the ability of future generations to meet their own needs". Sustainable construction refers to building works that use design and construction methods and materials that use resources efficiently and that will not compromise the health of people or the environment, now or in the future.
Sustainability Appraisal	SA	The assessment of the potential environmental, social and economic effects of a plan, often required by law for planning policy documents. The assessment includes a scoping stage (to determine baseline information and objectives), the testing of different options, predicting the possible effects of the policies and identifying suitable counter-measures, all of which will be subject to public consultation.
Tenant Services Authority	TSA	The Tenant Services Authority is the national body responsible for social landlords who provide and manage affordable housing. In December 2008 the authority, together with the Homes and Communities Agency, took over from the Housing Corporation.
Three Dragons Ltd		The firm of consultants commissioned by West Dorset District Council to advise on viability issues through the use of their development appraisal toolkit.

## GLOSSARY OF TERMS

Term	Acronym	Explanation
Transport Assessment or Transport Statement	TA/TS	A comprehensive review of all the potential transport impacts of a proposed development or re-development, with an agreed plan to counter any adverse impacts. The scope and content of the assessment is the scale and characteristics of the proposal, but will normally indicate the number and type of trips likely to be generated by the development.
Unilateral undertaking	UU	Unilateral undertakings are legally binding offers by a developer and/or landowner that ensure that certain extra works or payments related to a development are completed.
Use Class	UCO	The Town and Country Planning (use classes) Order 1987 puts uses of land and buildings into various categories, planning permission not being required for changes of use within the same use class. In practice changes between use classes are likely to require planning permission.



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