

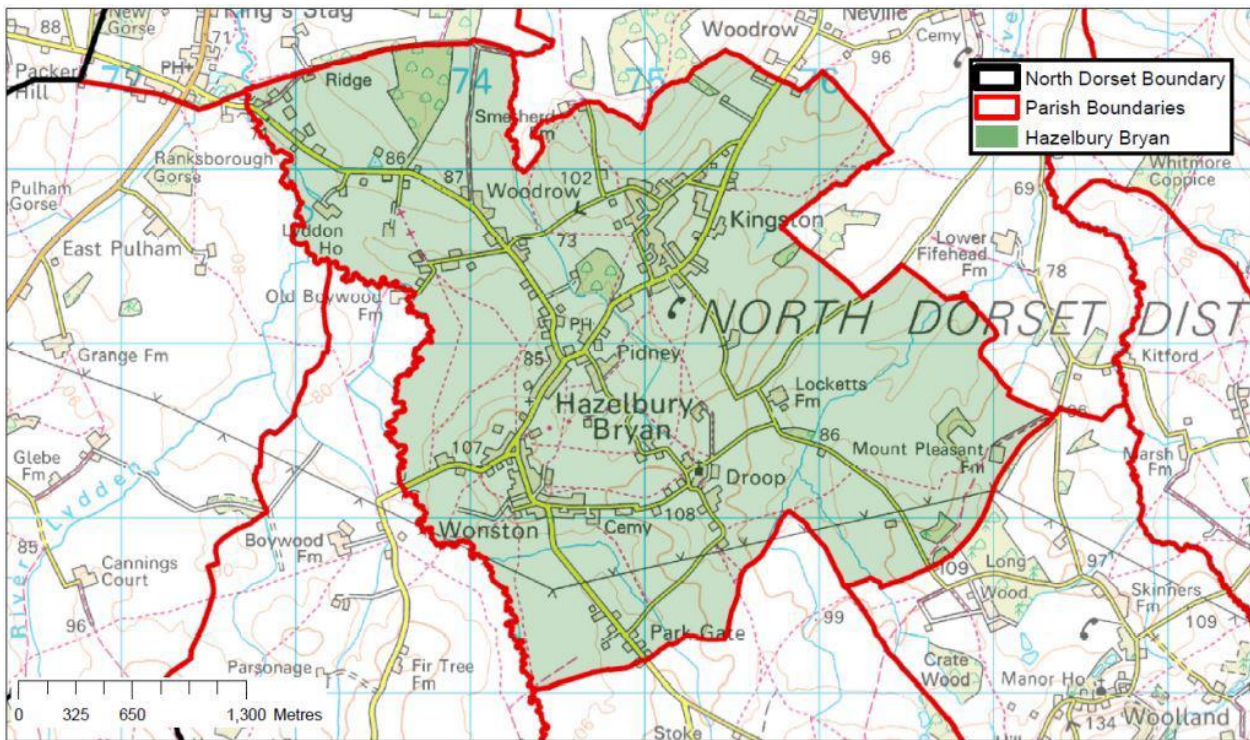
# HAZELBURY BRYAN NEIGHBOURHOOD PLAN REVIEW

## HOUSING TARGET PAPER

03 NOVEMBER 2023

This paper looks at assess whether the housing target for the Hazelbury Bryan Neighbourhood Plan remains a robust basis for the plan.

### 1. NEIGHBOURHOOD PLAN AREA (DESIGNATED OCTOBER 2016)



Name of the neighbourhood area	Hazelbury Bryan Neighbourhood Area
Designation date	Consultation Draft
Organisation who made the application	Hazelbury Bryan Parish Council



### 2. NEIGHBOURHOOD PLAN PERIOD

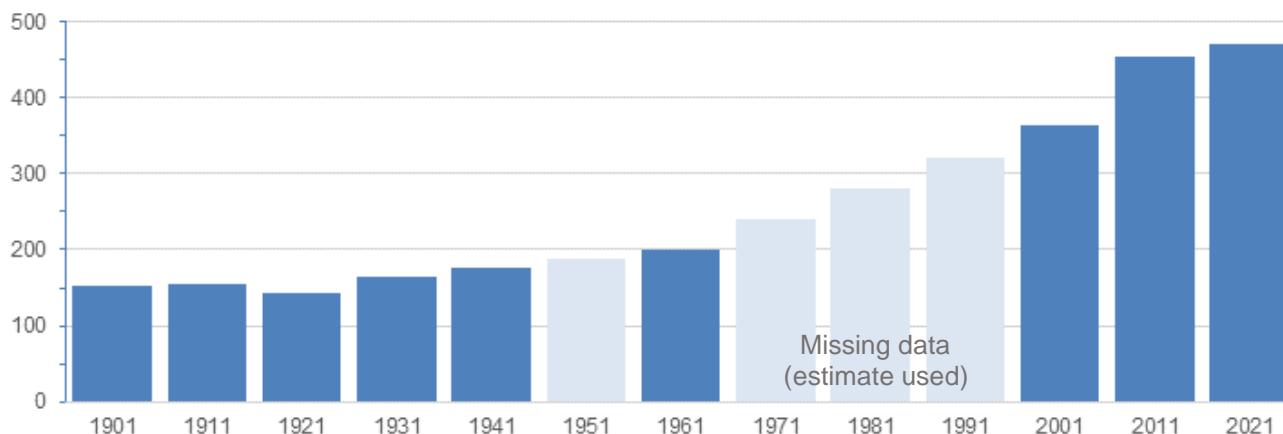
2.1 The Neighbourhood Plan period runs from 2018 to 2031 (13 years in total).

### 3. HISTORIC GROWTH

3.1 The Census data available online<sup>1</sup> can provide an overall picture of historic change. The oldest records (1901-1961) indicate a relatively low level of increase in households from 152 to 199. The next available Census data (for 2001) shows 363 households, rising to 454 in 2011 and 475 households in 2021.

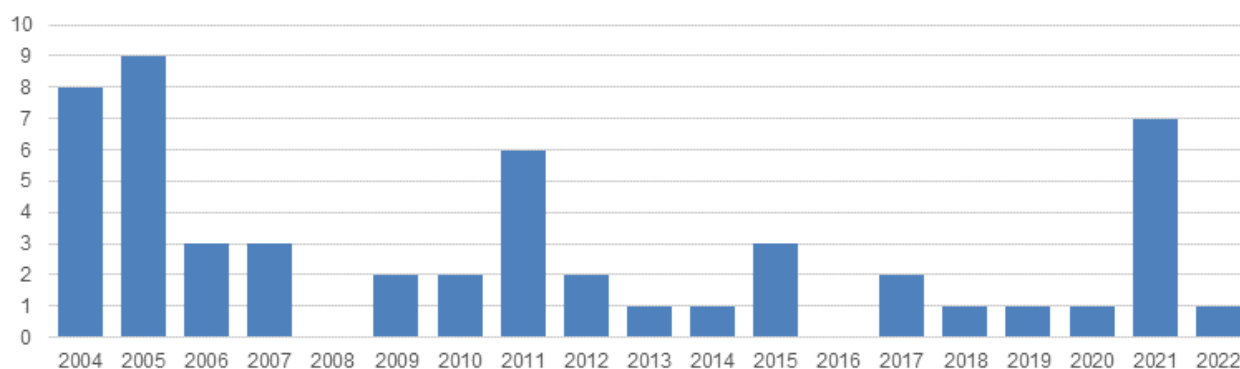
<sup>1</sup> <https://www.nomisweb.co.uk/query/select/getdatasetbytheme.asp>, <https://www.visionofbritain.org.uk/unit/10452715/cube/HOUSEHOLDS> and <https://www.ons.gov.uk/visualisations/customprofiles/draw/>

## Households



3.2 Monitoring records on dwelling completions from 2003/4 (the 2003 Local Plan start date)<sup>2</sup> suggest that recent building rates have averaged around 3 dwellings per annum over the past 20 years, ranging between years when no buildings were completed, to a maximum of 9 completions in any year.

## Net completions by year ending



3.3 This include **10 completions** for the first 4 years from the start of the Neighbourhood Plan period (2018) to March 2022<sup>3</sup>, comprising:

Address	Application Ref	Built	Dwellings	AH
Locketts Cottages, Droop	2016/0121 (FUL)	2020-21	-1	
Dutch Barn, West Lane	2016/0473 (AGPA)	2018-19	1	
Barn on The Common	2017/1629 (AGPA)	2019-20	1	
Land At E 374447 N 109231, The Causeway	2018/1814 (RM)	2020-21	6 of 8 extant	
R B Snook Building Ltd, King Stag Mill, The Common	2019/1504 (OTWPA)	2020-21	2	
Ewe Barn, West Lane	2019/1651 (FUL)	2021-22	1	

<sup>2</sup> Based on previous monitoring records published by Dorset County Council up to 2014, and monitoring records since 2015 supplied by Dorset Council.

<sup>3</sup> This corrects for the differences in recorded completions from the previous plan, which showed The Old Cow Shed 2/2014/1599 as extant when it was recorded as completed during 2017/18, and Locketts Cottages as built whereas Dorset Council recorded this in 2020/21.

#### 4. 2021 CENSUS DATA – EXISTING STOCK AND OCCUPANCY

4.1 As of 2021, the Census data for the Neighbourhood Plan area records 499 dwellings, of which 475 were occupied. The vast majority (over 81% of those occupied) were 3 or 4 bedroom homes – much higher than the Dorset average (64%). It is therefore not surprising that the occupancy rating shows a higher level of under-occupancy than typical for Dorset.

Number of bedrooms (TS050)	Hazelbury Bryan		Dorset	
1 bedroom	19	4%	14,932	9%
2 bedrooms	72	15%	45,806	27%
3 bedrooms	202	43%	67,982	40%
4 or more bedrooms	182	38%	40,541	24%

Occupancy rating (TS052)	Hazelbury Bryan		Dorset	
+2 or more (under-occupied)	301	63%	74,823	44%
+1 (marginally under-occupied)	117	25%	56,974	34%
0	49	10%	34,653	20%
-1 (marginally over-crowded)	8	2%	2,537	1%
-2 or less (over-crowded)	2	0%	274	0%

#### 5. AFFORDABLE HOUSING NEEDS

5.1 Affordable housing is defined in the National Planning Policy Framework<sup>4</sup> and includes a range of affordable housing types, from social rented through to starter homes and discounted sale (where the property is sold at a discount of at least 20% below local market value, and this discount was carried forward in future sales). There is also an overlap between affordable and open market housing due to the role of the private rented sector in meeting the housing needs of those that can afford such private rented homes (with or without housing benefit) but are unable to afford the deposit or qualify for a mortgage to be able to become a home owner.

5.2 At around the time that the Neighbourhood Plan was being produced (June 2017), Dorset Council's Housing Register had identified 6 households interested in finding accommodation in Hazelbury Bryan that had a local connection (4 of which were living in the village in unsuitable accommodation for their needs). A further 11 households on the register had no local connection, but indicated an interest in locating to the area. At that time, households on the housing register could state up to 3 areas they would like to live, and therefore some of these applicants may have had a stronger preference for other areas (such as the nearby town of Sturminster Newton). Applicants on the waiting list (and all with a local connection) were primarily looking for rented accommodation, for 1 or 2 bedroom homes. Households needing more intermediate affordable housing (such as shared ownership and discounted sale) were encouraged to register on the Help to Buy websites (although would be included on the Council's Affordable Housing Register if they did apply). As such, the housing analysis at that time estimated a need for in the region of estimated need for 12 affordable dwellings over the plan period.

5.3 Dorset Council undertook a major overhaul of their Housing Register in late 2021 following a refresh of the allocation policy, which required households to re-register (therefore eliminating households that were on the register but no longer in actual need), still focused on looking for rent. An update from the Register was provided in February 2023, and this identified 8 households who would qualify for an affordable home and who had declared a connection to

<sup>4</sup> <https://www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary>

Hazelbury Bryan, with a further 5 applications not yet assessed. The mix of house types needed were 1 – 3 bedroom. There were also other households with no local connection who had expressed an interest in Hazelbury Bryan as one of their preferred areas.

Households with a local connection to Hazelbury Bryan on the Housing Register	Affordable dwellings needed					
	1 bed	2 bed	3 bed	4 bed	5 bed	n/k
June 2017	5	1	0	0	0	-
February 2023	3	3	2	0	0	(5)

5.4 It is difficult to assess how many households may need affordable home ownership tenures – in many cases they may be adequately housed but reliant on the private rented sector.

5.5 The latest viability evidence<sup>5</sup> suggests that major development sites (of 10 or more dwellings) should be sufficiently viable to provide 35% of the housing mix as affordable homes, including some social rented homes for those in greatest need and allowing for higher standards of design and sustainability. This is not dissimilar to the 40% affordable housing requirement for rural areas as tested under the adopted Local Plan, and it is noted that a site has been brought forward for 100% affordable housing within the parish (see details for Handley Cross Farm under extant supply).

## 6. ADOPTED LOCAL PLAN

6.1 The current adopted North Dorset Local Plan (2016)<sup>6</sup> sought to address the housing needs of the wider area as part of its housing strategy, policies and allocations, covering the period 2011-2031. This was based on a housing needs assessment from 2012<sup>7</sup>, which produced a North Dorset housing target of 285 dwellings per annum (dpa).

6.2 The Local Plan does not identify a specific housing need figure for the neighbourhood plan area of Hazelbury Bryan, or for the village. However, it does set out a housing need figure for rural areas outside the four main towns. Over the period 2011 to 2031, it states that at least 825 dwellings out of a minimum of 5,700 dwellings district wide will be built in Stalbridge and the eighteen villages (of which Hazelbury Bryan is one).

6.3 To establish the specific Local Plan housing need target for Hazelbury Bryan, the made Neighbourhood Plan looked at what this would mean applying this rural target on a pro-rata basis. The pro-rated apportionment is therefore based on Hazelbury Bryan's percentage of the total 'Stalbridge and more sustainable villages' housing stock in North Dorset (as existing at the beginning of the plan period), multiplied by the rural area target. This two-step process is set out below:

### **Step 1: 2011 'pro rata' estimate**

Total household spaces [480] ÷ Total household spaces in Stalbridge and the 18 villages [9,045] = 5.30%

### **Step 2: applying the 'pro rata' estimate to the rural target**

Rural target [825] x Pro-rata amount [5.30 %] = 43 - 44 dwellings for the Local Plan period 2011 – 2031.

<sup>5</sup> Dorset Local Plan Viability Assessment, May 2022, Three Dragons <https://www.dorsetcouncil.gov.uk/-/dorset-council-area-viability-assessment> - where the Neighbourhood Plan area falls within the Dorset West and Central market area

<sup>6</sup> North Dorset Local Plan Part 1 2011 -2031, January 2016, North Dorset District Council <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/adopted-local-plans/north-dorset-adopted-local-plan>

<sup>7</sup> Bournemouth / Poole Housing Market 2011 Strategic Housing Market Assessment Update, January 2012, JG Consulting in association with Chris Broughton Associates <https://www.dorsetcouncil.gov.uk/documents/35024/285432/Summary+Report+for+North+Dorset+District+Council.pdf/d2f99ec9-4da0-3d6b-6442-0aac54a78480>

As 10 dwellings were completed in the period 2011-2018, the adjusted target for the Neighbourhood Plan would be reduced by 10 dwellings. On this basis, the estimated housing need for Hazelbury Bryan for the Neighbourhood Plan period would be about 34 dwellings (or about 2 to 3 homes a year).

6.4 However when the Neighbourhood Plan was prepared, an uplift was applied to this target based on the more recent housing needs assessments.

## 7. LATEST HOUSING NEEDS ASSESSMENT (DORSET COUNCIL)

7.1 Data from the published Local Housing Needs Assessment for the emerging Dorset Local Plan<sup>8</sup> calculated a potential housing figure for the North Dorset area as 332dpa<sup>9</sup> - this is an uplift of approximately 16.5% compared to the adopted Local Plan target of 285dpa. These statistics can be updated further, based on more recent data from the Office for National Statistics (ONS), which includes updated median house prices, median workplace-based earnings, and the ratio between the two (as 11.00)<sup>10</sup>. Based on this latest information, the housing need figure for North Dorset calculated using the standard method figure for 2022 onwards would be 367dpa (or 377dpa 'uncapped'), an uplift of 28.8% (not dissimilar to that applied in the now made Neighbourhood Plan). The calculation is shown below:

### Step 1 - projected household growth, 2022/3 to 2032/3

North Dorset = 34,631 - 32,009 = 2,622 over 10 years = 262dpa

### Step 2 - affordability adjustment

North Dorset = 262dpa x  $\left(\frac{11.00 - 4}{4} \times 0.25 + 1\right) = 377\text{dpa}$

### Step 3 - capping adjustment

Capped at the higher of either:

- 40% above the projected household growth = 262 x 1.4 = 367dpa; or
- 40% above the Local Plan housing requirement figure = 285 x 1.4 = 399dpa.

As a result, it would not be applicable to apply a cap (as 399dpa exceeds the revised target)

Retaining the adopted spatial strategy, the latest housing need assessment would suggest an 'uplift' of 32.3% (based on the difference between 285dpa and the revised rate of 377dpa). As such, the overall target for the current Neighbourhood Plan period would be as follows:

### Step 4 – Uplift applied

Proportional uplift =  $\frac{377 - 285}{285} = 32.3\%$

Applied to Hazelbury Bryan = 825 x pro-rata amount [5.30 %] x uplift [132.3 %] = 58 dwellings for the Local Plan period of 2011 - 2031).

7.2 As 10 dwellings were completed in the period 2011-2018, the adjusted target for the Neighbourhood Plan period would be reduced by 10 dwellings, to 48 dwellings.

7.3 Whilst the Local Housing Needs Assessment considers in more detail the need for affordable housing, it does not provide a separate affordable housing target. As seen in Step 2, the overall target includes an affordability uplift.

<sup>8</sup> [Dorset and BCP Local Housing Needs Assessment](#), Icen Projects Limited on behalf of Bournemouth, Christchurch and Poole and Dorset Council, November 2021

<sup>9</sup> the household growth figure (set out in Table 5.2) is 264 dwellings per annum. The report then factors in an affordability adjustment (set out in Table 5.3), which raises the figure to 332. It then considers whether this exceeds the 40% 'cap' at that level (Table 5.4), which it does not do.

<sup>10</sup> Available from

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningsforformerlocalauthorities>

## HOUSE SIZE AND TENURE

7.4 The assessment also considers housing need in terms of mix by tenure type. This is based on Table 12.11 – the Modelled Mix of Housing by Size and Tenure in Dorset (combining methodologies). This indicates an emphasis on building 2 and 3 bedroom open market homes, and 1, 2 and 3 bedroom affordable homes.

Housing by Size & Tenure	1 bedroom	2 bedroom	3 bedroom	4+ bedroom	Total
Market	5%	35%	44%	15%	( x 65%)
Affordable home ownership	21%	40%	29%	10%	(x 10.5%)
Affordable housing (rented)	38%	35%	24%	2%	(x 24.5%)

The above data did provide further analysis by sub-area, but not focusing specifically on rural areas such as Hazelbury Bryan.

## 8. EMERGING LOCAL PLAN

8.1 Only limited weight can be afforded to the emerging Dorset Local Plan<sup>11</sup> at present, given its early stage (the plan is not expected to be examined until 2025<sup>12</sup>). Nonetheless, it is useful to consider the early draft plan to understand whether it would suggest a different strategy.

8.2 The first draft of the emerging Dorset Local Plan does not have the equivalent of an 'North Dorset' housing target, but proposes a target of 1,793dpa across the plan area. It does include an indicative housing requirement figure for Neighbourhood Plans areas such as Hazelbury Bryan, based on the existing completions and commitments, any adopted housing allocations, capacity on major sites (of 10 or more dwellings) within development boundaries as evidenced through the SHLAA, plus a windfall allowance based on past trends on small sites (i.e. excluding major development and based on the data from 2013/14 onwards, projected forward for Year 4 onwards). The published draft plan (Appendix 2) gives a figure of 78 dwellings for the Hazelbury Bryan Neighbourhood Plan area using this method, which would apply for the proposed Local Plan period (April 2021 – March 2038). ***Dorset Council planning officers have confirmed that this housing target is not dependent on making any further site allocations to meet the windfall element.***

8.3 Alternatively, using the target of 1,793dpa and assuming a pro-rata apportionment based on the comparative size of Hazelbury Bryan to the rest of the Dorset Council area (using the latest available Census data), would be based on the following calculations:

### ***Step 1: 2021 'pro rata' estimate***

Households (2021): Hazelbury Bryan = 474, Dorset = 169,300

Pro-rata proportion:  $474 / 169,300 = 0.28\%$

### ***Step 2: applying the 'pro rata' estimate to the emerging Local Plan target***

Applied to the emerging Dorset Local Plan target  $1,793 \times 0.28\% = 5.0\text{dpa}$ . This equates to 45 dwellings for the remaining plan period from 2022 – 2031, and together with the 10 completions from 2018 – 2022 would suggest an overall target of 55 dwellings for the Neighbourhood Plan period 2018-2031.

8.4 It is recognised that the emerging Dorset Local Plan target will be revised in the next version of the plan based on the latest available housing figures and standard methodology, however it is also noted that the Government has indicated as part of its latest consultation

<sup>11</sup> The first (and only) draft to be published is the Dorset Council Local Plan Options Consultation, January 2021, Dorset Council <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/dorset-council-local-plan/about-the-dorset-council-local-plan-january-2021-consultation>

<sup>12</sup> The Local Development Scheme for Dorset Council, October 2022, Dorset Council <https://www.dorsetcouncil.gov.uk/documents/35024/282495/Dorset+Council+Local+Development+Scheme+-+October+2022.pdf/dae6a342-c6f2-a946-8cf2-3bdb87ef56ed>

(December 2022)<sup>13</sup> that the standard method is due to be reviewed in 2024 after the new household projections data based on the 2021 Census are published, and that they are considering making it clearer that the derived figure is advisory and what demographic and geographic factors may be used to demonstrate exceptional circumstances to deviate from this.

## 9. LOCATIONAL MATTERS FOR HOUSING – RELEVANT APPEAL DECISION

9.1 A planning application for the residential development of up to 15 dwellings on land South of Churchfoot Lane was dismissed at appeal in January 2020<sup>14</sup>. This is relevant insofar as the Inspector considered the sustainability of the location.

9.2 The Inspector noted that the wider village of Hazelbury Bryan has some services such as a shop, public house, Church and large playing fields, but these are mainly towards the northern end of this overall settlement, and there are limited public transport links. He also noted that the lack of lighting or footways makes walking or even cycling a less attractive option than the private car, and that the resulting over reliance on the use of the private car would not constitute sustainable development.

9.3 The Inspector concluded that “this is not a location which I would regard as suitable for new housing and this undermines any such benefit that would be derived from the new housing proposed”.

## 10. HOUSING TARGET AND SUPPLY – CONCLUSIONS

10.1 The current made Neighbourhood Plan included provision for 56 dwellings to be built in Hazelbury Bryan between 2018 and 2031. The above analysis suggests, based on the most recent data, that a target of about 55 homes continues to be a reasonable and appropriate one for this period, which is at the upper end of the equivalent targets calculated from the latest housing need data.

10.2 Monitoring data records 10 completions in the first four years of the plan (2018-22), meaning that sites / opportunities for 46 dwellings should be demonstrated for the remaining period to 2031 (if the plan period is not extended).

### EXTANT HOUSING SUPPLY

10.3 As of April 2022, the following extant permissions and allocations provide a potential housing supply of **55 dwellings**, including some affordable housing:

Address	Application Ref / Allocation	Granted	Dwellings	AH
Moores Farm, West Lane	2018/1494 (AGPA)	21/12/2018	1	
Land At E 374447 N 109231, The Causeway	2018/1814 (RM)	19/08/2019	2 of 8 extant	
Broad Oaks Farm, The Common	2019/0474 (FULL)	17/07/2019	1	
Land East of King Stag Mill	2019/0599 (OUT) - Site 12	11/02/2020	1	
Martin Richard's Tractors site	2019/0879 (OUT) - Site 11	pending	13	5
Sunny View, Pleck Hill	2019/1123 (AGPA)	03/10/2019	1	
Land adj the Retreat	2019/1339 (FULL) - Site 13	21/04/2020	1	
Handley Cross Farm, Pidney Hill (now Violet Cross)	2019/1407 (FULL)	23/11/2020	21	8+13

<sup>13</sup> <https://www.gov.uk/government/consultations/levelling-up-and-regeneration-bill-reforms-to-national-planning-policy>

<sup>14</sup> Appeal Ref: APP/N1215/W/19/3227814

<https://acp.planninginspectorate.gov.uk/ViewCase.aspx?Caseid=3227814&ColID=0>

Address	Application Ref / Allocation	Granted	Dwellings	AH
Crossroads Farm Access Road, Woodrow	2020/0025 (FULL)	15/03/2019	1	
Broad Oaks Farm, The Common	2021/02292 (FULL)	10/03/2022	1	
Land north of Barn at E 37549 N110386 Priest Thorn Cottages	2021/03149 (FULL) (and 2022/01422)	09/12/2021 13/05/2022	1	
Former Frank Martin's Agricultural Depot	Site 7	not yet applied	11	4
<b>TOTAL</b>			<b>55</b>	<b>30</b>

10.4 The extant consent at the Causeway and the Handley Cross Farm (Violet Cross) both appear to have been completed during 2022/23. Whilst the latter included a S106 legal agreement that only required 40% of the homes (i.e. 8 homes in total) to be affordable, the site has been developed by Abri Homes (a housing association) who has developed all 21 homes as affordable tenures; 15 shared ownership and 6 affordable rent<sup>15</sup>.

10.5 The Parish Clerk has been in liaison with the site owners of Site 7 and 11, both of whom have confirmed they expect to develop their sites before the end of the plan period.

10.6 In addition, a further 7 dwellings have been permitted post March 2022. These comprise:

- the conversion of storage buildings plus extension to form a detached dwelling at Rowlands Yard, The Causeway (reference 2022/06889),
- notification of the proposed conversion of the restaurant at Woodrow Dairy to residential under permitted development rights (reference 2022/06403)
- permission 'in principle' for up to 5 dwellings on land west of Kingston Row, Kingston (reference 2022/04665).

10.7 In total the extant supply should deliver in the region of 7 dwellings per annum of the remaining 9 years of the plan period from 2022 to 2031, and includes a significant proportion of affordable homes that would appear to meet the needs of those currently on the Affordable Housing Register. It should deliver up to 72 dwellings, exceeding the housing target by a significant margin. As a result there is no need to identify further sites for housing as part of this first review.

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<sup>15</sup> As a result of the legal agreement, at least 8 of the homes (including 5 of the affordable rented homes) must be allocated to people with a local connection to the Dorset Council area in accordance with an agreed Allocations and Nominations policy. A more flexible approach can be taken by the housing association in allocating the remaining affordable homes.