

Housing Delivery Test Action Plan 2019 - 2022

Bournemouth, Christchurch and Poole Council

October 2019

1 Introduction

Background

- 1.1 In February 2017, the Housing White Paper 'Fixing our broken housing market' was published. It set out the government's plans to increase housing supply, in acknowledgment that for decades, the pace of house building had not kept pace with population growth. To address this issue the government set an ambitious target to deliver at least 300,000 new homes annually 'for the foreseeable future'.
- 1.2 The White Paper also introduced a new 'housing delivery test' (HDT) designed to assess whether local authority housing delivery is above or below target. The HDT measures net additional dwellings provided in a local authority area against the homes required for the 3 preceding financial years. The methodology for calculating the HDT is set out in the Housing Delivery Test Measurement Rule Book¹. The Ministry of Housing, Communities and Local Government (MHCLG) will publish the HDT result for each local planning authority annually. The first housing delivery test measurement was published in February 2019.
- 1.3 HDT Action Plans are required in local authority areas where housing delivery has fallen below 95% of the housing target. The purpose of housing delivery test action plans is to assess reasons for under delivery and to identify measures to improve delivery to meet annual housing requirements.

Local Context

1.4 Delivering the number of new homes required across BCP needs to be considered in the context of local environmental constraints. The South East Dorset Green Belt and nationally and internationally designated areas of heathland to the north are a significant constraint. Poole and Christchurch are also affected by significant areas of high flood risk in the town centres and the Twin Sales Regeneration Area when present day and future tidal and fluvial flood risk is taken into account. These constraints limit the opportunities for identifying and bringing forward suitable sites for housing development and makes delivery of the housing numbers required challenging.

The Housing Delivery Test Action Plan for Bournemouth, Christchurch and Poole

1.5 This Bournemouth, Christchurch and Poole (BCP) Housing Delivery Test (HDT) Action Plan has been prepared in response to the 2018 HDT result. In the BCP area housing delivery over the last 3 years has been less than 95% of adopted Local Plan requirements. Therefore, in accordance with the National Planning Policy Framework (NPPF) an HDT Action Plan is required. The 2018 HDT result was calculated in relation to housing delivery measured against the housing

¹ https://www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book

requirements set out in the adopted Bournemouth Core Strategy (2012), Christchurch and East Dorset Core Strategy (2014) and Poole Local Plan (2018).

- 1.6 This Action Plan sets out housing delivery performance against Local Plan targets, analysis of housing land supply, issues affecting housing delivery and measures to improve the delivery of new homes. The Action Plan covers the period 2019 2022 which reflects the delivery timescales for actions contained in the plan.
- 1.7 On the 1st April 2019 the Bournemouth, Christchurch and Poole (BCP) Council was established. The new BCP Council brings together the former Bournemouth, Poole and Christchurch borough councils. BCP is preparing a single Action Plan as this is the most effective way of addressing issues affecting housing delivery for the new council area.

Area		umber es req		Total number of homes required			Total number of homes delivered	Housing Delivery Test: 2018 measurement	Housing Delivery Test: 2018 consequence	
	2015-	2016-	2017-		2015-	2016-	2017-			
	16	17	18		16	17	18			
Bournemouth										Action Plan /
	730	730	893	2,353	732	607	631	1,970	84%	20% Buffer
Christchurch										
& East										Action Plan /
Dorset	488	500	540	1,528	300	436	405	1,141	75%	20% Buffer
Poole	500	500	500	1,500	392	584	300	1,276	85%	Action Plan

1.8 The 2018 Housing Delivery Test measurement was published on the 19th February 2019 and the results for the BCP areas are set out in Table 1.

(Table 1, BCP February 2018 HDT Result).

- 1.9 The HDT measurement will continue to be calculated against the relevant housing requirement for the adopted Local Plans in Bournemouth, Christchurch and East Dorset, and Poole, or household projections where those plans are more than five years old, until these plans are superseded by new Local Plans for the BCP and Dorset councils.
- 1.10 East Dorset now forms part of the new Dorset Council unitary authority and a separate Action Plan will be prepared by the Dorset Council for this area. BCP is working closely with the Dorset Council in relation to cross border measures that are appropriate to assist housing delivery in East Dorset.
- 1.11 This Action Plan was prepared collaboratively by BCP Council with the involvement of the Growth and Infrastructure and Housing Departments. The process of identifying issues affecting housing delivery and measures to address

these issues has involved consultation with the development industry. This Action Plan received sign off through Cabinet on the 9th October 2019.

- 1.12 Locally across the BCP area, the issues around the need for additional homes and an increase in housing supply across all tenures is recognised in the legacy Housing Strategies. Housing demand is very high and housing costs are equally high. Work has already been underway across the legacy Councils to assist in enabling the supply of additional homes but this report sets out a move towards a 'step change' in enabling additional housing supply to help meet local housing requirements. A priority for BCP council is to put in place a new housing strategy. The purpose of a housing strategy is to inform local residents and partners about BCPs housing needs and issues and set out key challenges where action will be required to help meet both current and future housing need. The strategy will contribute towards the Council's wider strategic aims and priorities and will link into many key policies such as local plans.
- 1.13 The structure and scope of this Action Plan is as follows:

1. Introduction

2. BCP Housing Market Delivery and Supply Analysis

- a. BCP Housing Delivery Analysis
- b. BCP Housing Supply Analysis:
 - i. Nature and Composition of Local Housing Market
 - ii. An overview of the typologies of sites/development activity

3. Strategic Approach to Housing Delivery

- a. Planning Context Adopted Plans / BCP Local Plan
- b. Housing Delivery & Cross Border Working
- c. Strategic Infrastructure & Delivery
- 4. Addressing Barriers to Housing Delivery
- 5. BCP SMART Housing Delivery Test Action Plan
- 6. Project Management & Monitoring Arrangements

2 BCP Housing Market Delivery and Supply Analysis

Housing Delivery Analysis

2.1 This section sets out an analysis of housing delivery in BCP measured against the housing requirements of the current adopted Bournemouth, Christchurch and East Dorset and Poole Local Plans. Separate tables are set out for Bournemouth, Christchurch and Poole to reflect housing delivery since the adoption of the respective local plans.

	2006 / 07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Core Strategy Housing Target	730	730	730	73 0	1,42 2									
Net Completion s	108 9	153 4	121 8	62 2	49 2	55 5	63 9	39 4	96 4	73 0	58 1	63 5	65 9	N/A

Bournemouth Housing Delivery

(Table 2, Bournemouth Housing Delivery, Core Strategy 2012)

- 2.2 The Bournemouth Core Strategy was adopted in 2012 and covers a plan period of 2006 to 2026.
- 2.3 Over the first 5 years of the plan period a total of 4,955 dwellings were delivered. This equates to an average of 991 dwellings per year which was in excess of the annual local plan requirement. Since 2009 housing delivery has fluctuated but generally fallen below the adopted plan target. However, over the first 13 years of the plan period 10,112 dwellings have been delivered against a target of 9,490.
- 2.4 From 2019/20 onwards the housing requirement in Bournemouth steps up significantly from 722 to 1,422 dwellings per annum with the transition to the government's standard methodology. This step change in housing requirement presents a significant challenge for BCP in relation to housing delivery and housing land supply.

Christchurch and East Dorset Housing Delivery

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Core	566	566	566	566	566	566	791(Standard
Strategy							Methodology)
Housing							
Target							
Christchurch	149	154	117	245	100	182	N/A
Completions							
East Dorset	156	180	237	185	305	290	N/A
Completions							
Combined	305	334	354	430	405	472	N/A

(Table 3, Christchurch Housing Delivery, Core Strategy 2014)

- 2.5 The Christchurch and East Dorset Core Strategy was adopted in 2014 and covers a plan period of 2013 to 2028. The Core Strategy housing target and 5 year land supply remains joint for the Christchurch and East Dorset plan area (until superseded by the new BCP and Dorset Council Local Plans).
- 2.6 Over the first 6 years of the plan period 2,300 dwellings have been delivered against a housing requirement of 3,396 dwellings for this period.
- 2.7 From 2019/20 the housing requirement for the Christchurch and East Dorset Plan area moves to the Government's standard methodology of 791 dwellings per annum (Christchurch, 349 dwellings / East Dorset, 442 dwellings p.a.). The uplift in housing requirement presents a challenge for both BCP and the Dorset Council in relation to housing land supply, particularly in Christchurch.

Poole Housing Delivery

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Local Plan Housing Target	500	500	500	500	500	710	710
Net Completions	177	298	335	570	307	426	N/A

(Table 4, Poole Housing Delivery, Local Plan 2018)

- 2.8 The Borough of Poole Local Plan was adopted in November 2018 and covers a plan period of 2013 to 2033. Over the first 6 years of the plan period a total of 2,113 dwellings have been delivered against a requirement of 3,210 dwellings.
- 2.9 The Poole Local Plan was recently adopted, therefore the adopted Local Plan housing target will apply until superseded by the BCP Local Plan.

Bournemouth, Christchurch and Poole Housing Delivery

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
BCP	1,796	1,796	1,796	1,796	1,796	2,006	2,481
Housing							
Requirement							
BCP Net	876	1,596	1,419	1,581	1,347	1,557	N/A
Completions							

(Table 5, BCP Housing Delivery based on adopted Local Plans)

- 2.10 Separate Local Plans are in place for Bournemouth, Christchurch and Poole but it is useful to examine the aggregate position for the BCP Council area.
- 2.11 Over the period 2013 / 14 to 2018/19 an aggregate total of 10,986 dwellings have been required based on the adopted Local Plans for Bournemouth, Poole and Christchurch. Over this period a total of 8,376 dwellings have been delivered which presents a shortfall of 2,610 dwellings.
- 2.12 From 2019/20 the Government's standard methodology housing requirement applies in Bournemouth and the Christchurch / East Dorset Plan area which represents a significant step change in housing delivery required. This Action Plan sets out a range of measures to address housing delivery including the production of the BCP Local Plan to an accelerated timeframe.

Housing Supply Analysis

- 2.13 Understanding the current supply of sites available for delivering the new homes required across the BCP Council area, is crucial to ensuring delivery targets are met.
- 2.14 As a starting point, evidence bases were compiled for the former local authority areas of Bournemouth, Christchurch and Poole, of key sites contributing to the current supply and falling within the following categories:
 - Strategic sites of 40+ dwellings;
 - 'Major' sites with planning permission for 10+ dwellings (net); and
 - Sites for 10+ dwellings (net) identified in Strategic Housing Land Availability Assessments (SHLAA).
- 2.15 An analysis of the identified sites has been undertaken to establish the nature and scale of sites currently available to meet housing needs. The following provides a summary of this analysis for the BCP Council area.

Strategic sites of minimum 40+ new homes

- 2.16 Strategic housing sites are defined as those having the capacity to deliver a minimum of 40 new homes. They predominantly consist of sites allocated through the adopted local plans of the three former local authority areas of Bournemouth, Christchurch and Poole. Also included are a number of major sites with planning permission which exceed the 40 dwelling strategic site threshold. It should be noted that site allocations normally provide an estimated figure for the number of new homes that a site could accommodate, with this figure often exceeded at the formal planning application stage.
- 2.17 A total of 81 strategic sites in the BCP area were identified and included in the analysis. It is important to note that a further 10 strategic housing allocations (remaining to come forward) are located in East Dorset which form part of the Christchurch and East Dorset plan area housing supply.
- 2.18 A key consideration in relation to these sites was what issues, challenges and barriers there might be to their coming forward for development. An assessment of the sites was undertaken utilising a green, amber red 'traffic light' system, which established that there were 35 'green' sites where little or no delays or barriers were identified to their development. The same number of 'amber' sites were considered to have issues that needed to be overcome or resolved in the immediate to short term before development could proceed, and a further 11 'red' sites were identified as having significant challenges to their coming forward for development. The issues and barriers identified through the evidence gathering and assessment process, together with appropriate actions aimed at addressing the challenges to unlocking many of these sites for development are set out in detail in Sections 4 and 5.
- 2.19 The strategic sites identified across the BCP Council area currently have a total combined capacity of 13,180 dwellings. However, monitoring indicates that 13 of these sites are under construction, delivering 1,220 dwellings on completion, leaving remaining capacity of approximately 11,960 dwellings. Of this remaining capacity, a further 25 sites (31%) currently benefit from planning permission for a total of 4,090 dwellings. The majority of strategic sites are categorised as being on previously developed land (brownfield land), whist 8 sites fall into the category of greenfield sites. 44 (54%) of sites have the capacity to deliver between 40 and 99 dwellings. The remaining 37 sites have the capacity to deliver a minimum of 100 new homes, with 8 (10%) of these identified as large sites delivering in excess of 400+ new homes.
- 2.20 Figure 1 shows the number of strategic sites categorised within number ranges by the dwellings each site could accommodate.



[Figure 1: Strategic sites across the BCP Council area categorised by number of dwellings)

Major sites of 10+ new homes with planning permission

- 2.21 In total, 84 sites were identified and classified as major sites (i.e. 10+ dwellings (net) and above) with planning permission, having total overall capacity of 1,544 dwellings. Of these 52 (62%) were smaller scale sites delivering between 10 and 19 dwellings. The remaining sites vary in capacity of between 20 and 39 dwellings.
- 2.22 Annual housing development monitoring indicates that of the 84 major sites identified, 32 (38%) are now under construction, delivering 521 new homes on completion and leaving capacity across the remaining sites of just over 1,020 dwellings. Only 2 of the major sites are categorised as greenfield sites.
- 2.23 As the majority of these sites have secured planning permission (a small number of qualifying sites are currently in the process of being determined), a 'traffic light' assessment has identified a limited number of issues and barriers to development. As with the strategic sites, appropriate actions aimed at overcoming impediments to development are set out in detail in sections 4 and 5.
- 2.24 Figure 2 shows the number of major sites categorised within number ranges by the dwellings each site could accommodate.



(Figure 2: Major sites across the BCP Council area categorised by number of dwellings)

SHLAA sites (non-allocated sites and sites without planning permission, with minimum capacity of 10+ new homes (net))

- 2.25 The 57 sites identified in this category are included in the annual SHLAA updates for Bournemouth, Christchurch and Poole and represent sites assumed to be deliverable in the medium to long-term. They are identified from a number of sources, with no clear indication of when they might become available and, as a consequence, are included in the 6 15 year land supply. The sites in this category would, if developed, deliver 1,655 new homes.
- 2.26 Figure 3 shows the number of sites categorised by the number of dwellings each site could potentially accommodate.



(Figure 3: SHLAA sites (non-allocated sites and sites without planning permission for 10+ new homes(net)) categorised by number of dwellings)

2.27 As part of the early work on the BCP Local Plan, it would be appropriate to review the identified SHLAA sites to determine their future potential for allocation, or whether, working with the owners/developers, there are opportunities to bring them forward sooner for development.

Summary of BCP Housing Supply Analysis

- 2.28 Analysis of housing sites across the BCP Council area demonstrates a healthy supply of sites of various sizes and greenfield / brownfield locations available for development. This mix of supply provides a sufficient range of large strategic sites and smaller sites to not significantly affect the rate of housing delivery.
- 2.29 The sites identified would deliver approximately 14,700 new homes, which does not include smaller sites of less than 10 dwellings identified through individual SHLAA's and which represent long term development opportunities. There is a broadly even division between the number of 'strategic' scale sites (81) capable of delivering in excess of 40 dwellings and the smaller 'major' sites (84) delivering between 10 and 40 dwellings.
- 2.30 It is worth noting that the majority of the 165 strategic and major sites identified for analysis, 94% are categorised as being on 'previously developed land', with only 6% of sites being categorised as 'greenfield' land development. Of these greenfield sites, 8 are strategic in scale and would deliver approximately 3,380 dwellings. Four of these strategic greenfield sites are large, with each delivering 400 new homes or more.
- 2.31 Whilst many of the sites identified through this HDT Action Plan process present little or no issues in their coming forward for development (a number being already under construction), there are sites which have more significant issues and

barriers to their development. It is the issues and barriers affecting these sites that have been addressed in Sections 4 and 5.

The Letwin Review

- 2.32 In seeking to support the Government's objective of significantly boosting the supply of homes², it is appropriate to consider the findings of the 'Independent Review of Build Out' (October 2018), led by Sir Oliver Letwin. The review considers the effect that the homogeneity of the types and tenures of the homes on offer on large sites in areas of high housing demand, and the limits on the rate at which the market will absorb such homogenous products, are fundamental drivers of slow build out rates.
- 2.33 Sites currently under construction and those likely to begin construction in the near future, within or near to the BCP Council area were identified. These sites are shown on Map 1.
- 2.34 Analysis of the sites indicated that a significant proportion of the dwellings being delivered, or proposed, were either 3, 4 or 5 bedroom homes. At present there is no evidence that the similarity of product being delivered across these sites is resulting in slow build out rates. With a number of strategic sites likely to begin construction in the next year or so, it will be necessary to monitor build out and market absorption rates and seek to address this issue through future Action Plans, should the need arise.

(Map 1: Strategic sites currently under construction or likely to begin construction in the near future in South-East Dorset.)

² Housing White Paper "Fixing our broken housing market" – February 2017.

3 Strategic Approach to Housing Delivery

3.1 This section of the Action Plan sets out BCP's strategic approach to housing delivery. This includes a review of the current status of Local Plans and the emerging BCP Local Plan. The review of Local Plans also sets out how the council is working with neighbouring authorities in the context of the duty to co-operate and a cross border approach to housing delivery. This section also sets out measures to address strategic infrastructure requirements to deliver housing such as transport strategies and major infrastructure bids to lever in external sources of funding.

BCP Adopted Local Plans

3.2 The current Development Plan for the BCP Council comprises the existing Local Plans adopted for the preceding Bournemouth, Christchurch and Poole Borough Councils. These Local Plans set out the strategic approach to housing delivery.

	Plan Period	In date Local Plan as at April 2019.	Local Plan Housing Target	Housing target p.a based on adopted Local Plan.	Standard Methodology p.a Figure.	Housing figure applied as of April 2019
Bournemouth	2006 - 2026	No	14,600	730	1422	1422 pa
Christchurch and East Dorset	2013 - 2028	No	8,490	566	Christchurch: 349 East Dorset: 442	Christchurch: 349 East Dorset: 442
Poole	2013 - 2033	Yes	14,200	710	801	710 ра
BCP	TBC	N/A	N/A	N/A	2,572	2,481

(Table 6, BCP Local Plan Status).

- 3.3 The Bournemouth Core Strategy was adopted in October 2012 and in conjunction with the Bournemouth Town Centre Area Action Plan (March 2013), sets out the housing delivery strategy for Bournemouth from 2006 to 2026. The Core Strategy is now more than 5 years old and from April 2019 the annual housing requirement is based on the government's standard methodology figure of 1,422 per annum.
- 3.4 The Christchurch and East Dorset Core Strategy was adopted in April 2014 and sets out the housing delivery strategy for Christchurch and East Dorset for the period 2013 to 2028. The Core Strategy is now more than 5 years old and from April 2019, the annual combined housing requirement for Christchurch and East Dorset is based on the government's standard methodology figure of 791 per annum.

3.5 The Poole Local Plan was adopted in November 2018 and sets the housing delivery strategy in Poole for the period 2013 – 2033. The Local Plan is less than 5 years old and as of April 2019 the adopted Local Plan housing figure is applied until superseded by a BCP Local Plan.

Relationship to Other Plans and Strategies

BCP Corporate Plan

3.6 BCP's emerging Corporate Plan is based around five key actions. A commitment to investing in the homes the communities of BCP need, supported by the development of sustainable infrastructure is key to the strategy's 'Dynamic Region' action theme.

Bournemouth, Christchurch and Poole Local Plan

- 3.7 BCP has made the decision to prepare a single Local Plan which, once adopted will replace the current adopted Local Plans for Bournemouth, Christchurch and Poole.
- 3.8 The BCP Local Plan is being prepared to an accelerated timetable with adoption scheduled for December 2022. This accelerated timescale will assist with housing delivery, ensuring that new housing allocations are in place and key infrastructure issues addressed for development to come forward.
- 3.9 The Dorset Council has also recently produced a local development scheme setting out a timeframe for the production of a single Dorset Local Plan. The consultation stages of the Dorset Local Plan are broadly aligned to the BCP Local Plan which ensures opportunity for effective cross border planning and housing delivery. The Dorset Council Local Plan is currently scheduled for adoption in spring 2023, shortly after the BCP Local Plan.

Housing Delivery and Cross Border Working

3.10 In accordance with the Duty to Co-operate BCP works closely with neighbouring authorities regarding housing delivery including the Dorset Council, New Forest District Council, and the New Forest National Park. BCP is working closely with these councils as part of the preparation of the BCP Local Plan.

Strategic Planning Forum

3.11 The Dorset Strategic Planning Forum was established in 2015 to consider strategic planning issues that affect cross border matters, and to guide strategic planning matters at the 'larger than local' scale. The purpose of the forum has

been to facilitate effective policy development across administrative borders and to help fulfil the requirements of the duty to co-operate.

3.12 Since the formation of the BCP and Dorset Councils in April 2019 there is a need for the terms of reference of the SPF to be revisited. There is a need for a refocus around strategic planning matters concerning the preparation and delivery of the BCP and Dorset Local Plans including housing delivery.

Statement of Common Ground (between local planning authorities in Dorset) (March 2019)

- 3.13 Prior to the formation of the BCP and Dorset Councils in April 2019, in accordance with the NPPF a Statement of Common Ground (SCOG) was prepared between the Bournemouth, Dorset and Poole councils. The preparation of the SOCG was overseen by the Dorset Strategic Planning Forum.
- 3.14 The SOCG provides a summary of key strategic planning matters where cooperation across administrative boundaries may be appropriate. The current SOCG is a written record of progress made against strategic matters across local authority boundaries. Key strategic matters addressed by the SOCG include the delivery of housing against the relevant local housing requirements. The SOCG recognises that new Local Plans based on the latest government standard methodology will require a step change in housing delivery and greater emphasis on meeting unmet housing need across administrative boundaries.
- 3.15 The current SOCG states that where it is the case that an authority in the area is unable to meet their identified needs, the local planning authorities within the area are committed to working together to assess the potential for some or all of this unmet need to be delivered within other authorities areas.
- 3.16 Following the formation of the BCP and Dorset Councils in April of this year the approach to cross border working and strategic planning is being revisited. This will require an update to the SOCG to take into account the latest adopted Local Plan housing requirements including where the government's standard methodology now applies. The SOCG will also examine the emerging housing requirements from the draft BCP and Dorset Local Plans and the actions required to address delivery.

BCP Housing Strategy

3.17 A priority for BCP council is to put in place a new housing strategy. The purpose of a housing strategy is to inform local residents and partners about BCPs housing needs and issues and set out key challenges where action will be required to help meet both current and future housing need. The strategy will contribute towards

the Council's wider strategic aims and priorities and will link into many key policies such as local plans.

3.18 The supply and enabling of new homes has been a priority in all of the legacy housing strategies for Bournemouth, Christchurch and Poole and will most likely feature highly in the new BCP Housing Strategy setting out a number of actions to aid the supply of new homes. The Housing strategy is currently being prepared ideally with planned adoption in autumn 2020.

Local Transport Plan

3.19 BCP is examining options to progress an update to Local Transport Plan 3 which applied to the previous Bournemouth, Dorset and Poole local authority areas. BCP is liaising with the Dorset Council to examine options for progressing LTP 4 which it is envisaged would be produced alongside preparation of the BCP and Dorset Council Local Plans. A new LTP would identify a transport strategy for the BCP area and strategic transport improvements that will help to facilitate housing delivery.

Strategic Infrastructure and Housing Delivery

3.20 BCP Council is actively engaged in a number of strategic projects to deliver key infrastructure to help facilitate the delivery of new housing development in the area. BCP is working closely with the Dorset Council and the Dorset LEP in pursuing cross border initiatives. Key strategic projects are set out below.

Western Gateway Transport Body

- 3.21 BCP is engaged with the Western Gateway Transport Body in the preparation of a regional transport strategy to be produced by 2021. The regional strategy will identify strategic improvements to improve regional connectivity which will also help to assist the delivery of new housing development. Progress to date includes:
 - 1. Completed regional Economic Connectivity Study considering growth across the region and productivity gaps;
 - 2. Submitted MRN schemes to Government, which relate to the Bournemouth International Growth Programme;
 - 3. Work to commence on preparation of a regional rail strategy;
 - 4. Delivery of a Western Gateway Regional Transport Strategy by 2021.

South East Dorset Urban Mobility Study

3.22 BCP, Dorset Council and the Dorset LEP are working jointly in the preparation of a South East Dorset Urban Mobility Study (SEDUMS). The 2019 SEDUMS is a refresh of the South East Dorset Multi Modal Transport Study (SEDMMTS)

published in 2012, which informed the joint Local Transport Plan 3 for Bournemouth, Dorset and Poole. The SEDUMS study will provide an updated transport evidence base to inform strategic planning and transport strategy for South East Dorset by the end of 2019 that will facilitate growth and development aspirations in line with local, regional and national policies. This study is a key element of the evidence base for the BCP and Dorset Council Local Plans in terms of identifying strategic transport improvements necessary to support new development proposals emerging through the new Local Plans.

Dorset LEP Growth Deal

- 3.23 The Dorset LEP Growth Deal has funded a number of key infrastructure projects across the BCP Council area in recent years to help enable strategic housing and employment development.
- 3.24 A total of £45,200,000 was awarded to Bournemouth Borough Council and Dorset County Council through the Government's Growth Deal. This funding has been match funded with £14,200,000 to provide a total of £59.4M. This funding will deliver a series of strategic transport improvements along the A338 and B3073 by 2021. These improvements will help facilitate the delivery of strategic housing and employment development in the BCP and Dorset Council areas.
- 3.25 Current Progress with the BIG programme is as follows:
 - A338 Reconstruction (PROJECT COMPLETED)
 - o A338 Package: Blackwater Junction, Wessex Fields, Widening
 - A348 Corridor
 - Chapel Gate Roundabout (PROJECT COMPLETED)
 - Hurn Roundabout (PROJECT COMPLETED)
 - Parley Cross, Parley West, Parley East
- 3.26 A total of £25,560,000 was awarded to Borough of Poole to improve access to the Port of Poole and help unlock key brownfield housing sites around Twin Sails Bridge. The last phase, Townside Access, will be completed in during 2019/2020.

Transforming Cities Bid

- 3.27 BCP Council in partnership with local transport providers have submitted a draft Transforming Cities Fund (TCF) bid to the Department of Transport (DfT).
- 3.28 The bidfocuses on linking residential areas to employment and education sites which could most benefit from significant improvements to encourage walking, cycling and increased use of public transport. The aim is to reduce the number of local journeys made by car thereby reducing congestion and bringing about a wide range of benefits associated with sustainable travel, such as improved health and wellbeing.

- 3.29 The main areas the draft bid focuses on are:
 - Improving and creating new walking and cycling routes
 - developing sustainable work places
 - enhancing the bike share scheme offer
 - bus and rail improvements
 - improved network management, and
 - a dedicated Travel App incorporating all modes of transport
- 3.30 If successful the TCF will deliver key sustainable transport improvements along some BCP Priority Transport Corridors in close proximity to strategic housing and employment allocations. The delivery of sustainable transport measures through TCF alongside other planned infrastructure improvements will help to facilitate new housing development.

Local Industrial Strategy

3.31 The Dorset Local Enterprise Partnership are preparing a local industrial strategy for Dorset to help deliver the Government's national strategy. The Dorset LIS is being prepared in close collaboration with local businesses, organisations, BCP Council and Dorset Council. Once published Dorset's LIS will be a twenty-year plan to increase productivity, innovation, earnings and well-being across the county, delivering on an ambition to create a local economy that is sustainable, innovative, resilient and inclusive.

4 Addressing Barriers to Housing Delivery

- 4.1 In the preparation of this Action Plan and associated evidence gathering, a range of key issues have been identified for the BCP area that are affecting housing delivery. These issues have been identified through engagement with the development industry, analysis of Local Plan monitoring and consultation with BCP planning policy, development management, housing and property officers. A summary of the key issues and actions are set out in a SMART Action plan in Section 5. This section sets out more detailed background to the key issues and planned actions.
- 4.2 It is important to note that this Action Plan will evolve over time as the strategy for increasing Housing Supply is developed and with oversight from a Steering Group. This Action Plan effectively forms a much-needed consolidated programme of activity which will gain momentum and profile over the next few years as resources are focused on increased housing delivery.
- 4.3 The actions are focused around 5 strategic issues:
 - 1. BCP Housing land Supply
 - 2. Infrastructure
 - 3. Viability
 - 4. Economic Factors / Housing Market
 - 5. Commercial Market Communications

Strategic Issue: BCP Housing Land Supply

- 4.4 The first strategic issue affecting housing delivery across the BCP area concerns housing land supply. Sub issues related to this issue include:
 - 1) Strategic site delays
 - 2) Government standard housing methodology & Increased Targets
 - 3) Progress with Duty to Co-operate and cross border strategic planning
 - 4) Unimplemented planning consents
 - 5) Environmental and other constraints

Sub Issue 1: Strategic Site Delays

4.5 Across the BCP area there are 81 strategic sites (40+ dwellings) which are planned to deliver 13,180 dwellings and form a very significant element of the BCP housing land supply. BCP local plan monitoring and evidence gathering for the HDT Action Plan has identified there are key issues affecting site delivery that need specific actions to address them. Some of these key issues are set out as follows in respect of housing allocations across Bournemouth, Christchurch and Poole:

Bournemouth Housing Allocations

4.6 The Bournemouth Town Centre Area Action Plan containing the majority of Bournemouth allocations was adopted in March 2013 by Bournemouth Council. Through monitoring of the AAP it has been identified that some housing sites allocated in the plan may not come forward. These sites include Commercial Road / Avenue Road, Asda (Holdenhurst Road), and Holdenhurst Road Retail Park.

Christchurch and East Dorset Strategic Housing Allocations

- 4.7 The Christchurch and East Dorset Core Strategy adopted in April 2014 identifies a housing requirement of 8,490 dwellings. Of this requirement, approximately 3,500 dwellings are located on strategic sites in Christchurch, Burton, Corfe Mullen, Wimborne / Colehill, Ferndown / West Parley and Verwood. Through preparation of the Core Strategy developers and land owners were closely engaged in establishing strategic site delivery trajectories for the Core Strategy allocations. A number of key strategic sites allocated in the Core Strategy have not come forward as expected due to the following reasons:
 - Delays to delivery of strategic transport infrastructure
 - Delays to the delivery of Strategic Alternative Natural Green Space (SANG)
 - Delays to developer and land owner private land transactions
 - Delays to allocations in multiple land ownerships due to site access and shared infrastructure delivery issue.
 - Addressing abnormal site infrastructure requirements e.g. under grounding overhead pylons
 - Securing alternative allotments site for replacement of statutory allotments
 - Delays to issuing planning consents linked to viability and affordable housing negotiations and securing planning obligations such as education contributions
 - Market Factors including absorption rates and developers not bringing sites forward due to economic / market conditions
- 4.8 Housing supply and strategic site delivery is still currently considered together as part of the Christchurch and East Dorset Core Strategy joint plan area. This will change following the adoption of the BCP and Dorset Council Local Plans which are anticipated for adoption in 2022 and 2023 respectively. Dorset Council are preparing an HDT Action Plan and will identify detailed actions to deal with strategic site delivery in East Dorset. However, the BCP Council, where appropriate will work closely with the Dorset Council to assist delivery. For

example, cross border working on strategic transport planning can assist in site delivery.

<u>Poole</u>

4.9 Poole adopted its Local Plan in 2018, which included a number of new allocations including urban extensions at North Poole. The key focus of the plan was, however, Poole town centre regeneration and delivery of a number of major brownfield sites that collectively can deliver around 5,000 homes. Progress has stalled on many of these brownfield sites due to long standing viability issues associated with remediation and delivery of critical infrastructure such as flood defences.

Actions

- 4.10 As part of the BCP Local Plan preparation all allocations in the adopted Local Plans will be reviewed and the deliverability of new allocations confirmed.
- 4.11 BCP will adequately resource the planning officer teams to facilitate the timely determination of major housing allocations applications.
- 4.12 In terms of Roeshot Hill in Christchurch, BCP will also be working closely with the Christchurch Town Council to bring forward the Roeshot Hill Allotments site so that the entire Core Strategy allocation can be delivered.
- 4.13 BCP Council is also working closely with the landowner to progress a planning application for the Core Strategy allocation on Land South of Burton. This will also link to the consideration of a possible larger allocation to be considered through the preparation of the BCP Local Plan.
- 4.14 BCP Council will continue to focus efforts on helping to unlock Poole Town Centre regeneration through working with partners, reviewing funding options and considering other interventions required to hell kick start delivery.
- 4.15 BCP Council will also co-ordinate cross border working, where appropriate to help facilitate delivery of strategic allocations in the East Dorset area. Co-ordinated actions include the preparation of the SEDUMS study, Local Transport Plan, Bournemouth International Growth Programme, Western Gateway Transport Strategy and Transforming Cities.

Sites with Existing Uses

4.16 Across the BCP area there are sites in existing use where residential development is planned but cannot come forward until the existing use ceases, thereby delaying delivery. Examples of these sites include the Poole Civic Centre and St. Mary's Maternity Hospital.

Action

4.17 As part of the BCP accommodation plan timescales will be confirmed in the short term for the Poole Civic Centre redevelopment. Timescales will also be confirmed for bringing forward the hospital site through direct discussions with the NHS. in

BCP Car Parking Requirements

- 4.18 Across the BCP area there is a need to provide an updated strategic approach to car parking provision, to ensure that car parking needs are met alongside the delivery of key housing sites.
- 4.19 Sites in Bournemouth Town Centre, which are being developed by the Bournemouth Development Company, are subject to delay due to the issue of securing the re-provision of parking in accordance with policy requirements.

Action

4.20 A new BCP Car Parking Strategy will be prepared in step with the preparation of the BCP Local Plan.

BCP Officer Resources

4.21 BCP Council was recently formed in April 2019 and a staff restructuring process is currently underway. The restructuring process will need to ensure that appropriate resources are dedicated to planning policy, development management, transport planning and housing enabling. This is necessary to ensure that all departments associated with housing delivery are sufficiently resourced to increase the supply of homes.

Action

4.22 In the short term BCP will ensure the most efficient and effective use of the existing staff resource across BCP and improve this resource where possible. As part of the BCP restructuring process the Council will need to ensure that departments associated with housing delivery are sufficiently resourced to address the key priority of increasing housing supply across all tenures.

The Housing Service Unit will be increasing the staff resources focused on the housing supply agenda to help ensure a proactive and sustained approach to enable a 'step-change' in overall housing delivery.

Sub Issue 2: Government Housing Methodology & Housing Land Supply

- 4.23 Across the BCP area there are separate adopted Local Plans in place for the Bournemouth, Christchurch and Poole areas.
- 4.24 Sufficient housing land supply has been identified through the BCP Strategic Housing Land Availability Assessments (SHLAAs) to meet adopted Local Plan housing targets.
- 4.25 The issue facing BCP is that the Bournemouth and Christchurch and East Dorset Core Strategies are now more than 5 years old and the relevant housing targets for these plan areas is now based on the Government's standard methodology from 2019/20 onwards. In Bournemouth, this means there is a substantial uplift in the annual housing requirement from 730 to 1,422 dwellings per annum. In Christchurch and East Dorset the annual housing delivery requirement, also based on the Government's standard methodology, increases from 566 per annum to 791 dwellings per annum. Christchurch's proportion of this target, which the BCP Local Plan will be responsible for is 349 dwellings per annum.
- 4.26 BCP Council faces a challenge in identifying sufficient land for housing to meet the uplift in housing requirement from 2019/20 onwards.

Actions

BCP Local Plan

4.27 A BCP Local Plan is being prepared which will supersede current adopted Local Plans in the Bournemouth, Christchurch and Poole areas. The Local Plan is being prepared to an accelerated timeframe with adoption scheduled for 2022. The new Local Plan will seek to identify a range of new allocations to improve the supply of new housing. BCP will also be working closely with the Dorset Council, Hampshire County Council and New Forest District Council regarding the delivery of any unmet housing need which cannot be met in the BCP area.

Strategic Housing Land Availability Assessments & Employment Land Reviews

4.28 Strategic Housing Land Availability Assessments and Employment Land Reviews will be reviewed and updated to inform the BCP Local Plan and to identify further housing potential. SHLAA updates provide the opportunity for further sites to be identified and to review approaches to housing densities on existing SHLAA sites.

This also provides the opportunity to contact landowners regarding specific sites where there may be uncertainty concerning whether a site will come forward.

- 4.29 As part of the SHLAA process, the Council is also undertaking a detailed urban capacity study to consider what additional potential for housing there is across the most sustainable parts of the BCP area.
- 4.30 Updating employment land reviews and employment land projections will inform the potential release of employment land for housing where not required to meet future market requirements over the BCP plan period.

Strategic Green Belt Review

4.31 To inform the preparation of the BCP and Dorset Council Local Plans, a strategic review of the South East Dorset Green Belt will be considered. The preparation of this evidence will inform possible strategic council decisions regarding amendment to Green Belt boundaries that may need to be made to accommodate new housing. BCP will seek to engage the Dorset Council, New Forest District Council and National Park authorities in undertaking a comprehensive study for the South East Dorset Green Belt as a whole.

BCP Property Strategy

4.32 The BCP Property Strategy is currently being prepared and this will aim to maximise the use of Council owned land, where appropriate for residential development. This builds on lots of work over the last few years within the legacy Councils, working across teams to bring forward surplus Council owned land and building for residential development. We need to further maximise this identification of surplus land where possible and encourage the use as housing sites. Many housing developments have already come forward on surplus Council owned sites over the last few years.

Land Acquisitions / Land Assembly

- 4.33 In order to improve the supply of land for housing, the Council will consider the acquisition of land where appropriate. Land acquisition may also be achieved through joint ventures in terms of potential joint bids for acquiring land.
- 4.34 BCP will review opportunities to work with other public sector bodies to deliver sites for housing through land assembly. An example of where this has been achieved is the Magistrates Court Site, Barrack Road as well as Gravel Hill. Developing strong links with other public sector agencies will be key to identifying surplus sites and engaging in land assembly discussions. This will include discussions with Health colleagues.

Joint Ventures / Registered Providers

4.35 There is an opportunity to develop structured partnerships such as joint ventures developing shared approaches with Registered Providers (RPs) to improve the supply of housing. Registered Providers are key in the development of new homes including affordable housing provision locally. The Council will be working proactively with RPs to ensure their investment in new housing locally.

Compulsory Purchase Orders (CPOs)

4.36 It is important that BCP considers a wide range of measures that may be required to improve housing land supply. CPOs have not been widely used across the BCP area. The Council will explore the potential use of CPO where necessary and seek funding for expert advice to guide the use of CPO in the BCP area.

National Housing and Finance Institute (HFi) / Local Government Association

4.37 BCP will work closely with the HFi and the LGA to help to identify further opportunities to increase housing land supply. This will help ensure that national good practice is identified in this emerging agenda.

Sub Issue 3: Progress with Duty to Co-operate and cross border strategic planning

- 4.38 BCP Council faces a significant challenge in future housing delivery through a step change in housing requirements based on the Government's standard methodology.
- 4.39 BCP has commenced work on a BCP Local plan that will supersede the current adopted local plans currently in place for Bournemouth, Christchurch and Poole. The Council will need to work effectively with neighbouring authorities to ensure housing needs can be addressed. In accordance with the Duty to Co-operate BCP works closely with neighbouring authorities regarding housing delivery including the Dorset Council, Hampshire County Council, New Forest District Council, and the New Forest National Park.
- 4.40 This process of Local Plan preparation may need to examine how any unmet housing needs could be met in an adjoining authority area. Prior to the formation of the BCP and Dorset Council there has been positive cross border working between the former Bournemouth, Dorset and Poole councils and with the New Forest District Council and National Park Authority.

- 4.41 Section 3 of this Action Plan has reviewed cross border approaches including:
 - The effectiveness of the Strategic Planning Forum
 - Statement of Common Ground between former Bournemouth, Dorset and Poole local authorities
 - Possible cross border approaches for housing distribution

Actions

- 4.42 BCP will review the terms of reference of the Strategic Planning Forum in the context of the new BCP and Dorset Council to improve its effectiveness. The existing Statement of Common Ground previously prepared by the Bournemouth, Dorset and Poole authorities will be reviewed in order to more effectively deal with cross border strategic planning issues including housing delivery.
- 4.43 BCP will work with the Dorset Council and Hampshire authorities to consider a range of options to address cross border strategic planning issues including housing delivery which will explore the following possible options:
 - Statements of Common Ground
 - Informal Strategies
 - Explore potential for Strategic joint statutory Plans

Sub Issue 4: Unimplemented Planning Consents

4.44 BCP local plan monitoring has identified a number of unimplemented planning consents which affect housing land supply. There are also many cases of the unimplemented consents being superseded by new applications for revised schemes. This introduces a delay in housing delivery which was envisaged to come forward in line with original planning consents.

Action

4.45 This is not a straightforward issue for the Council to influence. One approach could be to limit the time from the issue of planning consent to implementation. In terms of revised schemes the council can apply sufficient development management resources to deal with applications expediently.

Sub Issue 5: Environmental and other Constraints

4.46 The BCP Council area is subject to a significant level of environmental constraints including areas liable to flood, Green Belt, Special Protected Areas, Sites of

Special Scientific Interest and Conservation Areas that affects the amount of land available for housing. It is also important to recognise that these constraints contribute to BCP's rich and diverse natural and built environment meaning therefore that they need to be balanced with the requirements to deliver housing.

Actions

4.47 The Council will need to undertake detailed assessment of the area's constraints when preparing the Local Plan alongside the urban capacity work. These workstreams will inform the amount of housing the area can reasonably plan for as well as establish the extent of any shortfall that would need to be addressed through the Duty to Cooperate and discussions with adjoining authorities.

Strategic Issue: Infrastructure

- 4.48 The second strategic issue affecting housing delivery in BCP concerns delivery of strategic infrastructure required to facilitate development. Sub issues relating to this issue include:
 - 1. Overall Strategic infrastructure required to support development
 - 2. Suitable Alternative Green Space (SANG) delivery
 - 3. Transport Strategy and delivery of Strategic transport infrastructure
 - 4. Flood Risk Strategy & Infrastructure

Sub Issue 1: Overall Strategic infrastructure required to support development

4.49 The BCP Local Plan will need to plan effectively for the full range of infrastructure requirements required to support new development across the plan period.

Actions

BCP Local Plan Infrastructure Delivery Plan

4.50 The BCP Local Plan will be underpinned by an Infrastructure Delivery Plan which will identify the range of infrastructure required to support delivery of the Local Plan. This will be required to be published alongside the Pre Submission stage of the Local Plan scheduled for autumn 2021.

External Funding

4.51 BCP will continue to develop and strengthen our working relationship with Homes England and take advantage of funding opportunities as they arise to support the delivery of housing. A strategic relationship with Homes England will be further developed at a senior level to encourage thinking around enabling sites to come forward and help access funding for specific schemes

4.52 BCP will also actively continue to lever in external sources of funding such as Growth Deal and the Transforming Cities Fund to deliver key strategic infrastructure to support housing delivery.

Sub Issue 2: Suitable Alternative Green Space (SANG delivery)

- 4.53 The adopted Local Plans for Bournemouth, Christchurch and Poole require housing development within 5km of the heathland to mitigate its impact from increased recreational pressure on the Dorset Heaths. Housing development within BCP is required by national and local policy to contribute to heathland mitigation or SANG provision.
- 4.54 In Bournemouth and Christchurch in particular, the delivery of some strategic sites have been held up through timescales to secure and deliver necessary SANG provision. A more effective approach towards SANG provision and delivery is required across the BCP area to avoid delays to development.

Actions

BCP Local Plan

4.55 Preparation of the new BCP Local Plan will identify and allocate new SANGs, where required to support new housing development.

BCP SANG Strategy

- 4.56 The development of a strategic SANG strategy for the BCP area will examine a range of options including:
 - Stour Valley Strategic SANG
 - Two Riversmeet / Stanpit Recreation Ground
 - Upton Country Park SANG
 - Hicks Farm
- 4.57 BCP will need to consider progressing this strategy in advance of the adoption of the BCP Local Plan to ensure that heathland mitigation requirements to support new development are met.

South East Dorset Heathland SPD

4.58 The review of the current Heathland SPD will be undertaken by BCP and the Dorset Council. This will identify a range of new SANG and heathland infrastructure projects to support new development. The forthcoming update of the SPD will cover the period of 2020 – 2025. The revised Heathland SPD will be in place by April 2020.

Sub Issue 3: Transport Strategy and delivery of Strategic transport infrastructure

- 4.59 The preparation of the BCP Local Plan will need to be underpinned by the appropriate evidence base and transport strategy to enable new residential development to come forward sustainably.
- 4.60 In order to avoid delay in preparation and adoption of the BCP Local Plan the South East Dorset Urban Mobility Study is required to test the deliverability of new housing options and to identify strategic transport mitigation measures.
- 4.61 In terms of strategy and effective cross border planning there is also a need to consider how Local Transport Plan 3 will be updated for the BCP and Dorset Council area.
- 4.62 BCP will also need to lever in sources of external funding to secure the delivery of strategic transport improvements.

Actions

South East Dorset Urban Mobility Study

4.63 Completion of the South East Dorset Urban Mobility Study will be required to inform the options stage of the BCP Local Plan which is scheduled for autumn 2020.

Local Transport Plan

4.64 Local Transport Plan 3 provided the transport strategy for the Bournemouth, Dorset and Poole Area. BCP is currently considering options for the preparation of LTP4 which include determining the administrative area of coverage. It is envisaged that LTP4 will be prepared in step in with the preparation of the BCP Local Plan.

Western Gateway Transport Body

4.65 BCP will continue to work closely with the Western Gateway Transport Body to deliver strategic transport infrastructure on a regional planning level that helps to facilitate new residential development in the BCP area. The preparation of the regional transport strategy by 2021 will be important alongside the preparation of local transport strategies to facilitate new development.

Sub Issue 4: Flood Risk Strategy & Infrastructure

- 4.66 Significant areas of central Christchurch and Poole are affected by tidal and fluvial flood risk where appropriate flood risk strategies and mitigation is required to enable residential development to come forward.
- 4.67 In Poole a strategic approach is being developed to deliver strategic flood defence infrastructure to support new residential development in the Twin Sails Regeneration area. This will look at funding arrangements including how developer contributions could be used.

Actions

Christchurch Town Centre Floodrisk SPD

4.68 A supplementary planning document is currently being prepared for the town centre study area. The SPD will provide a planning framework and identify a package of floodrisk mitigation measures to enable residential development to come forward within the study area.

Christchurch Strategic Flood Risk Assessment

4.69 The SFRA Level 2 for Christchurch has been updated with guidance for developers to provide an up to date position and clarity on future floodrisk and where residential development is appropriate.

Poole Flood Defence Grant

4.70 Funds have been secured to prepare an outline business case for funds from Flood Defence Grant Aid for flood defences along the West Quay Road and southern part of Holes Bay Road. Funding will also be required from developers to secure implementation.

Strategic Issue: Viability

4.71 The third overarching issue affecting housing delivery in BCP concerns development viability. Sub issues relating to this issue include:

- 1. Sites not coming forward due to viability issues.
- 2. Delays linked to S106 negotiations including affordable housing

Sub Issue 1: Sites not coming forward due to viability issues

- 4.72 Adopted local plans prepared across the BCP area have been prepared with plan wide viability appraisals that also informed current adopted CIL charging schedules. Therefore, for BCP generally viability has not been a significant area wide issue affecting housing delivery.
- 4.73 However, there are significant sites in Poole Town Centre and the Twin Sails Regeneration Area which have not come forward due to viability issues. Some schemes within these areas have not come forward as they have not achieved a sufficient uplift in land value following grant of planning permission. This is linked to the price paid for land pre-recession and in conjunction with policy requirements for the area (Including flood risk infrastructure).
- 4.74 Although not currently a barrier to residential development there are separate CIL charging schedules for the Bournemouth, Christchurch and Poole areas that were produced at separate times. Through the preparation of the BCP Local Plan CIL charging schedules will need to be reviewed to ensure CIL charging regimes remain viable with updated policy requirements.
- 4.75 As part of the preparation of the BCP Local Plan and revised CIL charging schedules a Local Plan viability study will be required to test the impact of all policy requirements in accordance with national policy.

Actions

4.76 BCP CIL Charging schedules will be reviewed in step with the preparation of the BCP Local Plan and associated plan wide viability study.

Sub Issue 2: Planning Permission Delays linked to S106 negotiations including affordable housing

4.77 Across the BCP area and East Dorset there have been delays to the determination of planning applications due to the time involved in the negotiation of planning obligations including affordable housing, education and transport contributions. Delays are linked to the processes for appraising planning application viability assessments and BCP access to appropriate viability expertise.

4.78 Significant delays have also been experienced in the Christchurch area in terms of the time taken to establish robust justification for education contributions whilst part of a two tier authority.

Actions

Viability Appraisal Review

- 4.79 BCP will review its processes for planning application viability appraisals which will examine the following options:
 - a) Potential for developing a framework of viability experts or internal expertise for BCP
 - b) BCP to put in place more robust quality control measures regarding viability advice received.
 - c) Training for planning officers regarding scheme design / layout / density issues that affect viability.
 - d) Review validation checklist guidance of viability.

Strategic Issue: Economic Factors / Housing Market

- 4.80 The fourth strategic issue affecting housing delivery across the BCP area concerns Economic Factors / Housing Market. Sub issues related to this issue include:
 - 1) Market Absorption Rates / Impact on Housing Delivery /
 - 2) Economic Conditions / Impact of Brexit.
- 4.81 Housing supply across the BCP area includes 81 strategic sites (40+ dwellings) which are planned to deliver 13,180 dwellings. The adopted Core Strategy for Christchurch also includes the East Dorset area where there are 10 remaining allocated strategic sites to come forward. These sites form a key part of the housing land supply for the Christchurch and East Dorset plan area.
- 4.82 It is anticipated that as further strategic housing allocations begin to come forward across BCP and East Dorset there may be issues associated with market absorption rates. There are a number of sites that will offer a similar market product and developers may slow the rate of housing delivery to reflect local market absorption rates.
- 4.83 Further work is required to establish a clearer picture regarding market absorption rates, the BCP housing trajectory and the impact of multiple strategic sites which are anticipated to come forward concurrently.

4.84 The overall economic climate and impact of Brexit is also affecting the local housing market, however further evidence is required to better understand the impact this will have over time in BCP and Dorset.

Actions

- 4.85 The issue of market absorption rates and strategic site delivery will be explored further through a developers' forum and also through the Strategic Planning Forum and Dorset wide Strategic Housing Group.
- 4.86 BCP will consider engaging a consultant to review economic factors influencing the delivery of housing in the BCP area. BCP will seek to engage the Dorset Council in this area of work in order to understand the implications for the cross border delivery of housing.
- 4.87 The BCP SHLAAs will be reviewed in step with the preparation of the BCP Local Plan to further assess the range of housing sites to provide the best mix to suit market absorption rates and the needs of the local housing market.
- 4.88 The BCP Local Plan preparation will also consider new housing allocations and the appropriate mix of sites and housing products to provide a suitable range of housing to meet market requirements. This will also include reviewing the potential to promote use of modular construction as part of the Government's drive to use this to help with increasing supply.

Strategic Issue: Commercial Market Communications

4.89 The fifth strategic issue affecting housing delivery across the BCP area concerns Commercial Market Communications. The following sub issue relates to this strategic issue:

1. Effective Engagement with the Development Industry

4.90 BCP engages with the development industry and has done so in the preparation of this action plan. However, further engagement is required on a more regular basis to fully capture and address all the key issues affecting housing delivery in the BCP area.

Actions

- 4.91 BCP has written to planning agents regarding progress with existing planning permissions to review progress and to provide the opportunity for issues affecting housing delivery to be raised.
- 4.92 A BCP developers' forum will be established to meet regularly to assess the issues affecting housing delivery in BCP and how these will be addressed.
- 4.93 In addition to this, Housing will assist in the proactive face to face engagement with developers, land owners and funders to help bring forward housing sites through to completion. Links with Economic Development colleagues will be a key part of this to encourage the wider promotion of the BCP as an area for people to invest in. An engagement strategy will be developed to ensure engagement on both a local and national scale to bring forward opportunities wherever possible. This outward facing industry wide engagement will identify additional interventions and help shape the overall strategy going forward.
- 4.94 A communications strategy will be developed with multiple audiences to ensure that there are high profile communications around this work programme to help encourage a shared vision and ultimately a 'step change' in deliver

Summary

- 4.95 This section has reviewed in detail the five key strategic issues that affect housing delivery across the BCP area including setting out a series of actions to address them.
- 4.96 Section 5 brings these actions together into a set of SMART Action Plan with associated timescales for implementation.

5 BCP HDT SMART Action Plan

Root Cause	Evidence	Action	Who
Strategic Issue: Housing Lar	nd Supply		
1) Strategic Site Delays	Bournemouth Housing Allocations: Some sites allocated in Bournemouth Town Centre Area Action Plan (AAP) may not come forward as planned affecting housing supply e.g. Commercial Road/ Avenue Road, Asda (Holdenhurst Road), and Holdenhurst Retail Park.	Allocations to be reviewed through BCP Local Plan.	Plann 2022.
	Policy CN1 - Christchurch Urban Extension: Delays in relation to Local Plan site trajectory. Delays linked to SANG application, time	BCP Planning Co-ordination of Reserved Matters for Roeshot Hill with applicant.	Plann Devel
	taken to sign S106, Developer and land owner land transaction, abnormal on site infrastructure i.e. pylons.	BCP work with Christchurch Town Council to bring forward Roeshot Hill Allotments (as part of allocation site) including identification of alternative allotments site.	2019
	Policy CN2 - Land South of Burton: Landowner wishes to pursue larger allocation as part of BCP Local Plan preparation	• Working with landowner towards submitting application for existing allocation that would not prejudice possible larger allocation considered as part of BCP Local Plan.	-
	East Dorset Housing Allocations: Delays in strategic sites coming forward in East Dorset (as part of Christchurch and East Dorset adopted Core Strategy 2014). Delays linked to road infrastructure, viability and affordable housing negotiation, site access, SANG delivery, market and absorption rates.	Co-ordination between BCP and DC HDT Action Plans	BCP a / Aug
	Sites with existing uses: Sites reliant on current use ceasing before allocated use comes forward i.e. Poole Civic Centre and Maternity Hospital.	 As part of BCP accommodation plan to confirm timescales for Poole Civic Centre redevelopment. Confirm timescales for hospital site in conjunction with Wessex Fields development in Bournemouth. 	BCP I Devel Plann 2020.
	BCP Car Parking Requirements: Strategic sites in Bmth Town Centre include car parks being developed by Bournemouth Development Company. Delays associated with re-providing car parking in accordance with policy requirements and viability impacts. Car parking requirements and wider town centre provision have also been raised	A new BCP wide car parking strategy will be prepared.	Plann Devel Prope
	regarding the Magistrates Court site in Christchurch. <u>Viability:</u> Delays in Poole Town Centre Regeneration Area sites linked to viability (addressed in viability section of AP).	Addressed in viability section of Action Plan.	Addre sectio
	 BCP Officer Resources: BCP Development Management / Planning Policy / Housing and Transport Planning teams resource limitations affecting timing for delivery of strategic sites. 	 Improvement in the resourcing of Development Management, Planning Policy, Housing and Transport Planning teams as part of BCP reorganisation process. 	Growt Direct Plann
	 Delays in time taken to sign S106 agreements and issue planning permissions. (Not possible to influence delays caused by private landowner / developer negotiations). 	Increase proactive housing enabling resources within the BCP Housing Team to encourage sites to come forward that are of mixed tenure.	Grow Direct Houst

no / When	Action Achieved?
nning Policy / December 2.	
nning Policy and relopment Management / 9 / 2020.	
P and DC Planning Policy Igust 2019 / Ongoing	
P Property Services / /elopment Management / nning Policy / 2019 / 0.	
nning Policy / relopment Management / perty Services / 2019/20.	
Iressed in viability tion of Action Plan.	
wth and Infrastructure ector and Head of nning / 2019/20.	
wth and Infrastructure actor / Director of using (2019/20)	

Root Cause	Evidence	Action	Who
2) Government Housing Methodology & Housing Land Supply.	 Adopted BCP Local Plans and Strategic Housing Land Availability Assessments (SHLAAs) do not identify sufficient land to meet future requirements based on government methodology. Strategic Housing Land Availability Assessments: Some SHLAA sites submitted to the Councils have not come forward for development. Uncertain whether some sites in BCP SHLAAs included in the 6 – 15 year land supply will come forward (identified from officer survey). These include following site types: 	 BCP SHLAA and Employment Land Review updates including update of BCP / DC employment land projections. BCP SHLAA and ELR Update reviewing assumptions and contacting landowners regarding uncertain sites. Review Sovereign Housing stock and redevelopment opportunities. Further potential SHLAA sites to be identified in BCP area. Maximise use of Council owned land for residential 	Plann annua 2021. Plann
	 Existing viable commercial uses (office, car dealers, builders merchants); Caravan Parks (Xch); and Residential for redevelopment i.e. outworn flats, existing residential plots. 	development linked to the BCP Property Strategy.	Servic onwar
			BCP Strategic Green Belt Review / Potential Co-ordination with Dorset Council.
	 Sufficient land to meet adopted Local Plan housing targets but future Bournemouth and Christchurch requirements now based on Government standard methodology which creates a major uplift and step change in housing delivery requirements. 	Prepare BCP Local Plan and identify new housing allocations.	Planni 2022.
		 BCP to explore use of Compulsory Purchase Orders (CPO) to increase land available for housing development. To seek appropriate funding for expertise to guide the use of CPO in BCP. 	Plann Devel Housi
		 Council to consider land acquisitions to increase land supply for housing e.g. Canford Heath Road, Gravel Hill, Police Station. Consider joint ventures to make joint bids for acquiring land. 	Plann Devel Prope
		Work with public sector agencies to encourage land assembly options and use of surplus sites / building for residential e.g. Barrack Road, Magistrates Court Site, Xch.	Prope Plann Devel (2019
		 Develop structured partnerships such as joint ventures / development share approach with developing Registered Providers to increase supply. BCP working with RPs through joint ventures to bring sites forward. 	Direct (Octol
		 Work with the national Housing and Finance Institute (HFI) and Local Government Agency to help identify further opportunities to increase housing land supply. 	Direct Direct Infrasi Ongoi
		Cross boundary strategic planning with Dorset Council and Hampshire local authorities (as set out below).	As set
3) Unimplemented Planning Consents	 BCP wide monitoring has identified a number of unimplemented planning consents which are superseded by revised schemes resulting in delays to site / housing delivery. Also issue of landowners not willing to bring forward sites for consented use (e.g. town centre / regeneration area, Poole). 	 Review time limit from the issue of consent to implementation. Sufficient development management resource applied to revised applications. 	BCP F
4) Duty to Co-operate and Cross	BCP / Dorset Council (DC) Strategic Planning Forum (SPF) lacking effectiveness.	BCP and DC to review terms of reference of SPF.	BCP a / 2019

no / When	Action Achieved?
nning Policy / SHLAA lual updates / ELR 2019 - 1.	SHLAA annual updates complete summer 2019.
nning Policy / Property vices– October 2019 vards.	
nning Policy / 2019 / 20	
nning Policy / December 2.	
nning Policy / velopment Management / using / 2019 / 20	
nning Policy / Housing / velopment Management / perty / 2019 - 2022	
perty Services, Housing / nning Policy / relopment Management 19 ongoing)	
ector of Housing tober 2019 onwards)	
ector of Housing and ector of Growth and astructure 2019 - going	
set out below.	
P Planning / 2019 / 2020.	
P and DC Planning Policy 19.	

Root Cause	Evidence	Action	Who
Border Working	Current SOCG for BCP / DC only identifies cross boundary strategic issues. There is a need to revise to deal effectively with housing distribution and un met housing need.	Review current BCP / DC SOCG	BCP (/ 2019
	Lack of cross boundary agreed strategy / approach between BCP, Dorset Council and Hampshire to address housing need across these administrative areas.	 BCP and DC to review options and agree approach to address future housing requirement. Options: SOCG Informal Strategy Strategic BCP / DC Plan (potentially with Hampshire). 	BCP / 2019
Strategic Issue: Infrastructure		·	
1) Strategic infrastructure required to support housing development.	• In particular Local Plan evidence identifies deficiencies in strategic infrastructure across the BCP / Dorset Council area which holds up housing development. This is particularly in relation to transport infrastructure and SANGs.	Develop and strengthen our working partnership with Homes England to take advantage of funding opportunities.	BCP Polic
		BCP to work actively with the Homes England, Dorset LEP and the Western Gateway Transport body to lever in relevant funding sources to deliver key infrastructure to support housing investment and delivery.	BCP, Infras
		 Prepare BCP Local Plan Infrastructure Delivery Plan, confirm funding sources and delivery mechanism for key infrastructure. 	Planı 2021
2) SANG provision holding up sites in Christchurch and Bournemouth.	Strategic urban area sites in Christchurch and Bournemouth held up by the timing for securing and delivering SANG policy requirements.	Strategic SANG delivery:1. Stour Valley (including production of masterplan).2. Two Riversmeet / Stanpit Rec SANG.3. Meyrick Estate options4. Hicks Farm	BCP and C 2019/
		 South East Dorset Heathland SPD update – (including new SANG and HIPs projects). 	BCP Cour 2020)
		BCP Local Plan allocating strategic SANGs.	BCP 2022.
3) Transport Strategy and delivery of strategic transport infrastructure.	For BCP Local Plan to progress SEDUMs study is needed to test deliverability of new housing options and to identify mitigation options required. Following this the	Completion of South East Dorset Urban Mobility Study (SEDUMs).	BCP Planr
	 BCP LP Infrastructure Delivery Plan can be prepared. Sources of government funding will be required to deliver strategic transport infrastructure. There is a need to consider the preparation of an updated Local Transport Plan for 	BCP Local Plan Infrastructure Delivery Plan.	Planr 2020.
	BCP and Dorset to co-ordinate the delivery of a cross border transport strategy.	BCP Transforming Cities Bid / pursuing other government sources of funding.	BCP
		BCP Local Plan preparation.	Planr 2022.
		 Consider options for preparation of Local Transport Plan 4. Prepare Local Transport Plan 	BCP BCP
4) Flood risk strategy & Infrastructure	Housing prevented from coming forward on brownfield land in Christchurch Town Centre due to floodrisk.	Prepare Christchurch Town Centre Floodrisk SPD to provide framework for development to come forward.	Planr 2020.

no / When	Action Achieved?
P and DC Planning Policy 19.	
P and DC Planning Policy 19/2020.	
P Housing, Planning icy 2019 onwards	
P, Growth and astructure 2019 onwards.	
nning Policy / Autumn 1.	
P Planning Policy / Parks I Countryside / 9/2020.	
P / DC Planning Policy / untryside teams / (March 0)	
P Planning Policy / Dec 2.	
P and DC Transport nning / Autumn 2019.	
nning Policy / Autumn 0.	
P / 2019/20 and ongoing	
nning Policy / December 2.	
P / DC 2019 / 20. P / DC 2022.	
nning Policy / Spring 0.	

Root Cause	Evidence	Action	
		Update and publish revised Christchurch Level 2 SFRA and guidance for developers.	Plann 2019.
	Impact of strategic flood infrastructure costs in Poole i.e. flood defences on West Quay Road. Need to reduce cost for flood risk infrastructure delivery.	• Secured funding to prepare outline business case for funds from Flood Defence Grant in Aid for flood defence scheme along West Quay Road and southern part of Holes Bay Road (Funding earmarked for EA MTP funding 2021/22. Will also require developer contributions for implementation.	BCP F
Strategic Issue: Viability			1
1) Sites not coming forward due to viability issues.	• Sites in Poole, including specific sites with planning permission not coming forward due to viability issues. Schemes do not have a sufficient up lift in value to bring forward linked to price paid for land pre-recession and with policy requirements	New Poole CIL charging schedule including zero rating for development in Poole town centre and Twin Sails Regeneration Area.	for Cll e in Forwa infras Plann as par to Plann as par rly Plann on as par Plann
	addressed e.g. 27-31 West Quay Road, and Salterns Marina.	BCP forward funding of strategic flood risk infrastructure in Poole Regeneration Area.	
		10% affordable housing requirement in Poole Regeneration Area.	
		More flexible approach in Poole TC / regeneration area to mix of uses.	
		• A less restrictive approach to building heights, particularly in Poole Town Centre North and Twin Sails Regeneration Area.	
	 Separate charging schedules in Bournemouth, Christchurch and Poole adopted at different times. Need to be reviewed to check viability and in step with BCP Local Plan Review. 	Review BCP CIL Charging Schedules.	Plann
	 Lack of BCP wide evidence to inform preparation of BCP Local Plan. Rise in build costs affecting viability in the BCP area e.g. Belvedere Hotel, Bournemouth. 	Prepare BCP Local Plan Viability Study to inform Local Plan review process.	Plann 2020.
2) Delays linked to S106 negotiations including affordable housing.	Delays to determining applications including strategic sites due to negotiations on planning obligations including affordable housing, education and transport.	 Planning Applications Viability Appraisal Review: Develop framework of viability experts to draw on relevant to type of application e.g. small scale or strategic site. BCP to put in place more robust quality measures for viability advice received. Training for DM officers to pick up on scheme design / layout / density issues prior to viability appraisals. Review validation checklist guidance of viability. 	Grow Direct Plann
Strategic Issue: Economic Facto	rs / Housing Market		1
1) Market absorption rates & impact on housing delivery	Multiple allocations not coming forward across BCP / East Dorset at same time due to similar market product. Need further evidence to examine in detail.	 To be explored through developers forum and Dorset wide strategic housing group. BCP to engage consultant to review relevant economic factors for BCP area. 	Planr Planr Deve 2020 Planr revie
		Review of BCP SHLAAs to identify greater range of sites.	Plann reviev
		BCP Local Plan to review allocations and ensure appropriate balance of larger and smaller sites	Plann 2022.

no / When	Action Achieved?
nning Policy / September 9.	Complete
P Planning / 2021/22	
o rating of specific sites CIL (Complete, Feb 19).	Complete
ward funding of floodrisk astructure (Complete).	
nning Policy / Completed part of Poole LPR.	Complete
nning Policy / Completed part of Poole LPR.	Complete
nning Policy / Completed part of Poole LPR.	Complete
nning Policy / 2020 / 21	
nning Policy / September 0.	
wth and Infrastructure actor and Head of nning / 2019/20.	
· • • • •	
nning Policy, Economic relopment Team / 2019 / 0	
nning Policy / Annual iews 2019 onwards	2019 SHLAA reviews complete.
nning Policy / December 2.	

Root Cause	Evidence	Action	Who / When	Action Achieved?	
2) Economic Conditions / Impact of Brexit.	 Economic conditions and the impact of Brexit are affecting the housing market but further evidence is required. 	 To be explored through developers forum and Dorset wide strategic housing group. BCP to engage consultant to review relevant economic factors for BCP area. 	Planning Policy, Economic Development Team / 2019 / 20.		
Strategic Issue: Commercial Market Communications					
1) Effective Engagement with Development Industry.	Engagement with development industry is undertaken but needs to be improved to fully capture and address all issues affecting housing delivery in BCP area.	 Write to agents with existing planning permissions to confirm site progress and any issues affecting delivery. 	Planning Policy / June 2019	Complete	
		 Set up Developers forum to meet regularly to discuss issues affecting site / housing delivery. 	Planning Policy to set up meetings from 2019 onwards.		

6 **Project Management and Governance Arrangements**

- 6.1 The Table in Section 5 of this document sets out a range of short and medium term actions which aim to increase the delivery of new homes in the BCP Council area. It also identifies timescales and responsibilities for delivery of the actions, where appropriate. Monitoring of the actions will be undertaken annually following receipt of the annual HDT measurement (anticipated to be November each year), and the annual review of the Action Plan will draw on information from a range of sources including the annual housing completions surveys (which provides figures for the number of new homes completed each year) and other relevant documents.
- 6.2 Where necessary actions will be updated, or new actions added in response to currently unforeseen issues or barriers to development, or as a result of changes in government policy, legislation or planning practice guidance.
- 6.3 Progress on the actions will be robustly jointly monitored by Planning Policy and Housing and will be subject to review by a Steering Group consisting of BCP officers from planning policy, development management, housing, transport planning and property. The work of the steering group will be overseen by the Portfolio Holders of Strategic Planning and Housing.
- 6.4 The need for robust governance is recognised as key to ensuring a step change in increasing housing supply locally.