

ED37: Additional Paper – Distribution of housing numbers in the settlement strategy

08 March 2021

1. The Local Plan sets out in Strategic Policy 1.4(2) Spatial Strategy at (1a) that Local Centres will provide “around 60% of the indicative housing delivery figure of 65 dwellings per year”. This short paper describes the evidence base which justifies this focus upon delivery in Local Centres in the settlement strategy.
2. The settlements identified as Local Centres are demonstrated through the Vision and Spatial Strategy Topic Paper to be the most sustainable locations for development [SD106 – Appendix 1]. The blended approach to identifying the settlements within the hierarchy, using a quantitative and qualitative approach, recognises this is not an exact science, but demonstrates clear evidence behind the relative sustainability and sensitivity of different settlements. The sensitivity of a settlement, or its relative isolation, is not necessarily cause for exclusion from development opportunities, though. Instead, a hierarchical approach ensures these smallest or most sensitive settlements retain a focus upon meeting affordable local needs, allowing for a small amount of development to enable a mix of the housing stock and supporting community vibrancy. This approach has remained unchanged since consultation at Regulation 18, bar the addition of Teign Village as a Village and Hamlet.
3. The figure of 60% is based upon the historic level of delivery which has come forward in Local Centres through a combination of allocations and windfalls (see Table 1, below), and which through delivery generally meets the housing needs within these settlements (See Table 2, below). An exception site policy approach also exists in all settlements to provide security for further housing needs. A monitoring framework identifies a process for joint consideration and response if delivery across a Housing Market Area is falling short. Complete coverage of local Housing Needs Assessments (HNAs) for the Local Centres does not exist at any one time as HNA’s are undertaken periodically either to ensure there is an up to date understanding of need, or to support an application. As development then comes forward the HNA will be increasingly out of date (as the needs of those identified are met) until such a time as it is appropriate for a new one to be carried out.
4. The Local Housing Authorities (Teignbridge, South Hams and West Devon) which contain a Local Centre in the National Park have not raised issue with the distribution in Local Centres, or the overall spatial strategy. There is support for the inclusion of the new middle ‘Rural Settlements’ tier offering greater opportunity to meet identified local and local affordable needs, which seeks to respond to the desire expressed at Issues Consultation, to provide for further opportunities to meet local needs through small scale development in medium sized settlements.
5. It is demonstrated in other evidence supporting the Local Plan, that the allocations together with a justified windfall allowance, will meet the overall indicative housing delivery figure as well as meeting the Dartmoor allowance identified in the Plymouth and South West Devon JLP.
6. The Local Plan does not indicate the proportion of delivery which would be anticipated in the Rural Settlements, Villages and Hamlets, and the Open Countryside. This is due to the fact that, as the Plan is seeking to respond to and deliver against local need, the identification of need and delivery in these settlements would be based upon an incomplete picture of HNAs for each tier and refer to small numbers to the degree that it would not be statistically robust. Furthermore, the extent to which delivery fluctuates, as it is sensitive to the impact of just one or two sites being completed, means considering this on an annual basis could be misleading in respect of significant under or

over delivery against an apportionment. This is demonstrated through the annual figures in Table 1, when considered against the average since adoption of the Core Strategy (2008).

7. The reference to 60% is not a target but is intended to be helpful in indicating the likely level of weighting of housing distribution towards the Local Centres in line with the above justification. This seeks to give another indication of their role in the settlement strategy. However, given it is based upon an anticipated response to local need, and in the absence of apportionment lower in the hierarchy it is recognised it may have limited value. Indeed a clearer description of the role Local Centres play in the settlement hierarchy in SP1.4(2)(1a) might be through reference to their local needs being met by allocated sites, rather than reference to 60%.
8. It is considered that the greatest level of value of this apportionment lies in monitoring. Reference in monitoring to an indicative split of 60% in Local Centres, 25% in Rural Settlements, 10% in Villages and Hamlets and 5% in the open countryside may have the most value in respect of the effectiveness of the spatial strategy, where this is framed alongside a consideration of the level of need identified in HNAs over time. It will be important to monitor over time the emerging pattern of development across the Rural Settlements and the Villages and Hamlets, as well as the extent to which the proportion of development in the open countryside may alter.

Table 1. Number and percentage of homes completed by location (April 2008-March 2020)

<i>Completion year</i>	<i>Local Centre</i>	<i>Rural Settlement</i>	<i>Open Countryside</i>	<i>Grand Total</i>
08/09	24 34%	26 37%	20 29%	70
09/10	29 60%	14 29%	5 10%	48
10/11	46 60%	27 35%	4 5%	77
11/12	21 46%	18 39%	7 15%	46
12/13	19 43%	6 14%	19 43%	44
13/14	36 73%	10 20%	3 6%	49
14/15	35 64%	13 24%	7 13%	55
15/16	22 63%	9 26%	4 11%	35
16/17	28 53%	19 36%	6 11%	53
17/18	42 86%	4 8%	3 6%	49
18/19	53 79%	6 9%	8 12%	67
19/20	49 74%	15 23%	2 3%	66
<i>Grand Total</i>	404 61%	152 23%	86 13%	659

Source: Data table behind the published AMR

Table 2. Housing Needs and Delivery in Local Centres

	<i>Latest HNA*</i>	<i>Affordable units recommended</i>	<i>Affordable units approved since HNA**</i>	<i>Affordable units completed since HNA***</i>
<i>Ashburton</i>	Nov-15	33	41	1
<i>Buckfastleigh</i>	Dec-14	39	5	6
<i>Chagford</i>	Apr-13	39	32	29
<i>Horrabridge</i>	Aug-12	9	13	14
<i>Moretonhampstead</i>	Jan-14	13	21	2
<i>Princetown</i>	2015	15	0	1
<i>South Brent</i>	Mar-14	50	30	21

Source: Settlement Profiles (DNPA 2020)

*It should be noted that the timing of many of these assessments follows the adoption of the Development Management DPD in 2013, as allocated sites in that Plan came forward. A similar pattern of needs assessment and delivery might be expected upon adoption of the next Plan.

**Includes permitted, and resolution to grant subject to S106

***Some units completed since the last HNA, may have been approved before the last HNA.

Table 3. Overview of primary and secondary services in Local Centres

Settlement (Local Centres in bold type)	Authority	Primary Services								Secondary Services							Settlement population estimate (Output Area) Total (max 12)		
		Post Office (including mobile)	If no - distance to nearest Village Store	If no - distance to nearest Village Hall	If no - distance to nearest Primary School	If no - distance to nearest Regular Bus Service	If no - distance to nearest	primary sum	Recreation Ground	Childrens Play Area	Church	Pub	GP Surgery	Pharmacy	Garage (fuel)	secondary sum			
Ashburton	Teignbridge	1	1	1	1	1	1	5	1	1	1	1	1	1	1	1	7	12	3,306
Buckfastleigh	Teignbridge	1	1	1	1	1	1	5	1	1	1	1	1	1	1	1	7	12	2,865
Chagford	West Devon	1	1	1	1	1	1	5	1	1	1	1	1	1	1	1	7	12	1,031
Horrabridge	West Devon	1	1	1	1	1	1	5	1	1	1	1					4	9	2,187
M'hampstead	Teignbridge	1	1	1	1	1	1	5	1	1	1	1	1	1	1		6	11	1,168
Princetown	West Devon	1	1		0.2	1	1	4.2	1	1	1	1	1	0.5		1	5.5	9.7	1,292
S. Brent	S. Hams	1	1	1	1	1	1	5	1	1	1	1	1	1	1		6	11	2,243
Yelverton	West Devon	1	1	1			0.6	1	1	1	1	1	1	1	1	1	7	11.6	1,469