



Cabinet

Date: Tuesday, 4 October 2022
Time: 10.00 am
Venue: Council Chamber, County Hall, Dorchester, DT1 1XJ

Membership: (Quorum 3)

Spencer Flower (Chairman), Peter Wharf (Vice-Chairman), Graham Carr-Jones, Ray Bryan, Tony Ferrari, Laura Beddow, Andrew Parry, Gary Suttle, Jill Haynes and David Walsh

Cabinet Lead Members (6) (are not members of the Cabinet but are appointed to work alongside Portfolio Holders)

Simon Gibson, Andrew Kerby, Nocturin Lacey-Clarke, Byron Quayle and Jane Somper

Chief Executive: Matt Prosser, County Hall, Dorchester, Dorset, DT1 1XJ

For more information about this agenda please contact Democratic Services Meeting Contact 01305 252234 - kate.critchell@dorsetcouncil.gov.uk

Members of the public are welcome to attend this meeting, apart from any items listed in the exempt part of this agenda.

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Agenda

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1. APOLOGIES

To receive any apologies for absence.

2. MINUTES

5 - 20

To confirm the minutes of the last meeting held on 6 September 2022.

3. DECLARATIONS OF INTEREST

To disclose any pecuniary, other registrable or non-registrable interest as set out in the adopted Code of Conduct. In making their disclosure councillors are asked to state the agenda item, the nature of the interest and any action they propose to take as part of their

declaration.

If required, further advice should be sought from the Monitoring Officer in advance of the meeting.

4. PUBLIC PARTICIPATION

Representatives of town or parish councils and members of the public who live, work, or represent an organisation within the Dorset Council area are welcome to submit up to two questions or two statements for each meeting. Alternatively, you could submit one question and one statement for each meeting.

All submissions must be emailed in full to kate.critchell@dorsetcouncil.gov.uk by 8.30am on Thursday 29 September 2022

When submitting your question(s) and/or statement(s) please note that:

- no more than three minutes will be allowed for any one question or statement to be asked/read
- a question may include a short pre-amble to set the context and this will be included within the three-minute period
- please note that sub divided questions count towards your total of two
- when submitting a question please indicate who the question is for (e.g. the name of the committee or Portfolio Holder)
- Include your name, address and contact details. Only your name will be published but we may need your other details to contact you about your question or statement in advance of the meeting.
- questions and statements received in line with the council's rules for public participation will be published as a supplement to the agenda
- all questions, statements and responses will be published in full within the minutes of the meeting.

[Dorset Council Constitution](#) Procedure Rule 9

5. QUESTIONS FROM COUNCILLORS

To receive questions submitted by councillors.

Councillors can submit up to two valid questions at each meeting and sub divided questions count towards this total. Questions and statements received will be published as a supplement to the agenda and all questions, statements and responses will be published in full within the minutes of the meeting.

The submissions must be emailed in full to

[Dorset Council Constitution](#) – Procedure Rule 13

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|------------|---|-----------|
| 6. | FORWARD PLAN | 21 - 30 |
| | To consider the Cabinet Forward Plan. | |
| 7. | MEDIUM TERM FINANCIAL PLAN (MTFP) AND BUDGET STRATEGY | 31 - 44 |
| | To consider a report of the Portfolio Holder for Finance, Commercial and Capital Strategy. | |
| 8. | ADULT SOCIAL CARE MARKET SUSTAINABILITY PLAN | 45 - 98 |
| | To consider a report of the Portfolio Holder for Adult Social Care. | |
| 9. | LOCAL DEVELOPMENT SCHEME UPDATE | 99 - 126 |
| | To consider a report of the Portfolio Holder for Planning. | |
| 10. | AIR QUALITY ACTION PLAN FOR CHIDEOCK | 127 - 230 |
| | To consider a report of the Portfolio Holder for Culture, Communities and Customer Services. | |
| 11. | DORSET COUNCIL PLAN PRIORITIES UPDATE: CHILDREN'S SERVICES | |
| | The Portfolio Holder for Children, Education, Skills, and Early Help to report. | |
| 12. | PORTFOLIO HOLDER /LEAD MEMBER(S) UPDATE INCLUDING ANY POLICY REFERRALS TO REPORT | |
| | Cabinet Portfolio Holder(s) and Leader Members to report. | |
| 13. | URGENT ITEMS | |
| | To consider any items of business which the Chairman has had prior notification and considers to be urgent pursuant to section 100B (4) b) of the Local Government Act 1972. The reason for the urgency shall be recorded in the minutes. | |
| 14. | EXEMPT BUSINESS | |
| | To move the exclusion of the press and the public for the following item in view of the likely disclosure of exempt information within the meaning of paragraph x of schedule 12 A to the Local Government Act | |

1972 (as amended).

The public and the press will be asked to leave the meeting whilst the item of business is considered.

There was no exempt business to report.



CABINET

MINUTES OF MEETING HELD ON TUESDAY 6 SEPTEMBER 2022

Present: Cllrs Spencer Flower (Chairman), Peter Wharf (Vice-Chairman), Graham Carr-Jones, Ray Bryan, Tony Ferrari, Laura Beddow, Andrew Parry, Jill Haynes and David Walsh

Apologies: Cllrs

Cabinet Leads in attendance: Cllr Nocturin Lacey-Clarke, Cllr Byron Quayle and Cllr Jane Somper

Also present: Cllr Pete Barrow, Cllr David Gray, Cllr Stella Jones, Cllr Paul Kimber, Cllr Tony Alford, Cllr Cherry Brooks, Cllr Simon Christopher, Cllr Molly Rennie and Cllr Rob Hughes (attending remotely)

Officers present (for all or part of the meeting):

Peter Hopkins (Corporate Director - Assets and Property), Matt Prosser (Chief Executive), Aidan Dunn (Executive Director - Corporate Development S151), Jonathan Mair (Director of Legal and Democratic and Monitoring Officer), John Sellgren (Executive Director, Place), Kate Critchel (Senior Democratic Services Officer), Vivienne Broadhurst (Executive Director - People Adults), Theresa Leavy (Executive Director of People - Children), Paul Ackrill (Service Manager (Finance)), Andrew Billany (Corporate Director of Housing, Dorset Council), Anna Eastgate (Corporate Director - Place Services) and Vik Verma (Interim Director of Education and Learning)

45. Minutes

The minutes of the meeting held on 26 July 2022 were confirmed as a correct record and signed by the Chairman.

46. Declarations of Interest

There were no declarations of interest to report.

47. Public Participation

There were 11 questions/statements from the public. A copy of the full questions and the detailed responses were set out in Appendix 1 to these minutes.

48. Questions from Councillors

There was 1 question from Councillor P Kimber; this along with the response was set out in Appendix 2 to these minutes.

49. **Forward Plan**

The draft Cabinet Forward Plan for October 2022 was received and noted.

50. **Additional Procurement Forward Plan Report - over £500k (2022 - 2023)**

Cabinet considered the contents of the report of 6 September 2022, in respect of proposed contracts as set out in Appendix 1 of the report, which were in addition to those on the forward plan that was approved by Cabinet on 1 March 2022.

Decision

It was agreed:

- (a) To begin each procurement processes listed in Appendix 1 of the report.
- (b) That in each instance the further step of making any contract award should be delegated to the relevant Cabinet portfolio holder, in consultation with the relevant Executive Director.

Reason for the decision

Cabinet is required to approve all key decisions with financial consequences of £500k or more. It is also good governance to provide Cabinet with a summary of all proposed procurement prior to them formally commencing.

51. **Strategic Community Infrastructure Levy (CIL) Expenditure - 2022**

The Portfolio Holder for Planning presented a report seeking agreement of expenditure of Strategic Community Infrastructure Levy (CIL) Funding towards projects recommended for approval.

In response to a question, members were advised that the scoring matrix was a desk top exercise, approved as part of the governance arrangements and was similar in nature to those used by other authorities. Responding to further questions, the Infrastructure & Delivery Planning Manager confirmed that the infrastructure funding statement published the balances held by the Council and further information could be provided to members as requested.

It was proposed by Cllr D Walsh, seconded by Cllr T Ferrari

Decision

That the expenditure of Strategic Community Infrastructure Levy (CIL) Funding toward the projects as set out in the report of 6 September 2022 and accompanying appendices, be approved.

Reason for the decision

To ensure the delivery of important infrastructure to support growth and development.

52. **Pan-Dorset Safeguarding Children Partnership**

The Portfolio Holder for Children, Education, Skills, and Early Help presented the report of the pan-Dorset Safeguarding Children's Partnership (PDSCP) which was a statutory body overseeing multi-agency safeguarding services in the areas of Dorset Council and BCP Council.

James Vaughan, Independent Chairman of the PDSCP updated Cabinet on the work of the partnership and the annual report. He set out the areas of challenge including children exploitation, sexual abuse, recognising the impact of domestic abuse on children and to support children with their wellbeing and mental health. He invited members to comment and note the report.

A member sought reassurance and regular updates on the challenges faces by children, in the light of the current economic climate.

Responding to a query, that the Dorset Youth Council have the opportunity for a regular a slot before or at the beginning of full council to listen to their concerns and achievements, the Chairman agreed to share this idea with the Chairman of Council as any decision was outside of the remit of Cabinet.

It was proposed by Cllr A Parry and seconded by Cllr L Beddow

Decision

That the Pan-Dorset Safeguarding Children's Partnership (PDSCP) Annual Report 2021-22 be received and noted.

Reason for the decision

The production of an annual report was a statutory responsibility and therefore the endorsement of the four statutory partners (Dorset Council, BCP Council, NHS Dorset, Dorset Police) of the safeguarding partnership was required.

53. **SEND Capital Strategy Implementation Plan**

The SEND Capital Strategy Implementation Plan was jointly presented by the Portfolio Holder for Economic Growth, Assets and Property. The recommendations were proposed by Cllr T Ferrari and seconded by Cllr A Parry.

In response to a question regarding academy schools and special education needs, the Corporate Director for Education & Learning advised the council worked closely with all schools including academies, through the work of the Education Board. Members also discussed the work being carried out in respect of home-schooled children and children missing from school.

In respect of a comment regarding the Mountjoy School, Beaminster, the Portfolio Holder advised that it was a popular choice and has reached capacity. He acknowledged that there was work to be done around rural

educational needs, particularly around the social and mental well-being of young people in rural areas.

Decision

- (a) That the budget allocation, as set out in the Appendix to the report of 6 September 2022, to enable a range of projects to be delivered as part of the SEND Capital Strategy, be approved.

The projects set out total an approximate delivery of 228 new specialist places for the capital investment plus any yet to be determined variation to the PFI contract at The Sir John Colfox Academy.

- (b) That authority be delegated to the Executive Director for Place, in consultation with the Executive Director for People - Children's to enter construction contracts at the appropriate time, in line with an existing delegation.

This will be subject to the outcome of the formal consultation process in respect of each project and provided that following procurement, the project is within the set budget level of this Cabinet paper.

- (c) That authority be delegated to the Executive Director for People – Children to agree to the commencement of any required 4-week formal consultation period, in line with relevant statutory guidance.

Exercise of this delegation will be necessary if a school is to be required to formally expand their capacity by more than 10% or 20 places as part of this programme of works, at the appropriate time.

Reason for the decision

To show the progress of the implementation of the SEND capital strategy and to approve the next phase of projects for delivery.

54. Redlands Community Sports Hub Lease and Management Arrangements

The Portfolio Holder for Economic Growth, Assets and Property set out the report on the ongoing operational arrangements at the Redlands Community Sports Hub. The proposed keyholder model would give users and volunteers the opportunity to show their support and play a more active role. In presenting the report he proposed the recommendation.

In seconding the recommendation, the Portfolio Holder for Culture, Communities and Customer Services advised that the report and its recommendations was considered and supported by the Place and Resources Overview Committee on 28 July 2022. She further agreed that the proposals were a good outcome for the local community and sports centre.

Cllr P Barrow, local ward member welcomed the report and its proposals.

Decision

- (a) That the Corporate Director for Assets & Property be authorised to agree the terms of the schedule of surrender payments and timeline for Weymouth College to surrender the lease at Redlands Community Sports Hub.
- (b) That the Corporate Director for Assets & Property be authorised to agree the terms to complete the early lease surrender with Weymouth College, agreeing the level of surrender payment and the grant of a new 30-year lease to Active Dorset for Redlands Community Sports Hub, with a break clause for either party at 5 years.
- (c) That the Council agrees to insure and maintain the fabric of the buildings, boundary fencing, car parks, access roads and any other built infrastructure at Redlands Community Sports Hub for the period of the lease to the extent of maintaining a wind, watertight and accessible site.
- (d) That the Council acknowledges the 8-year revenue forecast set out at Appendix 3 of the report and agrees to provide cash flow support (if required) for the period of the initial business case and the 8-year revenue projections forecast to be built into the Dorset Council Medium Term Financial Plan.
- (e) That the Place and Resources Scrutiny Committee be asked to undertake a review of the arrangements at an appropriate time.

Reason for the decision

The Council recognises the financial challenges for Weymouth College in continuing to manage the community facilities at Redlands and granting an early lease surrender will enable them to focus solely on their educational priorities.

Active Dorset have a passion for helping people to be more active, and their exciting plans for developing the volunteer led community café and sports fields will enable far greater community use for all ages.

55. Amateur Archaeological Fieldwork and Metal Detecting on Dorset Council Land Policy

The Portfolio Holder for Culture, Communities and Customer Service set out the report. She further advised that the report and its recommendations had been supported by the Place and Resources Overview Committee on 28 July 2022. She proposed the recommendation for approval.

Members were informed that the old metal detecting on Dorset Council farms policy was out of date and did not include all other Dorset Council land. The revised Archaeological Fieldwork and Metal Detecting on Dorset Council Land policy provided an updated version.

The recommendation was seconded by Cllr T Ferrari.

Decision

That the Archaeological Fieldwork and Metal Detecting on Dorset Council Land Policy be adopted including the suggested amendments made by the Place and Resources Overview Committee as follows:

- Removal of the word 'amateur' from the policy and replacing it in some places with 'non-professional'
- Including the following wording in bullet point 7 in paragraph 5.1 of the policy on safeguarding issues: 'Demonstrate awareness of health and safety measures appropriate to the activity for which permission is being requested, including safeguarding, as necessary.'
- Including the following wording in point 3.1 of the policy on highway verges: 'This policy applies to all Dorset Council land, including highways and verges'

Reason for the decision

The old metal detecting on Dorset Council farms policy is out of date and does not include all Dorset Council land. The revised Archaeological Fieldwork and Metal Detecting on Dorset Council Land Policy provides an updated version.

56. Dorset Council Plan Priorities Update: Libraries Strategy

The Portfolio Holder for Culture, Communities and Customer Service updated members on the Libraries Strategy. This was an ongoing piece of work to update the Libraries Strategy which will shape how the council delivers the library service over the next 10 years.

There were 2 phases of public consultation, phase 1 "Lets talk libraries" took place in October 2021 to January 2022. This was an open conversation with communities, employees, and partners, to understand what they value about the service and how things might be done differently. Over 7000 responses were received. The analysis was available on the "lets talk libraries" web pages.

The next phase of the consultation would be launched in October; to include a children's survey, public survey and employee and partnership survey. Engagement workshops would also be held to give depth to the consultation process.

It was hoped that a report would be presented to the Overview Committee in early 2023 with sign off for the new policy in the Spring of 2023.

57. Portfolio Holder/Lead Member(s) Update including any Policy Referrals to Report

The Portfolio Holder for Corporate Development and Transformation updated members on work within her portfolio, including the first awards from project gigabit: -

- Wessex Internet won the bid for more than 7000 hard to reach premises struggling with slow internet speeds in north Dorset.
- Working closely with British digital and with Wessex Internet on the bids within this area.
- They will be connected under a six million contract award and the project will specifically cover the rural outskirts of towns, villages, and hamlets.
- The Dorset area was also in the running for further bids.

The Portfolio Holder also gave an update on 5g Rural Dorset.

58. Urgent items

There were no urgent items considered at the meeting.

59. Exempt Business

There was no exempt business.

60. SEND Capital Strategy Implementation Plan

The exempt appendices associated with the report "SEND Capital Strategy Implementation Plan" had been made available to members, however Cabinet did not move into exempt business to discuss the information at the meeting.

61. Redlands Community Sports Hub Lease and Management Arrangements

The exempt appendices associated with the report "Redlands Community Sports Hub Lease and Management Arrangements" had been made available to members, however Cabinet did not move into exempt business to discuss the information at the meeting.

Appendix 1 - Public Q & A's
Appendix 2 Councillor Q&A's

Duration of meeting: 10.00 - 11.32 am

Chairman

Questions from the Public to Cabinet for the meeting on 6 September 2022

1. Question from Richard Thomas on behalf of the Dorset Deserves Better campaign

On 26 July, Dorset Council (DC) announced that the Council would pilot a new national approach to local planning with a 2-year delay to its own Local Plan timetable, for adoption in 2026. This announcement was promptly contradicted by the Department for Levelling Up Housing & Communities (DLUHC) who confirmed that a request for planning rule changes had been requested by DC but that no such changes had been agreed.

Will Cllr Walsh please comment on when he expects to have a decision on the proposed rule changes for the Dorset Local Plan and confirm that the Council will continue to press the case for a change in the rules with the new Government?

2. Question from Richard Thomas on behalf of the Dorset Deserves Better campaign

Given the likelihood that developers are continuing and will continue to take advantage of the current situation for 'speculative development', what is his department doing or will do in the event DLUHC does not grant DC sufficient dispensation against housing land supply restrictions or an extension of the plan timetable?

3. Question from Ian Wolff

The Portfolio Holder for Planning has proposed that the existing dates for adopting a new Local Plan be extended out until 2026 as per the table below¹.

| Stage | Existing Milestones in adopted LDS | Proposed Milestones |
|---|------------------------------------|---------------------|
| Further evidence and review | - | Through to Q2 2024 |
| Cabinet | - | Q2 2024 |
| Council | - | Q3 2024 |
| Publication (pre-submission consultation) | Q2 2022 | Q4 2024 |
| Submission to Secretary of State | Q4 2022 | Q2 2025 |
| Examination | Q2 2023 | Q3 2025 |
| Adoption | Q4 2023 | Q2 2026 |

¹ From - Appendix 3, Dorset Council Plan Priorities Update Local Plan 26 July 2022.

This appears to be based on the Department of Levelling Up Housing and Communities (DLUHC) agreeing "for Dorset to be a pilot for a new national approach to local plans". What does the Portfolio Holder propose to do if the DLUHC does not agree with Dorset being a pilot scheme?

4. Question from Ian Wolff

As per the table below¹, only the old West Dorset & Weymouth and Portland 2015 Local Plan meets the five-year housing supply out to 2026. What does the Portfolio Holder for Planning propose to do to maintain West Dorset & Weymouth and Portland to meet the required level and bring the rest of Dorset up to the required housing delivery out to 2026, while the new Local Plan is being developed?

| Area of Dorset (based on predecessor Councils' boundaries) | Housing Delivery Test Result (2021 Measurement) |
|--|---|
| East Dorset ² | 94% |
| North Dorset | 69% |
| Purbeck | 76% |
| West Dorset, Weymouth and Portland ³ | 114% |

¹ From - Appendix A - Dorset Council Housing Delivery Test Action Plan – FINAL – March 2022

² The HDT result for East Dorset has been measured jointly with Christchurch on the basis that there is currently a joint plan for the Christchurch and East Dorset area.

³ The HDT results for West Dorset and Weymouth and Portland have been measured jointly on the basis that there is currently a joint plan for the West Dorset, Weymouth and Portland area.

5. Question from David Berry

Reference 1 : Printed Minutes of the Cabinet Meeting 27th July 2021

Reference 2 : Public Document Pack Cabinet Meeting 6th September 2022

Appendix 3 Dorset Council Plan Priorities Update: Local Plan

Background Information to Question 1

At reference 1 I asked two questions with the following responses:

"Question(s) from David Berry

Question 1

With the proposed nominal 6 month delay in adopting the Dorset Local Plan from Quarter 2 2023 (published in September 2020) to Quarter 4 2023 (proposed in July 2021) there is a serious risk that the Dorset Council will miss the Government December 2023 deadline for it being adopted. What are the results of the risk analysis and mitigation measures to produce the Local Plan to meet this deadline, including but not limited to, the effects of your proposed reduction of the submission and examination duration from 15 months to 12 months, the new National Planning Policy Framework issued on the 20th July 21 and the proposed Government Planning reforms?

Response from the Portfolio Holder for Planning

The delay in the local plan programme is due mainly to the large number of responses received to the first consultation, but it is essential that all of these are properly considered before moving forward to the next stage. We had originally aimed to adopt the plan early in 2023, so this delay should not risk the December 2023 deadline. We do not yet know when the national planning reforms will come into effect but it is likely that there will be transitional arrangements allowing plans that are in progress to continue.

Question 2

Can you please provide to the public a more detailed breakdown of the indicative dates for each stage of the local plan development including how the public will be engaged for comments on the pre submission draft version of the Local Plan now scheduled for publication in May 2022.

Response from the Portfolio Holder for Planning

The stages of local plan preparation are set out in the Local Development Scheme. The publication draft plan will be brought to Cabinet and full Council for approval before it is published in May 2022, and a more precise date will be given at that time. At the publication stage, there will be an eight-week period during which people will be invited to comment on the plan and whether they consider it to be sound. All the responses received will be submitted to the inspector who will examine the plan."

At reference 2 there is a table with a proposed delay in the Local Plan adoption from Quarter 4 2023 to Quarter 2 2026, a delay of 2 years and 6 months. The same table included Publication (pre-submission consultation) (footnote 2) moving from Quarter 2 2022 to Quarter 4 2024. The footnote stated that "Milestones based upon no further round of pre-submission consultation. If we have to consult on significant changes, there is potential for the timetable to be extended."

Question

In the next issue of the Local Development Scheme Update a period should be included in the revised dates to have public consultation for pre-submission significant changes. In fact it is confusing that in July 2021 it was stated by the Portfolio Holder that the publication stage will be for public **comment** (i.e. not consultation) but in July 2022 the publication was a pre-submission **consultation** document. Please can the Portfolio Holder clarify the Council's view on the proposed significant changes to the Local Plan and the current plans (including timescales) for all future public consultation stages of the revised Local Plan including under what Town and Country Planning (Local Planning) (England) Regulations they will be?

6. Question from David Berry

Going forward what constructive ongoing interaction can local residents groups and organisations who have registered concerns and comments on the Draft Local Plan have direct with Dorset Council Officials during the

period of gathering further evidence and review until Quarter 2 of 2024, including access to completed studies and reports?

7. Question from Mike Allen

At the last Cabinet Cllr Walsh's statement on future housing developments in Dorset referred to "the longer-term growth needs of Dorset". He also said that "Dorset is planning ambitious growth".

Estimates of housing needs are based currently on 2014 figures. Back then the UK population was expected to grow rapidly for the foreseeable future. But falling fertility and rising numbers of deaths mean that much less growth is expected now according to the ONS and OBR. Indeed, the OBR has recently put forward a scenario in which the UK population would stabilise in the 2030s.

So, assuming these phrases are based on the Council's own research, what are the "longer term growth needs" in Dorset referred to in the Cabinet statement of 26th July and what is the Council's current justification for "planning ambitious growth"? Thank you.

Response from the Portfolio Holder for Planning to questions 1-7 from members of the public

I propose to answer questions 1 to 7 in a single response, as all of these questions are about the local plan and raise similar issues.

Cabinet will be considering a report on a revised local plan timetable, at our next meeting in October. This will include a full revised 'Local Development Scheme' or local plan programme, setting out the dates for all the milestones along the way to adoption and the opportunities for involvement.

We have not yet had any response from Government to our requests about the local plan, but have had to delay the programme in any event because of the time needed for additional evidence work, particularly relating to nutrients in Poole Harbour, following the recent letter from the Government's Chief Planner.

If we are not granted the dispensations we have asked for from Government, we will continue to work on the plan, on the new timetable. We are of course anticipating changes in the national planning system, as set out in the Levelling Up and Regeneration Bill and will make changes to our plan in the light of those. They are expected to include changes to the current 'duty to cooperate' and to the methodology for working out housing requirements.

In the meantime, in areas where we have not met the requirements for the five-year housing land supply and/or housing delivery test, we will need to take this into account when considering planning applications. Any new pieces of evidence prepared for the local plan will be published online as soon as they are available.

8. Question from Colin Tracy on behalf of Dorset Climate Action Network (to be read out by Giles Watts)

Most people have been shocked by the drought this summer with the highest temperatures ever recorded leading to wildfires, water shortages and destruction of much wildlife. Nearly everyone agrees that we need to act now to reduce the impact of climate change and protect our environment. Dorset Council has made strong efforts to address its own carbon emissions (which we applaud) but has done little to address the other 99% of emissions in Dorset.

Will Dorset work with other like-minded local organisations and the general public to tackle this urgent issue and put resources towards reducing emissions in the wider county and providing mitigations against the effects of climate change?

Response from the Portfolio Holder for Highways, Travel and Environment

Dorset Council has committed to working and engaging with a range of partners and stakeholders to deliver the ambitions set out in the Climate and ecological emergency strategy, work is continuing to strengthen engagement and partnership working in this area.

9. Question from Giles Watts

We are in the midst of a very damaging cost of living crisis which is being fuelled by very high energy prices.

Will the council support some simple ideas that will help to reduce costs such as helping people to put solar panels on their rooves, retrofitting insulation and supporting community energy projects which often generate electricity at rates much lower than the national capped rate?

Response from the Portfolio Holder for Highways, Travel and Environment

The Council is working closely with a range of partners to support residents through the cost-of-living crisis. Current advice and support is available from the Dorset for you webpages.

Support includes additional investment in the Healthy Homes Dorset Programme, which can offer free impartial energy advice and for eligible residents' free loft and wall insulation. Free heating improvements may also be available.

Further opportunities for accelerating energy efficiency schemes and community energy continue to be explored.

10. Question from Giles Watts

Do you also think that Dorset would benefit from its own Energy Strategy that would provide a route-map of how Dorset will supply its future energy needs while also supporting local businesses and complying with its ambitions for reducing carbon emissions?

Response from the Portfolio Holder for Highways, Travel and Environment

This is identified as one of the actions within the Dorset Council Climate and Ecological emergency strategy and work continues to explore how best this could be achieved.

11. Question from Jennifer Morisetti

Will the council demand that all new buildings (residential and commercial) have rooftop PV solar installations as standard and how will the council facilitate installation of rooftop PV solar on existing buildings, at speed and for the general public?

Response from the Portfolio Holder for Planning

Dorset Council through a number of its climate and ecological projects is directly delivering and facilitating the take up of PV and energy efficiency measures both across its own estate, community buildings, businesses and on residential properties. However, while the council is delivering these programmes that will result in over 10MW of additional renewable generation, working within national planning policy frameworks Dorset Council cannot universally insist on the installation of PV on residential and commercial buildings. The council continues to work in partnership with government to look at how greater flexibilities can be integrated into the local plan moving forward to help us accelerate the delivery of our climate and ecological strategy ambitions.

Cllr R Bryan and I will be knocking on doors of ministers to get energy efficiencies added to future planning legislation.

Question from Councillor P Kimber

Councillors, I'm asking a question as to **what provision this Council is making for next winter** to support the most vulnerable in our Dorset community?

As you know, Martin Lewis has painted quite a bleak picture on energy bills and food pricing both of which are set to rise dramatically.

An average families energy bill is forecast to average £3600 this Autumn and rise to £4200 in January 2023.

The latest 2021 census results for Dorset show 112,300 people aged 65 and over at 29.6% of the population, compared to 24.6% in 2011. Nationally the figure is 16.4%. If no action is taken to support Dorset's ever growing elderly population our social services will be put under even more pressure.

What are we the Dorset Council doing? What are our plans to deal with the **elderly** who will be facing dramatic financial hardship, our **residents with disabilities** who cannot leave home and need to be kept warm, and Dorset families, all of whom will have difficulty in managing?

Response from the Portfolio Holder for Culture, Communities and Customer Services

The Executive Director for Corporate Development, Aidan Dunn has brought together a network of officers and representatives from the community and voluntary sector to coordinate a response to the Cost of Living Crisis using the Dorset Together model of network support that has been successfully used for other issues such as Covid and the Ukraine response. The network has been focusing on:

- Direct financial aid
- Better access to housing services,
- Urging people to act early
- Signposting to support on money (debts, benefits, budgeting), food, housing and mental health

Some key highlights include:

- Our 'Cost of living help' campaign was launched in partnership with Dorset Together on 15 June, with a new [Cost of Living Help](#) web page and key messages to residents.
- By the end of August Dorset Council Tax had paid £150 Energy Rebates totalling £15,849,000 to 105,660 households
- We are currently processing the final claims that have been received.
- Those households which are eligible, but who have not submitted a claim will have the £150 Council Tax Energy Rebate paid directly onto their Council Tax account by 30 September.
- An £877,800 discretionary fund will be open for applications soon with the awards processed by the closing date of 30 November
- We are working with Citizen's Advice in Dorset and Age UK to offer help and advice and ensure people are getting the support they need.
- We have continued to administer the government's Household Support Fund to funding to support households with children, adults of pensionable age and other households in need of support, including those with disabilities. This is

providing support with energy and food costs and currently open for applications and will close on the 30th September, and has amounted to just over £2.2M for the 6 month period April to September 2022. There is further funding available for the next 6 months.

- We are promoting the uptake of Free School meals and Healthy Start vouchers and have used funding from government to provide free school meal vouchers in the holidays. We have delivered the Summer in Dorset Programme (holiday and food activities) to low income families and a range of free activities for free activities for children with special educational needs and disabilities.
- Our Housing Team has recently introduced a single number for all housing enquiries and a new triage team to ensure those who most urgently need help get help first.



The Cabinet Forward Plan - November 2022 to February 2023 (Publication date – 4 OCTOBER 2022)

Explanatory Note:

This Forward Plan contains future items to be considered by the Cabinet and Council. It is published 28 days before the next meeting of the Committee. The plan includes items for the meeting including key decisions. Each item shows if it is 'open' to the public or to be considered in a private part of the meeting.

Definition of Key Decisions

Key decisions are defined in Dorset Council's Constitution as decisions of the Cabinet which are likely to -

- 21
- (a) to result in the relevant local authority incurring expenditure which is, or the making of savings which are, significant having regard to the relevant local authority's budget for the service or function to which the decision relates (**Thresholds - £500k**); or
 - (b) to be significant in terms of its effects on communities living or working in an area comprising two or more wards or electoral divisions in the area of the relevant local authority."

In determining the meaning of "*significant*" for these purposes the Council will have regard to any guidance issued by the Secretary of State in accordance with section 9Q of the Local Government Act 2000 Act. Officers will consult with lead members to determine significance and sensitivity.

Cabinet Portfolio Holders 2021/22

| | |
|--------------------------|---|
| Spencer Flower | Leader / Governance, Performance and Communications |
| Peter Wharf | Deputy Leader / Adult Social Care and Health |
| Gary Suttle | Finance, Commercial and Capital Strategy |
| Ray Bryan | Highways, Travel and Environment |
| Graham Carr-Jones | Housing and Community Safety |
| Jill Haynes | Corporate Development and Transformation |
| Laura Beddow | Culture, Communities and Customer Services |
| Andrew Parry | Children, Education, Skills and Early Help |
| Tony Ferrari | Economic Growth, Assets & Property |
| David Walsh | Planning |

| Subject / Decision | Decision Maker | Date the Decision is Due | Other Committee(s) consulted and Date of meeting(s) | Portfolio Holder | Officer Contact |
|---|--|--|--|--|---|
| November | | | | | |
| <p>Quarter 2 2022/23 Financial Monitoring Report</p> <p>Key Decision - No Public Access - Open</p> <p>To consider the Quarter 2 Financial Monitoring Report for 2022/23.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 1 Nov 2022</p> | | <p>Portfolio Holder for Finance, Commercial and Capital Strategy</p> | <p><i>Jim McManus, Corporate Director - Finance and Commercial</i> <i>J.McManus@dorsetcc.gov.uk</i> <i>Executive Director, Corporate Development - Section 151 Officer (Aidan Dunn)</i></p> |
| <p>Dorset Council 20mph speed limit Process and Guidance</p> <p>Key Decision - Yes Public Access - Open</p> <p>A report setting out the council's approach to 20mph speed limits.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 1 Nov 2022</p> | <p>Place and Resources Overview Committee 6 Oct 2022</p> | <p>Portfolio Holder for Highways, Travel and Environment</p> | <p><i>Wayne Sayers, Transport Planning Manager</i> <i>wayne.sayers@dorsetcouncil.gov.uk</i> <i>Executive Director, Place (John Sellgren)</i></p> |
| <p>Update on Children in Care Strategy and Plan</p> <p>Key Decision - Yes Public Access - Open</p> <p>To review a proposal to increase fees for foster carers to ensure the offer of Dorset Council is comparative to neighbouring authorities and recognises the work that out foster carers do for our children.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 1 Nov 2022</p> | <p>People and Health Overview Committee 24 Oct 2022</p> | <p>Portfolio Holder for Children, Education, Skills and Early Help</p> | <p><i>Louise Drury, Head of Service Children in Care and Care Leavers</i> <i>louise.drury@dorsetcouncil.gov.uk</i> <i>Executive Director, People - Children (Theresa Leavy)</i></p> |

| Subject / Decision | Decision Maker | Date the Decision is Due | Other Committee(s) consulted and Date of meeting(s) | Portfolio Holder | Officer Contact |
|--|--------------------------------------|--|---|---|--|
| <p>Wild Woodbury Suitable Alternative Natural Greenspace</p> <p>Key Decision - Yes Public Access - Open</p> <p>The project forms part of the Heathland Interim Mitigation Strategy for the emerging Purbeck Plan and has been approved under the scheme of delegation for the delivery of habitat mitigation CIL spend by the Heathland Mitigation Steering Group. Proposed spend exceeds £500,000.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 1 Nov 2022</p> | | <p>Portfolio Holder for Planning</p> | <p><i>Bridget Betts, Environmental Advice Manager bridget.betts@dorsetcouncil.gov.uk, Hilary Jordan, Service Manager for Spatial Planning hilary.jordan@dorsetcouncil.gov.uk Executive Director, Place (John Sellgren)</i></p> |
| <p>Dorset Council Plan Priorities Update: Adult Social Care</p> <p>Key Decision - No Public Access - Open</p> <p>To receive a report from the Portfolio Holder for Adult Social Care & Health.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 1 Nov 2022</p> | | <p>Deputy Leader and Portfolio Holder for Adult Social Care and Health</p> | <p><i>Executive Director, People - Adults</i></p> |
| <p>Coombe House - Expansion of School Provision and Conference and Training Facilities</p> <p>Key Decision - Yes Public Access - Fully exempt</p> <p>Continuation of building programme on this site to provide the school with capacity for 230 pupils as well as the establishment of the Conference and Training Facilities.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 1 Nov 2022</p> | | <p>Portfolio Holder for Children, Education, Skills and Early Help, Portfolio Holder for Economic Growth, Assets and Property</p> | <p><i>Paul Scothern, Manager- Assets & Property paul.scothern@dorsetcouncil.gov.uk Executive Director, People - Children (Theresa Leavy)</i></p> |

| Subject / Decision | Decision Maker | Date the Decision is Due | Other Committee(s) consulted and Date of meeting(s) | Portfolio Holder | Officer Contact |
|---|--------------------------------------|---|--|---|---|
| <p>New Household Recycling Centre for the Eastern Area of Dorset</p> <p>Key Decision - Yes Public Access - Fully exempt</p> <p>Selection of the preferred location for the new Household recycling Centre to serve the eastern area of Dorset.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 1 Nov 2022</p> | <p>Place and Resources Overview Committee 6 Oct 2022</p> | <p>Portfolio Holder for Culture, Communities and Customer Services</p> | <p><i>Gemma Clinton, Head of Commercial Waste and Strategy gemma.clinton@dorsetcouncil.gov.uk Executive Director, Place (John Sellgren)</i></p> |
| <p>December</p> | | | | | |
| <p>Dorset Council Plan Priorities Update: Climate and Ecology, Assets and Property</p> <p>Key Decision - No Public Access - Open</p> <p>To receive an update from the Portfolio Holders for Highways, Travel and Environment and Economic Growth, Assets and Property.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 6 Dec 2022</p> | | <p>Portfolio Holder for Highways, Travel and Environment, Portfolio Holder for Economic Growth, Assets and Property</p> | <p><i>Executive Director, Place (John Sellgren)</i></p> |
| <p>January 2023</p> | | | | | |
| <p>Quarter 3 2022/23 Financial Monitoring Report</p> <p>Key Decision - Yes Public Access - Open</p> <p>To consider the Quarter 3 Financial Monitoring Report for 2022/23.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 17 Jan 2023</p> | | <p>Portfolio Holder for Finance, Commercial and Capital Strategy</p> | <p><i>Jim McManus, Corporate Director - Finance and Commercial J.McManus@dorsetcc.gov.uk Executive Director, Corporate Development - Section 151 Officer (Aidan Dunn)</i></p> |

| Subject / Decision | Decision Maker | Date the Decision is Due | Other Committee(s) consulted and Date of meeting(s) | Portfolio Holder | Officer Contact |
|---|--|--|---|---|---|
| <p>Medium Term Financial (MTFP) and Budget Strategy Report</p> <p>Key Decision - Yes Public Access - Open</p> <p>The Council is required to set a balanced revenue budget, and to approve a level of council tax as an integral part of this.</p> | <p>Decision Maker Dorset Council</p> | <p>Decision Date 14 Feb 2023</p> | <p>Cabinet People and Health Scrutiny Committee Place and Resources Scrutiny Committee 17 Jan 2023 9 Dec 2022 12 Dec 2022</p> | <p>Portfolio Holder for Finance, Commercial and Capital Strategy</p> | <p><i>Jim McManus, Corporate Director - Finance and Commercial</i> <i>J.McManus@dorsetcc.gov.uk</i> <i>Executive Director, Corporate Development - Section 151 Officer (Aidan Dunn)</i></p> |
| <p>Commissioning Strategies for Adult Social Care</p> <p>Key Decision - Yes Public Access - Open</p> <p>To adopt final versions of the suite of commissioning strategies to form the basis of the Council's priorities under the portfolio for the coming five years.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 17 Jan 2023</p> | <p>People and Health Overview Committee 16 Dec 2022</p> | <p>Deputy Leader and Portfolio Holder for Adult Social Care and Health</p> | <p><i>Jonathan Price, Interim Corporate Director for Commissioning</i> <i>jonathan.price@dorsetcouncil.gov.uk</i> <i>Executive Director, People - Adults</i></p> |
| <p>Dorset Council Plan Priorities: One Customer Account and Digital Innovation</p> <p>Key Decision - Yes Public Access - Open</p> <p>To receive a report from the Portfolio Holders for Corporate Development and Transformation and for Culture, Communities and Customer Services.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 17 Jan 2023</p> | | <p>Portfolio Holder for Corporate Development and Transformation, Portfolio Holder for Culture, Communities and Customer Services</p> | <p><i>Executive Director, Place (John Sellgren)</i></p> |

| Subject / Decision | Decision Maker | Date the Decision is Due | Other Committee(s) consulted and Date of meeting(s) | Portfolio Holder | Officer Contact |
|--|--|---|---|---|---|
| February | | | | | |
| <p>Dorset Council Plan Priorities: Update: County Deals/Community Safety</p> <p>Key Decision - No Public Access - Open</p> <p>To receive a report from the Portfolio Holders for Economic Growth, Assets and Property and Housing and Community Safety.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 28 Feb 2023</p> | | <p>Portfolio Holder for Economic Growth, Assets and Property, Portfolio Holder for Housing and Community Safety</p> | <p><i>Andrew Billany, Corporate Director of Housing, Dorset Council andrew.billany@dorsetcouncil.gov.uk Executive Director, People - Adults</i></p> |
| March | | | | | |
| <p>Dorset Council Plan Priorities Update: Housing for Local People</p> <p>Key Decision - No Public Access - Open</p> <p>To receive a report of the Portfolio Holder for Housing and Community Safety.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 28 Mar 2023</p> | | <p>Portfolio Holder for Housing and Community Safety</p> | <p><i>Andrew Billany, Corporate Director of Housing, Dorset Council andrew.billany@dorsetcouncil.gov.uk Executive Director, Place (John Sellgren)</i></p> |
| <p>Climate and ecological strategy - refresh</p> <p>Key Decision - Yes Public Access - Open</p> <p>A refresh of the Climate and ecological strategy.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 28 Mar 2023</p> | <p>Place and Resources Scrutiny Committee</p> | <p>Portfolio Holder for Highways, Travel and Environment</p> | <p><i>Steven Ford, Corporate Director for Climate and Ecological Sustainability Executive Director, Place (John Sellgren)</i></p> |

| Subject / Decision | Decision Maker | Date the Decision is Due | Other Committee(s) consulted and Date of meeting(s) | Portfolio Holder | Officer Contact |
|--|--------------------------------------|---|---|--|---|
| <p>Council decision making building in climate and ecological considerations</p> <p>Key Decision - Yes Public Access - Open</p> <p>A new decision making tool to embed climate and ecological considerations.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 28 Mar 2023</p> | <p>Audit and Governance Committee 16 Jan 2023</p> | <p>Portfolio Holder for Highways, Travel and Environment</p> | <p><i>Steven Ford, Corporate Director for Climate and Ecological Sustainability Executive Director, Place (John Sellgren)</i></p> |
| <p>April</p> | | | | | |
| <p>Dorset Council Plan Priorities Update: Working with the Integrated Care System</p> <p>Key Decision - No Public Access - Open</p> <p>To receive a report of the Portfolio Holder for Social Care and Health.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date 25 Apr 2023</p> | | <p>Deputy Leader and Portfolio Holder for Adult Social Care and Health</p> | <p><i>Executive Director, People - Adults</i></p> |
| <p>May</p> | | | | | |
| <p>Dorset Council Plan Priorities Update: Value for Money (Unitary Council Benefits)</p> <p>Key Decision - No Public Access - Open</p> <p>To receive a report of the Portfolio Holder for Finance, Commercial and Capital Strategy.</p> | <p>Decision Maker Cabinet</p> | <p>Decision Date</p> | | <p>Portfolio Holder for Finance, Commercial and Capital Strategy</p> | <p><i>Executive Director, Corporate Development - Section 151 Officer (Aidan Dunn)</i></p> |

| Subject / Decision | Decision Maker | Date the Decision is Due | Other Committee(s) consulted and Date of meeting(s) | Portfolio Holder | Officer Contact |
|---------------------------|-----------------------|---------------------------------|--|-------------------------|------------------------|
|---------------------------|-----------------------|---------------------------------|--|-------------------------|------------------------|

Private/Exempt Items for Decision

Each item in the plan above marked as 'private' will refer to one of the following paragraphs.

1. Information relating to any individual.
2. Information which is likely to reveal the identity of an individual.
3. Information relating to the financial or business affairs of any particular person (including the authority holding that information).
4. Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
6. Information which reveals that the shadow council proposes:-
 - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
 - (b) to make an order or direction under any enactment.
7. Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

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Cabinet

4 October 2022

Medium Term Financial Plan (MTFP) and budget strategy

For Decision

Portfolio Holder: Cllr G Suttle, Finance, Commercial & Capital Strategy

Local Councillor(s): All

Executive Director: A Dunn, Executive Director, Corporate Development

Report Author: Jim McManus

Title: Corporate Director, Finance & Commercial

Tel: 01305 221235

Email: jim.mcmanus@dorsetcouncil.gov.uk

Report Status: Public

Recommendation:

That Cabinet:

- (i) notes the national context and the headlines from the recent fiscal statement (the mini budget) set out in this paper and its potential impact on this Council and its plans;
- (ii) notes the updated cost pressures set out in this paper and the validation work that has been carried out on them;
- (iii) agrees/updates the assumptions being used in the Medium-Term Financial Plan (MTFP);
- (iv) notes the financial gap arising from (ii) and (iii) above;
- (v) agrees the 2023/24 principles for budget setting;
- (vi) notes the approach to closing the budget gap set out in this paper, recognising that this is work in progress;
- (vii) agrees that Portfolio Holders work with officers to continue to identify and develop further efficiencies and savings;
- (viii) endorses the next steps and timetable leading up to the 2023/24 budget being presented to full Council on 14 February 2023.

Reason for Recommendation:

Councils are required by law to set a balanced budget. Essentially this means that expenditure is balanced by income without unsustainable use of one-off, or short-term sources of finance.

This paper is coming to Cabinet to provide an update on the budget gap for 2023/24 and the subsequent years of the MTFP and to update on progress on action/savings to date including the 2022/23 forecast performance against budget.

1. Executive summary

The purpose of this report is to provide a framework for the budget for 2023/24 and the MTFP for 2023-2028, and to outline the work which will be undertaken during the autumn so the budget can be finalised for the full Council meeting in February 2023.

The MTFP shows how we intend to ensure that money will be prioritised to those services that matter most to residents and how the council will re-shape itself to be better able to deliver those services within the available funding.

This year's budget setting exercise takes place against a national and global background of extreme pressures for councils. There is high and sustained inflation and we have seen a prolonged period of political instability. War in Ukraine and its humanitarian and economic consequences are also being felt globally.

2. Financial implications

Covered within the report.

3. Climate implications

None specifically in this paper.

4. Other implications

None that are not covered in this report.

5. Risk assessment

Having considered the risks associated with this decision, the level of risk has been identified as:

Current Risk: High

Residual Risk: High

The council is required to set a balanced budget. The financial challenges in the aftermath of a pandemic and in the midst of the volatility and turbulence of the current and predicted global backdrop is extremely challenging.

Due to events since the 2022/23 budget was set, Dorset Council is anticipating the use of all of its contingency funding in the current year, and potentially some of its reserves. Savings plans are also falling short of those budgeted and if they cannot be recovered this will have a knock-on impact in 2023/24 and beyond.

Work continues to reduce costs wherever possible but there are certain service areas continuing to face unprecedented demand which cannot be satisfied as the market struggles to meet it. The Council is also part-way through implementing transformation and investment plans to reduce the cost base and inflation is impacting upon those plans themselves.

It is also not yet clear what the incoming Prime Minister's strategy will be for addressing the public finances and how this will feed through into the more detailed Local Government Finance Settlement, which is expected before Christmas.

6. Equalities Impact Assessment

The council's budget is a framework for the council to achieve its priorities, and the requirement to achieve a balanced budget depends upon a number of key assumptions and the delivery of programmes of transformational change. The overall budget framework has not been the subject of a separate equality impact assessment but the programmes and changes upon which delivery of the budget will depend will themselves be subject to impact assessments.

7. Appendices

None

8. Background papers

[Budget strategy report 2022/23](#)

[Qtr1 financial management report to Cabinet 2022/23](#)

9. National and international contexts

- 9.1 There is turbulence in global markets, economies, and political backdrops. Much – but by no means all – of this stems from war in Ukraine which is causing significant humanitarian and economic impacts. This comes with huge uncertainty for National Governments and local authorities alike. The volatility around the assumptions we need to make about the future make planning for sustainable public service delivery extremely challenging.
- 9.2 At the time of writing, general inflation is running at 9.9% - but the headline figure is only a limited indicator of the difficulties facing councils generally and this Council in particular. Dorset has geographical and demographic realities which accentuate general inflation. The rurality of the Council area means service delivery has its own challenges and the demographics of the population mean that there are specific challenges supporting residents to live well, independently for longer.
- 9.3 Even if we were able to predict price and volume pressures with total precision, the Council's budgets are effectively cash limited and it is clear that we will be in a situation where we will have to prioritise resources continuously throughout the year to ensure we manage funds effectively.

9.4 This Council has made no secret of its ambition. It is set out variously and can be seen in places such as the reframed council plan and in our capital programme. It is therefore extremely frustrating that economic circumstances beyond our control mean our ambition must be temporarily limited to ensure future viability and sustainability. We simply cannot deliver the breadth and depth of services we wished to in the current climate and achieve best value for money.

10. Mini budget statement 23 September 2022

10.1 The Chancellor of the Exchequer, Kwasi Kwarteng, delivered a mini budget statement on 23 September 2022. More detail will follow in the coming days and weeks, and this will help inform the Council's budget strategy as it develops.

10.2 The Chancellor announced that his budget was intended to deal with three key principles; reforming the supply side of the economy, delivering responsible public finances, and cutting taxes to boost growth. He trailed a raft of measures that are aimed at delivering against these principles. Many of these are outside the scope of this report and can be found in other sources but the headlines which could be directly or indirectly of interest are set out in the following paragraphs.

10.3 The public statement was relatively quiet around resources for public services, despite public finance being a cornerstone of the fiscal statement. Areas where there could be local impacts for Councils, however, include the following:

National insurance

10.4 National insurance will return to 2021 levels from 6 November 2022. The Health & Social Care levy has been cancelled and the additional costs falling on the NHS and Social Care Services will be funded through general funding and taxation. There is concern in the sector about the quantum being made available for the adult social care funding reforms and the case for reviewing this continues to be pressed with Government.

Support for energy bills

10.5 There will be a range of measures to mitigate the impact of energy price rises for businesses and individuals. This is likely to cost around £60bn in total in 2022/23 (£31bn for households and £29bn for businesses) but the Chancellor estimates this will reduce inflation by five percentage points. The costs of future support are unclear.

Corporation tax

10.6 The planned increase in corporation tax from 19% to 25% from 1 April 2023 will not go ahead. This is estimated to save business around £19bn.

Personal tax

- 10.7 The basic rate of income tax will be reduced to 19p in the £1 from 1 April 2023. The current higher rate of income tax of 45p in the £1 will also be abolished leading to a single higher rate of 40%. Stamp duty thresholds have also been raised.

Universal credit

- 10.8 The Government will raise the Administrative Earnings Threshold to bring more claimants who are in work and on low earnings into a more intensive conditionality regime and provide more work coach support. The Government will also strengthen the sanctions regime to set clear work expectations of claimants.

Investment zones

- 10.9 The Chancellor announced the creation of investment zones. Government is in discussions with 38 local authorities that have [expressed an interest](#), including Dorset Council. Further details of this will be available in due course and any decision to create investment zones in Dorset will be taken through the appropriate process, in line with the Council's constitution.

Surplus public sector land

- 10.10 As well as signalling commitment to reform the planning system, the Chancellor gave a commitment to promoting the disposal of surplus land and specifically mentioned housing as part of this initiative. There is also further potential flexibility around the use of receipts from these disposals to support reinvestment in public services.

Tax simplification

- 10.11 The Office of Tax Simplification is to be abolished and there will be a new mandate on the Treasury and HMRC to focus on simplification of taxation. No specific reference has been made to council tax or business rates at this stage.

Immediate market reaction

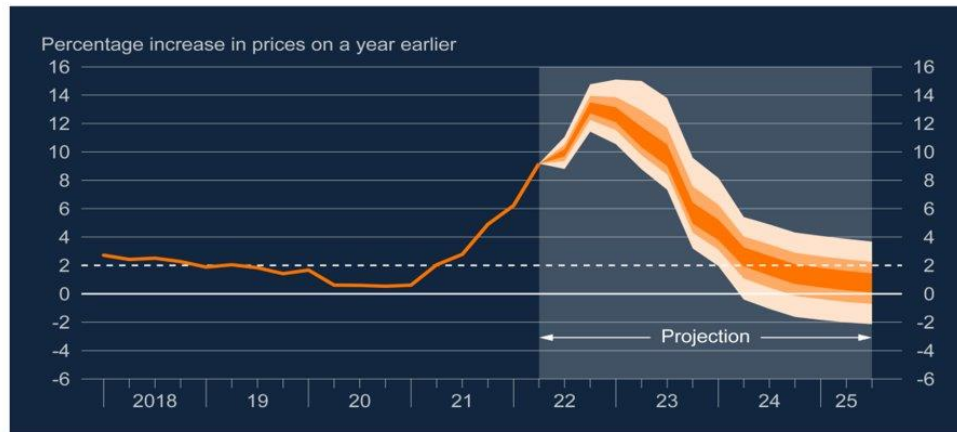
- 10.12 Markets reacted almost immediately to the fiscal statement, with both the dollar and the euro strengthening against the pound.
- 10.13 The yield on bonds also increased as the market moved to price-in increased risk from borrowing to fund tax cuts. There have already been some material movements in medium-term borrowing rates and some analysts have revised their medium-term interest rate forecast to 5.5%.

11. Financial contexts

- 11.1 The Council started this planning round with a budget gap of £15.069m for 2023/24 as the opening position from the last MTFP round. We know from other reports so far this year, that cost and volume pressures have been steadily building, however, and much of the detail of this is set out below.

- 11.2 Since setting the last MTFP, the Council also reached agreement with the Department for Education around funding for the safety valve work supporting the longer-term strategy for SEND. Cabinet has already seen and approved plans for significant capital investment in SEND capacity and the commitment to support that with £3.5m of revenue funds in 2023/24 now also needs to be included in our formal financial plans.
- 11.3 The Qtr1 report to Cabinet set out a forecast overspend for the full, current year of £6.6m (1.99% of a net budget of £331m). The Portfolio Holder indicated at that stage that he was not minded to re-open the budget at that stage but would await the Qtr2 position and make a more informed decision about any need to act at that point. Work to refine the forecast position for the year has continued over the summer and the final significant piece of work to be carried out before the Qtr2 data is ready, is a robust review of savings plans to ensure they are on target.
- 11.4 Failure to deliver savings will impact not just on the current year, but also the base budget for 2023/24 if they cannot be recovered in time for the new year beginning. We must also review whether short-term savings have been made this year to help offset those that fall short from planned work. Whilst this is sound, in-year financial management, the base budget impact of this for future years also needs to be understood.
- 11.5 We also know that inflation has reached double digits in recent months and though it has dipped marginally below that at the time of writing, many commentators are predicting that this could rise again. The magnitude of further increases is subject to a range of forecasts, all of which mean the Council's current plans could be unaffordable as currently set out. Not only is general inflation running at 9.9%, but specific inflation in many Council budgets like fuel and energy outstrips even those numbers.
- 11.6 However, looking at the ONS fan chart, below, of future inflation expectations, it would seem reasonable to assume 6% as the inflation rate average for 2023/24.

Chart 4: CPI inflation projection based on market interest rate expectations



Sources: ONS and Bank calculations.

- 11.7 Pay increases for 2022/23 are also likely to be well ahead of budgets and put further pressure on the current year's outturn as well as increasing the base for 2023/24 and beyond. We must also remember that many of our suppliers are also under financial pressure and while the Council cannot underwrite business risks in the supply chain, we are committed to economic growth, high quality local employment and training and vibrant communities, all of which require us to spend locally and sustainably.
- 11.8 The challenge for 2023/24 and beyond is therefore immense; how will the Council achieve a balanced budget whilst continuing to provide an increasing quantum of high-quality services for the residents of Dorset?
- 11.9 There is currently no clarity over the length of the settlement that local government might expect in national expenditure decisions. The political landscape is such that a previous DLUHC Secretary of State, Michael Gove, indicated that there would be a settlement for more than one year, but this is now less certain given the changes in that office, the change in Prime Minister, another DLUHC Secretary of State and the general economic outlook.
- 12. Financial modelling assumptions and the initial budget gap**
- 12.1 We have already considered the background to the financial planning work for 2023/24. We will now turn our attention to the update of our MTFP, our planning assumptions and the starting point this gives us.
- 12.2 When Council approved the 2022/23 budget in February 2022, there were still gaps in future years' financial plans as shown in the table below.

| MTFP Yr1 | MTFP Yr2 | MTFP Yr3 | MTFS Yr4 | MTFP Yr5 | MTFP Yr6 | MTFP Yr7 | MTFP Yr8 | MTFP Yr9 | MTFP Yr10 |
|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| 2022-23 £m | 2023-24 £m | 2024-25 £m | 2025-26 £m | 2026-27 £m | 2027-28 £m | 2028-29 £m | 2029-30 £m | 2031-32 £m | 2030-31 £m |
| 279.033 | 286.434 | 297.237 | 305.455 | 313.892 | 322.564 | 331.476 | 340.633 | 350.037 | 359.709 |
| 46.313 | 46.544 | 46.777 | 47.011 | 47.246 | 47.482 | 47.720 | 47.958 | 48.198 | 48.439 |
| 6.234 | 2.475 | 2.475 | 2.475 | 2.475 | 2.475 | 2.475 | 2.475 | 2.475 | 2.475 |
| 331.580 | 335.453 | 346.489 | 354.941 | 363.612 | 372.521 | 381.671 | 391.066 | 400.710 | 410.623 |
| 331.580 | 350.523 | 361.049 | 370.773 | 384.387 | 398.457 | 412.998 | 428.030 | 443.571 | 459.639 |
| 0.000 | (15.069) | (14.560) | (15.833) | (20.775) | (25.936) | (31.328) | (36.965) | (42.861) | (49.016) |

- 12.3 Rolling forward the financial model and rebasing for the new year and decisions approved by Cabinet since the budget was set, is the first part of the new financial planning process and the finance team continues this work with managers across the Council.
- 12.4 In drawing up the draft budget proposals for 2022/23, a number of assumptions were made for 2023/24 and beyond in the MTFP model which will have to be revisited now - and continuously - up to the point at which the budget is set, as further information becomes available.
- 12.5 The current and proposed, revised assumptions for the budget for the year ahead are set out in the table below, but it should be noted that these are work in progress at this stage. Assumptions about income are clearly the drivers in the budget strategy work as the ability to raise income is what effectively caps our budget with a cash limit which must then be balanced by addressing our expenditure plans.

| | Original assumption 2023/24 | Revised assumption 2023/24 |
|-------------------------------|--|---------------------------------------|
| Council tax increase | <2% | <2% |
| Council tax base growth | 0.75% | 0.98% |
| Social Care Precept | 1% | 1% |
| Business rates growth | 0.50% | 0.50% |
| Pay award | 2.00% | 4.00% |
| General inflation | 2.50% | 6.00% |
| Increase in fees & charges | 2.50% | 5.00% |
| Employer pension contribution | 0% +£750k | 0% +£750k |

Local taxation

- 12.6 Our working assumption for council tax is that the referendum cap will continue to be set at 2% and that the council will need to levy the full amount as part of delivering a balanced budget. We are also assuming a 1% adult social care precept in our workings.
- 12.7 Care will be needed with council tax modelling for the budget, due to the low collection rates that the Council is currently experiencing. Dorset

Council is not alone in experiencing challenges to the rate of collection of Council tax and these are drawn out clearly in quarterly Cabinet reports. The Qtr2 collection data will be available for review at the November Cabinet meeting.

- 12.8 Members will be aware from the outturn and the forecast reports, that business rates are also behind their predicted collection levels. This does not automatically flow through to a shortfall against budget as there are complexities around the accounting. However, there are some real concerns around income being collected and the size of arrears. More information will be provided in the Qtr2 report.

Pay award

- 12.9 Agreement for 2022/23 has still not been reached but the current proposals could add £7m to the base pay budget in the current year. In 2023/24, the underlying assumption was for 2% inflation but as can be seen from the table above, the proposal is to revise this upwards in line with broader sector expectations.
- 12.10 In 2022/23, the contingency budget has been effectively repurposed to deal with pay and non-pay inflation pressures that emerged after the budget was set and which could not be contained. Whilst the increased pay costs can therefore be partially absorbed in 2022/23, the impact is to eliminate the contingency budget, which would give the Council no remaining resilience in its 2023/24 budget to deal with matters that arise during the year. The recommendation is therefore that this is maintained at its base budget level of around £9.5m, if feasible.

13. Continuing and new budget pressures in the MTFP

- 13.1 In addition to these revised planning assumptions which Cabinet is asked to consider, managers have been rebasing budgets for the current year and assessing the ongoing impact of spiralling inflation on activities and budgets.
- 13.2 There are also significant new pressures in 2023/24 as well as continuing impacts of price increases. A summary of all of these, building from the opening 2023/24 MTFP budget gap, is set out in the table below. The paragraphs that follow it cover more details on some of the more material budget pressures.

| | |
|--|--------------------|
| Budget Gap as at 18/01/22 | £15,069,868 |
| Increase in tax base growth | (£650,853) |
| Increase in central grants | (£880,000) |
| Increase in specific grants | (£11,956,608) |
| Additional estimate for pay award | £2,898,034 |
| Additional estimate for inflation | £11,219,553 |
| Additional income from fees and charges | (£2,068,056) |
| Additional estimate for energy | £952,807 |
| Supporting DSG plan | £3,500,000 |
| Fair cost of care allocations | £7,773,668 |
| Reduce MRP | (£1,000,000) |
| Reduce interest paid for capital programme | (£1,000,000) |
| Additional income | (£598,000) |
| Reduce Adult Care Packages | (£5,692,372) |
| Reduce LAC packages | (£1,291,350) |
| Adults & Housing pressures | £1,468,634 |
| Place pressures | £3,600,504 |
| Children pressures | £3,614,830 |
| Corporate pressures | £4,235,008 |
| Estimated cost of increments | £3,500,000 |
| Additional 2022/23 pay award | £6,848,345 |
| Adults & Housing savings | (£300,000) |
| Place savings | (£4,825,856) |
| Corporate savings | (£377,358) |
| Reduction of Transformation | (£5,000,000) |
| Budget Gap as at 22/09/22 | <u>£29,040,798</u> |

13.3 Portfolio Holders and Lead Members will be working with Executive Directors and their team in the weeks ahead to understand and manage these pressures in order that the budget can be balanced.

14. Draft budget principles

14.1 All budget work needs process and method, and these must be structured around principles to be used to develop the budget. The principles are intended to be constructed as helpful language we can use to describe how we will do our work to balance the budget and take difficult decisions about how to deliver the priorities and outcomes in the Council Plan.

14.2 These principles are set out below, for Cabinet's endorsement and to shape the remaining budget strategy work:

- we will not balance the budget strategy by using reserves;
- resource allocation will be driven by the Dorset Council Plan and priorities;
- services should be protected where possible but clearly demonstrate value for money and improved efficiency;
- we should seek to maximise the savings from becoming a unitary council;
- we will continue to take an increasingly commercial approach;
- we will use best practice around business cases for our decision making and we will be open to invest to save opportunities;

- budgets should be realistic to achieve the objectives of the council and we must hold ourselves to account for their delivery and sound financial management;
- we will develop short-term and long-term transformational savings plans;
- resource allocation must take place within the overall framework of the financial strategy agreed by Cabinet;
- where possible, new funding from Government should be applied to existing spend priorities and pressures.

15. Transformation and savings

- 15.1 We have identified that the organisation needs a short-term focus on savings as well as a longer-term emphasis on transformation. This is coming into sharper focus given that some of the current savings will not be delivered and more are still at risk.
- 15.2 More work is in progress to identify savings over the longer term for input into the MTFP as well as the budget strategy. This will continue to be reviewed through the relevant Boards and Committees and will dovetail with the timetable set out elsewhere in this report.

16. Further work to close the gap

- 16.1 Clearly there is much work to be done and the proposed next steps are:
- a. continue to validate, test, challenge and update the budget assumptions;
 - b. continue to identify and implement savings, taking advantage of the financial efficiencies that becoming a unitary council has presented;
 - c. refresh the Transformation Plan and develop transformational savings which will reduce the financial gap whilst protecting front-line services;
 - d. continue to engage with consultation processes around funding formulas for the future and particularly for the CSR and settlement for 2022/23;
 - e. Cabinet to consider its approach to council tax. Each 1% change in the precept generates around £2.7m for the council. The Qtr 2 report to Cabinet will deliver clearer information about the collection rates for local taxes at the halfway point in the year.

17. Timetable

- 17.1 The major milestones in the remaining budget and MTFP timetable are set out in the table, below.

| | |
|-------------|---------------------------------|
| 4 October | Cabinet (high level framework) |
| 1 November | Cabinet (Q2 and transformation) |
| 15 November | Member Scrutiny Workshop 1 |
| 28 November | Member Scrutiny Workshop 2 |

| | |
|-------------|------------------------|
| 9 December | Scrutiny Committee 1 |
| 12 December | Scrutiny Committee 2 |
| 17 January | Budget to Cabinet |
| 14 February | Budget to full Council |

18. Risk

- 18.1 There is significant risk in our planning assumptions at this stage. Officers' initial work has led to the crystallisation of a £29m budget gap in 2023/24 that we now need to develop plans to close. We are also unclear how the spending review will translate into a settlement for local government, especially given the political and economic turbulence.
- 18.2 Adult Social Care reforms, inflation and pay awards continue to be the main focus but these are not our only risks. Risk and sensitivity of the budget to volatility in planning assumptions are key aspects of the financial model and budget development.

19. Capital programme

- 19.1 The capital programme for 2022/23 was approved by Cabinet as part of the budget setting process and this figure was revised as part of the outturn report to Cabinet in July 2022, to clarify the actual slippage added to the 2022/23 MTFP approvals.
- 19.2 As noted in that report, the total programme now runs to some £259.8m of gross expenditure. As part of the refresh of the programme for 2023/24, this figure will be updated to reflect the revised SEND capital allocation approved by Cabinet in September and the additional investment earmarked for Adult Social Care spending approved in July.
- 19.3 CSAMG subgroups are also developing capital programme proposals for 2023/24 and beyond, so we are running the affordability work alongside the new bidding round. This will ensure there are clearly formed ideas to share with Cabinet prior to the budget work being completed and ready for Council consideration in February 2023.

20. Steer from Cabinet and next steps

- 20.1 The council continues to press the case for additional resources with Government. We do this directly, through Dorset's MPs, with peers and through networks like the Society of County Treasurers (SCT), the County Councils' Network (CCN) and with the Local Government Association (LGA). But campaigning alone will not deliver enough resources to meet all of our challenges and we must focus on reducing costs and growing income at the same time.
- 20.2 Closing the budget gap cannot be achieved through efficiency alone; the magnitude of the cost reductions we need to deliver is too large and it is therefore inevitable that service delivery will be impacted. This paper talked earlier about delivering the Council's priorities and that is still our intention, but that ambition will necessarily be affected by the ways in

which we will need to change services to protect residents and deliver services in a way which keeps people safe and does as much as we possibly can to support employment and local prosperity.

- 20.3 Scrutiny of the budget process will also be more important than ever to ensure our methods and choices are the most appropriate way of closing the budget gap whilst delivering a sustainable organisation for the future. Place & Resources Scrutiny Committee is also due to review the developing Commercial Strategy's implementation with particular emphasis on income generation.
- 20.4 We will also need time to carry out any necessary public consultation on the proposals and to ensure officers have time to carry out equality impact assessments.

21. Summary and conclusions

- 21.1 The circumstances surrounding the 2023/24 budget round are the most challenging in our collective memory. Dorset Council is not alone in facing significant financial challenges, but we do need to find local solutions as well as making the case for further national investment in resources for this Council.
- 21.2 Many of the pressures, risks and the national context is familiar to the rest of the sector. However, we do have to develop solutions to close the budget gap, and this will require creativity, energy and focus to be successful.

Aidan Dunn

Executive Director of Corporate Development

Footnote:

Issues relating to financial, legal, environmental, economic and equalities implications have been considered and any information relevant to the decision is included within the report.

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Cabinet

4 October 2022

Adult Social Care Market Sustainability Plan 2022-2025

For Decision

Portfolio Holder: Cllr P Wharf, Adult Social Care and Health

Local Councillor(s):

Executive Director: V Broadhurst, Executive Director of People - Adults

Report Author: Mark Tyson
Title: Commissioning Consultant
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Report Status: Public

Recommendation:

- (1) To note the issues highlighted in the sustainability of local social care services, and the interventions proposed;
- (2) To approve the attached Market Sustainability Plan for submission to the Department for Health & Social Care;
- (3) As part of the plan, to approve the approach to the future uplifting of usual rates paid for key categories of adult social care services, always subject to available budget;
- (4) To note the proposal to submit the final plan for second review by the People & Health Overview Committee ahead of submission in February; and, on that basis
- (5) To delegate to the Executive Director of People (Adults & Housing), in consultation with the Cabinet Member for Adult Social Care & Health and the Executive Director of Corporate Development, to approve for submission the final version of the plan in February 2023,

subject to any amendments not being of significant additional financial impact to the Council.

Reason for Recommendation:

As set out in section 5 of the Care Act 2014, local authorities have a duty to promote the efficient and effective operation of a market in services for meeting care and support needs, with a view to ensuring services are diverse, sustainable and high quality for the local population, including those who pay for their own care.

The Government's reform of adult social care, as set out in the White Paper, People at the Heart of Care, includes a new approach to the sustainability of local care markets. This is absolutely central to the overall reform programme for adult social care. It requires the Council to submit a Market Sustainability Plan, which details how it will work with the local providers to set a 'fair' price for care and maintain that level of fees into the future. The plan covers older people's residential care, and all-age domiciliary care. In return, the Government has committed an amount of funding (yet to be allocated) to support local authorities to increase the fees paid for care.

Having commissioned specialist consultancy support, commissioners have developed the plan attached based on their findings on Fair Cost of Care, for submission by the deadline of 14 October 2022. There is further opportunity to revise the plan, to include a firmer commitment on financials (including, critically, Dorset's allocation of the national funding for market sustainability), for resubmission by the final deadline in February 2023. The plan sets out the challenges in the local care market in Dorset, proposes an approach to incrementally raising rates to the level of the 'fair cost of care' by the end of the Plan period and sets out a wider action plan for improving the stability and sustainability of the care market.

1. Introduction: the Government's reform programme for Adult Social Care

- 1.1. In December 2021, the Government published a White Paper, People at the Heart of Care, that outlined a 10-year vision to put personalised care and support at the heart of adult social care. This built upon previous policy and legislation, including the Care Act 2014. In particular, the White Paper and its subsequent regulations takes the existing duty on local authorities to promote market sustainability contained in Section 5 of the Care Act and builds a stronger framework for ensuring that local authority purchasing practices are supportive of an effective, sustainable and sufficient local market in social care.
- 1.2. The broad ambitions of the reform programme can be summarised as:
- Innovations and investment in models of care, support for the care workforce and for carers.
 - A new assurance and inspection framework for the Adult Social Care delivered by Local Authorities and Integrated Care Systems
 - "The funding reforms" relating to the care of an individual, and the proposed cap on the overall cost of care.
- 1.3. A presentation on the Council's wider approach to implementing the reform agenda was given to the Overview Committee at its meeting on 28 June: (<https://moderngov.dorsetcouncil.gov.uk/ieListDocuments.aspx?CId=652&MId=5303&Ver=4>, item 10 refers).
- 1.4. There are 3 fundamental factors that the government wants to achieve with this part of the reforms:
- That the practice of local authorities and self-funders paying different prices for the same care (effectively cross-subsidy) ends;
 - That self-funders (those without local authority contributions to their care costs) can access care at the prices local authorities pay; and
 - That local authorities pay providers a 'fair' rate for care - i.e. what care costs.

Market Sustainability and Fair Cost of Care Fund

- 1.5. A national fund of £1.36bn has been allocated to support changes to the fee levels paid by local authorities, and the associated reform of commissioning systems that will be required. This is provisionally allocated at £162m for 2022/23, and £600m for each of 2023/24 and 2024/25. The Council is required to do three things to access the fund:
- Undertake 'cost of care' exercises for 65+ care homes and 18+ domiciliary care;
 - Develop a market sustainability plan, using the cost of care exercises as a key input to identify risks in the local market, with a final plan to be submitted in February 2023; and
 - Submit a spend report detailing how funding allocated for 2022 to 2023 is being spent in line with the fund's purpose.
- 1.6. This report presents the draft Market Sustainability Plan, in the form in which the Department for Health & Social Care has requested it. Subject to Cabinet approval, this allows the first submission of a draft plan to be made to the Department for Health & Social Care by the required deadline of 14th October.

- 1.7. A second submission is then required in February 2023, which will incorporate full financial implications based on the local government finance settlement and the allocation of the Market Sustainability & Fair Cost of Care Fund for 2023/24 and 2024/25.
- 1.8. Although our draft plan sets out commitments on how quickly the Council intends move to paying the full assessed 'Fair Cost of Care', it is heavily dependent on the grant allocation to ensure that this is affordable.

About 'Fair Cost'

- 1.9. It is important to note that defining a 'Fair Cost of Care' is not intended to be a replacement for the fee setting element of local authority commissioning processes or individual contract negotiation. It is critical that the new intelligence about fees and underlying costs inform such processes, but it is not intended to arrive a single "price to be paid in all cases" for care. The Department has explicitly noted in its guidance that:

Fee rates will also continue to be based on sound judgement, evidence, and through a negotiation process, as is the case currently. As such there will be variation in the rates providers are paid to reflect the quality and level of service. Ultimately paying a fair cost of care does not mean that all providers are paid the same rate, but rather the fair cost of care is the median value which fee rates will be "moving towards".

- 1.10. The Fair Cost of Care guidance therefore states that "as many local authorities move towards paying the fair cost of care, it is expected that actual fee rates paid may differ due to such factors as rurality, personalisation of care, quality of provision and wider market circumstances".

2. Overview of the Market Sustainability Plan

- 2.1. The plan is required to address the issues in the markets for home care (all ages, 18+) and residential/nursing care for older people (65+). The plan is attached at Appendix 1, on the required government template. Appendix 2 contains a brief summary of the key points in the plan.
- 2.2. In essence, across both homecare (18+) and residential/nursing care (65+) the themes that the plans seek to address include:
 - Developing stronger provider relationships and partnerships;
 - Stabilising the workforce in social care;
 - Implementing the Fair Cost of Care;
 - Developing new forms of provision, including for reablement or higher-acuity residential services;
 - Developing new forms of contracting;
 - Supporting more choice, control and independence through information and advice and other personalised support options;
 - Using technology.

Dorset Council approach to establishing the fair cost of care

- 2.3. In Autumn of 2021 Commissioners instigated cost of care exercises for the provision of care in Dorset in the following areas:
- Home Care;
 - Supported Living; and
 - Care Homes for older people.
- 2.4. This work began ahead of the Government announcement of Market Sustainability and Fair Cost of Care Fund, which only requires these exercises to be undertaken for homecare and care homes. The exercises were primarily to determine the sustainable rates for care in Dorset, but also included:
- How Dorset Council benchmarked against other local authorities;
 - Establishing a robust evidence base on provider operational costs; and
 - Providing a toolset for officers in Commissioning and Finance to manage future years' uplifts, and to improve the transparency with which the market was engaged in that dialogue.
- 2.5. Two consultancies were appointed following a tender process, and including advice from South West Association of Directors of Adult Social Services and the Local Government Association:
- ARCC Ltd were appointed to conduct the supported living and home care reviews, being partners of the LGA in developing a cost of care toolset for home care; and
 - Valuing Care Ltd were appointed to undertake the work on care homes, with experience of working with the Department for Health & Social Care on this policy issue, as well as conducting this work for several other SW and other regional local authorities.
- 2.6. Each exercise was launched with a market specific virtual event, jointly hosted by the consultancy and commissioners, to explain the approach and emphasise the importance of provider participation. Home Care and Supported Living hosted 'closed' workshop sessions with providers in order to facilitate further engagement. In addition, the outcomes of the modelling work was shared with providers for feedback prior to the consultants finalising their final report.
- 2.7. In summary, for the homecare exercise 9 older people's home care businesses responded, although only 3 completed cost information. There was a widespread ask for us to use benchmarking data with other authorities instead, which was done with 11 neighbours and 'most similar' comparators has also been completed. The homecare insight was also supported by the work undertaken on supported living (although that is not required by the Government exercise), where 9 organisations provided information, there were 4 deep-dives and 3 pre-engagement 1:1s.
- 2.8. In relation to the home care market, commissioners acted on previous feedback regarding the causes of workforce shortages, and requested that ARCC Ltd include modelling an option that allowed staff to be paid at £10.50 per hour – based on feedback that this was a rate believed competitive with local retail and hospitality.
- 2.9. For residential care, 24 older people's care homes completed the survey (16 residential, 8 nursing; 24% of all homes). The consultants were satisfied this provides a good level of confidence in the results.

- 2.10. Engagement of providers in the analysis was not as high as we would have liked, especially in respect of homecare. In recognition of the poor initial response, multiple follow-ups were undertaken and deadlines extended. It should be noted that a key measure for the 'validity' of the exercises, as outlined in the Government guidance, is evidence that providers were given sufficient opportunity to participate. Whilst our exercises certainly passed that test, there is also recognition that a stronger engagement base could have been achieved; for this reason we have proposed to repeat the exercise during the next year.
- 2.11. Throughout these processes, the emphasis has been on opening up a transparent dialogue with the provider market on their costs and the Council's approach to meeting them under the new Government policy on 'fair cost'. This includes discussions on the results of the exercises included in the appendices to this report. This transparency forms the basis for future dialogue on costs and contracting for care, including using the insights generated by these exercises to have improved discussions on contract values.

Moving to the fair cost of care

- 2.12. Critical to ensuring a sustainable market is also to ensure that the prices being paid for care allow the operators of those businesses to reward staff appropriately, and to make a reasonable return on the business operations after costs are taken into account. The purpose of the cost of care exercises was to establish how far short current Council commissioning practices were from this ambition.
- 2.13. It should be noted that it is structural feature at a national level of the operation of the care market, particularly the older people care market, that local authorities' bulk buying power commands lower rates than the individual self-funder. The higher rates paid by self-funders have for many years been required to balance the difference and allow providers to make a return. It is this cross-subsidy that the Government now wishes to remove, and the reason for providing funding for local government to pay the 'fair cost' of care that it commissions, so that it is no longer necessary for self-funders to pay a higher rate.
- 2.14. Additionally, the activation of the rights of self-funders under Section 18(3) of the Care Act to ask the Council to arrange their residential care for them means that self-funders would have access to the Council's rates, which again signals the importance of a robust assessment of the fair cost as it further removes the opportunity for providers to cross-subsidise between self-funders and the Council. This does not mean that self-funders no longer pay for their care themselves. However, they potentially pay at a rate the local authority would pay rather than a higher "self-funder rate". There are a range of implications for this move, in terms of how people are assessed, how they access care in the market at rates that are appropriate for the needs being met, as well as for the Council's contracting approaches. This is directly relevant to implementing the fair cost of care, and are matters that will be addressed through the wider reform programme for Adult Social Care.
- 2.15. Dorset have prioritised homecare in the move towards paying 'fair cost', recognising the importance of homecare for supporting people to live independently and well in the community, and avoid premature admission to residential care. The financial challenge for moving to 'fair cost' for residential and nursing care is greater, and will need to be staged over the years of the plan. The current proposals are to be paying 'Fair Cost' by the final year of the plan, but recent Government guidance has clarified that the expectation is that some areas may not achieve it in full and may only make

some progress towards it. This is a significant additional financial challenge for the Council and will have to be evaluated in the light of the Government grant allocation.

- 2.16. The plan proposes a staged approach to closing the gap between the 'fair cost' and the current base rates charged for residential care, although noting that average rates paid are more in line with assessed fair cost.
- 2.17. The plan also proposes an ideal state on the future application of inflation. Each year would build in that year's predicted inflation (by OECD) for September. At the end of the year, the price would be adjusted for the actual inflation in the September just passed, and then add the predicted inflation for the year ahead. Whilst this suggests a policy expectation, it will always require balancing against the funds available to the Council and cannot, as a matter of policy, override the Council's statutory duty to set a balanced budget.
- 2.18. In response to concern expressed by councils about the affordability of full implementation within two years, the Department of Health & Social Care has in the past weeks clarified its policy position. Recognising the differing positions of local authorities on this issue, and that therefore there are different journeys to be taken, the Department has indicated that they expect that "*some local authorities will reach the fair cost of care for their local area in this Spending Review period, whereas others are on a longer journey and will not. Our policy expectation is therefore that you make as much progress as possible.*" This expectation should be borne in mind alongside the projected costs involved.
- 2.19. In particular, this policy is being initiated during a time of inflationary volatility that is without precedent in the preceding 40 years. Government proposals to address the cost of fuel for both individuals and businesses has the potential to significantly alter predicted inflation over the course of this year. Together with our proposal to conduct a further cost of care exercise, and engage with providers on their actual cost pressures more consistently, the plan does not at this point confirm that this approach to inflation is possible, until a more stable long-term outlook is in place for both inflation and the funding available for market sustainability.
- 2.20. All of the information on which the Fair Cost assessments have been based have been shared with the market, and opportunities provided for discussion and debate. This discussion remains ongoing and is core to the Council's ambition, expressed through the plan, to continue to develop a relationship with the provider market on which both sectors can together address challenges in local social care provision.

3. Review of the proposed plan by the Overview Committee, 8 September

- 3.1. Overview Committee received a presentation on 8 September, giving an overview of the approach to the Fair Cost of Care and the development of the Sustainability Plan. In discussion, their feedback included:
 - The importance of the right information and advice to self-funders, noting that more will come to us and have the opportunity of being signposted or better advised;
 - Issues around provision of the right kinds of housing (with and without support options included) to manage demand for care, including work with registered social landlords to improve provision, and also ensuring the availability of technology to support people to remain in their own homes – and this also included the importance of housing for key workers in the care sector;

- The importance of addressing the issues identified in the types and levels of care, and the workforce, so that the vacancy rates can be reduced through ensuring that they are the right type of care to meet the need we are identifying;
 - Noted the extreme importance of this being carefully assessed in terms of financial impact, and the required funding being available from central Government to support it to go ahead.
- 3.2. These points are reflected in the proposals before Cabinet, including the concerns expressed about the potential scale of financial impact of full implementation of the policy.

4. Next steps

- 4.1. Following Cabinet approval, the plan will be submitted to the Department for Health & Social Care for their review. At the same time, we will publish the attached Fair Cost of Care reports, which is a requirement of the DHSC grant process. We are also required to submit a summary table that reports on the implications of fair cost, relative to our current commissioning practice.
- 4.2. The Department will review the plans, and will use the plan and the financial information that we submitted to determine Dorset's share of the national Market Sustainability & Fair Cost of Care Grant. It should be borne in mind at this point that various national sector representative bodies, including the Local Government Association, the County Councils' Network and the Association of Directors of Adult Social Services, have all highlighted that the grant amount at a national level falls short of that required to successfully implement the policy.
- 4.3. The grant determination will be announced by the Department alongside the Local Government Finance Settlement in December 2022. There is then a relatively short window in which to refine the plan, and resubmit it in February 2023 (specific date yet to be confirmed) as a fully costed plan to move to paying the Fair Cost of Care over the coming years.
- 4.4. The timescales for assimilating the feedback from the Department, and the implications of the grant announcement in December, mean that it would be challenging to return to Cabinet, via Overview, for sign off of the final plan. On the basis that Cabinet is comfortable with the contents of the draft plan, and subject to changes not being deemed to be very substantial, this paper is proposing that Cabinet delegate final sign-off to the Executive Director for People (Adults & Health), in consultation with the Executive Director for Corporate Development and the Portfolio Holder for Adult Social Care & Health, and on the basis that a further discussion of the revised draft be scheduled for a meeting of the People & Health Overview Committee.

5. Conclusion

- 5.1. The Market Sustainability Plan, and the processes set out by the Government, are an important step towards moving the care market to a more sustainable position and to lower the price differential between that paid by private fee payers and that paid by local authorities for social care services. It has significant financial implications for local government. It will not address all the issues related to the provision of social care services, either locally or nationally. However, it is important that this plan receives due scrutiny and has a robust financial analysis included.

6. Financial Implications

- 6.1. The total cost to move to paying providers Fair Cost of Care (FCoC) is £5.9m. We have made steps in year to bridge the gap by meeting the Home Care requirements and paying 50% towards Care Home FCoC totalling £4.2m based on September 2021 rates excluding any inflation. This has been supported through Market Sustainability Fund (£1.152m) and non-recurrent local funding (£3m). Therefore, to move to FCoC an additional investment of £1.7m on top of the £4.2m is required annually. As per the above inflation would need to be considered on top of this potentially creating a further investment requirement year on year.
- 6.2. This investment requirement would need to be balanced against the funds available to the Council and cannot, as a matter of policy, override the Council's statutory duty to set a balanced budget.

7. Well-being and Health Implications

- 7.1. The provision of sustainable, stable social care services are of critical importance for the wellbeing of those who rely on them. Further, the Integrated Care System is absolutely dependent on access to social care and on its sustainable provision in order to support the effective operation of the out-of-hospital flow systems. It is in recognition of this that the NHS has contributed £3m in 2022/23 towards improving market sustainability, and this one-off allocation has allowed for the acceleration of the move towards 'fair cost of care' in homecare in particular.

8. Climate implications

- 8.1. Part of the sustainability plan relies on the improved 'zoning' of homecare contracting, as set out in the Council's emerging commissioning strategies, and this should improve the transport planning of care workers and reduce the mileages covered across agencies' overall care package portfolios. Other Implications

9. Property and Assets

- 9.1. There are no direct property or asset implications for the Council.

10. Voluntary organisations

- 10.1. There is a significant overlap between providers of social care services and the voluntary, community and social enterprise sector. The measures in this report seek to improve the sustainability across the whole market, and will provide benefit to the VCSE organisations that provide relevant regulated social care services. Additionally, the sustainability plans build on the intentions set out in our emerging commissioning strategies, to build greater interface and partnership between formal social care and informal community-based support, chiefly provided by VCSE organisations.

11. Safeguarding Adults

- 11.1. Sustainable services are likely to be safer services. The measures in this report are the first steps to addressing many of the challenges that have the potential to compromise the delivery of safe services. They will change the relationship between

the Council and the provider markets, which is a key plank of the emerging commissioning strategies, and on which an improved dialogue about safeguarding practice and safety of services can be built.

12. Risk Assessment

- 12.1. The most significant risks relate to the financial impact of the commitments in this report, and the impact of not receiving sufficient market sustainability and fair cost of care grant to cover them. However, in that case the straightforward mitigation would be not to proceed with the proposals. However, that carries further risks around further damage to the relationship with the market, and further deterioration in the delivery of care and support.

13. Equalities Impact Assessment

- 13.1. Proposals to improve workforce conditions in the care sector through the fair cost of care will improve living conditions disproportionately for women, some older members of the workforce, and to a small extent those from minority ethnic populations. They will also address the socioeconomic challenges of some of the lower paid in the Dorset workforce.
- 13.2. Proposals that seek to stabilise the market in the provision of social care services will improve the lives of those that depend on them, including disproportionately older people, those with disability and mental health conditions, and carers.
- 13.3. Addressing the additional challenges of delivering care in rural communities through the rates paid for that care will positively address rural disadvantage in care delivery.
- 13.4. There are neutral or unclear impacts based on sexual orientation, gender identity/reassignment, maternity or pregnancy, religion and belief, and those from armed forces communities. That being said, there is confidence that there are no unexpected significant negative impacts for any of these groups.

14. Appendices

- 1. Market Sustainability Plan for Dorset – submission draft for approval
 - 2. Summary of Fair Cost of Care Analysis for Homecare 18+ (ARCC Ltd.)
 - 3. Summary of Fair Cost of Care Analysis for Residential and Nursing Care (Valuing Care Ltd)
- 14.1. The summary documents on the fair cost of care were as produced by the consultancies to facilitate discussions with the market on the implications.

15. Background Papers

- 15.1. National Government guidance on the Market Sustainability & Fair Cost of Care process: <https://www.gov.uk/government/publications/market-sustainability-and-fair-cost-of-care-fund-2022-to-2023-guidance/market-sustainability-and-fair-cost-of-care-fund-2022-to-2023-guidance>

Annex C: market sustainability plan template – Dorset Council

Section 1: Assessment of the current sustainability of local care markets

(a) Assessment of current sustainability of the 65+ care home market

Dorset has 100 care homes, with around 3,500 beds. Around 24% of those beds are Council-purchased, with around 22% unoccupied, in some cases by choice and some cases due to staff availability. The remainder are largely self-funders, with a small amount of other statutory agencies (out of county local authorities, NHS) included. CQC ratings are generally good, with six outstanding, five requiring improvement and one inadequate. One third of homes are designated nursing, two thirds residential.

Homes are generally smaller than that considered economically 'ideal', with 14% under 20 beds, 61% in the 20-49 bed range, and 25% over 50 beds. Only 12 are in the ideal 60+ bed range. Between August 2020 and 2021, four homes closed citing economic viability. 69 different companies operate across the market, and only 5 operate more than 100 beds each. The Council sources 165 beds out of county. Only 16 homes accept the rates paid through the Dorset Care Framework. In September 2021, Dorset Council funded 1,036 placements, 75% in residential and 25% in nursing, with 84% of all placements in the county, and 16% out of county.

Workforce

Workforce is a key factor in sustainability, with difficulties in recruiting and retaining staff in the face of competition from other market sectors over terms and conditions. Geographical availability of staff who can easily commute to homes is a pressing factor in some more rural parts of the county. Availability of nursing staff is a further particular issue.

Self-funders

Of significant impact is the purchasing behaviours of individual self-funders. Even more so that with home care, private payers are charged, and can pay, higher rates for residential care than the Council pays. This drives a different 'product', with evidence that Dorset care homes provide more care hours for given levels of need than in other benchmarked areas, with the increased care delivery adding up with other discretionary elements to make up a more desirable product for the self-funder. There is evidence from practice and case review that some people make an independent decision to go into residential care ahead of when the Council would ordinarily assess this as being right for them at that point in their care journey. In 2020/21 the Council spent £2,226,611 on the care fees of 64 individuals who had run out of their own funds.

Complexity and levels of care provision

Particular difficulties are routinely reported by brokerage teams around the sourcing of placements for higher levels of need and greater complexity, and this is an area of the market that will need further development. To assist further work with the market on the development of these options, it is critical that clear definitions around the four levels of complexity of care (residential, complex residential, nursing, complex nursing) are adopted.

Geographic challenges

There are geographic imbalances in the availability of care, which need to be acknowledged and factored into any future planning about residential care availability. They also need to be reflected in future market position statement development so that independent providers who consider opening new facilities are clear on where need lies in the county. Development of residential services in very rural areas is a challenge, away from population centres that are sources of potential workforce. This will remain a discussion point for families as well when considering locations for residential care placements for relatives with care needs.

Council's strategic purchasing and contracting activities

There are a number of aspects of Council purchasing practice that also do not assist the development of a more sustainable market in residential care, with placements made across a wide range of providers and opportunities missed to develop deeper and more long-term partnerships with key providers that would allow us to test new contract options or care types (including intermediate and other short term care).

Additionally, whilst the Council brokers for NHS Continuing Healthcare, on behalf of the NHS, it does so in a limited transactional manner, rather than full end-to-end completion of the care

arrangement process – moving to this position could assist with maintaining consistency in practice across statutory agencies’ market engagement.

Cost of care

Cost of care analysis suggests that the Council currently pays on average at or around FCoC for residential and nursing, but pays higher for dementia support. It also suggested Dorset homes provide higher levels of care hours per resident per week than the consultants’ benchmark.

(b) Assessment of current sustainability of the 18+ domiciliary care market

There are around 70 homecare agencies providing to older people, a subset of which also provide to adults under 65. For older people, 12,400 hours (approximately) of homecare are commissioned by the Council per week, for 1,150 older people. 28 agencies are on the Dorset Care Framework, the remaining 42 being spot contracted at generally higher rates. 75% of the Council’s business is contracted from the Framework.

In Winter 2021, at a point in time 5,000 care hours were being sought, amongst the impacts of which were 70 patients waiting for discharge from hospital and 225 people in the community awaiting their assessed community care. 74 contract ‘handbacks’ occurred between June and November 2021, with workforce availability cited as the main reason.

Workforce

The principal challenge for homecare concerns workforce stability and capacity. Currently stability is deteriorating, due to a range of factors including the pandemic, burnout, and overseas workers not returning either due to pandemic-related decisions or immigration status. Workers can also find more attractive terms and conditions in other industry sectors, including tourism and logistics – and providers have fed back the sort of wage levels that need to be met to become more competitive. Skills for Care have estimated that in excess of 3,600 further care workers will be needed in Dorset by 2035, whilst the proportion of the population of working age is projected not to grow significantly. Staff turnover in September 2021 was estimated at 33% - roughly equivalent to regional and national averages, but to reduce this would be a major intervention in supporting a more stable market.

Rurality

Rurality is also a key factor, with long travel times and mileage required in some parts of the county, which is being currently exacerbated by the cost of living crisis and the increasing price of fuel. These issues are further exacerbated in the summer months when the tourist traffic across the county renders journeys between care appointments even more challenging. There are some significant hotspot areas for these problems.

During 2021, however, challenges also became more acute for our major towns, with long waits for care also becoming a new norm. Whilst the rural disparity remains, this highlights the building pressure across the whole system.

Self-funder competition

Self-funder competition is also a factor in this market, with only one provider having more than 75% of its business with the Council, and most under 50%, with higher rates paid by self-funders adding pressure on the availability of care to meet needs assessed for residents by the Council. For homecare, this is very much secondary to the overall issue of workforce availability.

Section 2: Assessment of the impact of future market changes (including funding reform) over the next 1-3 years, for each of the service markets

Work undertaken for the Council by Valuing Care suggests around 1,850 people in residential care are self-funders. They will have access to our rates, and we will need to assess them and determine their level of need and the right options for them. The introduction of the cap on care costs means transparency about what contributes to overall care pricing is critical. Metering to the cap will be based on the local authority assessed rate, and if care at that rate could alternatively be sourced in the market then the rate of ‘metering’ may be less than the actual price paid. Again, this makes a robust assessment of ‘fair costs’ absolutely essential.

New expectations means a greater emphasis on having the right capacity in place to support the system. This includes assessment capacity to ensure that people can access their assessment, and it may include digital options for people to ‘self-assess’ in the first instance. This would be

part of an important set of development in information, advice and guidance, which go beyond static information provision and allow people to model for themselves different care scenarios and options as they weigh up their decisions.

Maintaining a more responsive and developed relationship with the market will also require some additional resources in commissioning and contracting, commercially-minded business analysis and data management.

Changes being implemented to the rates paid for homecare have an equivalent impact on amounts provided under direct payments to those who make their own care arrangements, including employing their own personal assistants or other 'micro-provider' provisions. This will include clearer definitions of rates for various provisions from these alternative sectors.

Section 3: Plans for each market to address sustainability issues identified, including how fair cost of care funding will be used to address these issues over the next 1-3 years

At the time of constructing this draft plan, the Council is undertaking an engagement process around a set of new commissioning strategies covering all care provision. The elements of this plan are reflected in the strategic intentions of the draft strategies, and the resulting action plans will likewise incorporate these proposed activities. The strategies and these plans both build on engagement with providers, including through the cost of care assessment process, which Dorset Council initiated ahead of the Government mandate and policy. Dorset has identified the need to improve data on the purchasing of care in the market by self-funders and others. The Council is in the process of drawing up plans for a new Market Position Statement, expected in digital form with the possibility of interactive and near-live data about purchasing trends, etc.

Prioritisation

In terms of prioritising investment, a robust approach to commissioning home care is critical both for the care at home system, and for the residential and nursing care system. Having at-home options available for people is central to deferring people's entry to residential care. Therefore, we have already moved to paying what was assessed as the Fair Cost in the 2021 exercise. This was made possible by a one-year allocation of funds for social care market stabilisation by the NHS, which effectively brings forward the availability of the allocations expected in future years from government funds.

Cost of care assessments

For both cost of care exercises, many opportunities were created for providers to engage with the process. Engagement was better for the care home exercise than for the home care exercises. Nonetheless, in response to market feedback we have included in our plans to rerun the exercise during the lifetime of the Market Sustainability Plan.

Inflation

For both care types, inflation will be modelled in future years, with rates set for April on the basis of the *predicted* inflation at the following September. The following April will then adjust for *actual* inflation in that year, and apply the new prediction for coming year. This approach to inflation is a commitment made subject to sufficient government funding being made available to the Council and will always be subject to the legal requirement for the Council to set a balanced budget.

(a) 65+ care homes market

Fair Cost of Care

The Fair Cost incorporates elements as follows:

- Rates calculated for residential, residential (complex/dementia), nursing, and nursing (complex/dementia)
- Account of costs in a full breakdown, as provided by the providers that took part, and based on providers with generally market-standard occupancy and across the middle range of the size of local homes
- Removes temporary additional costs relating to pandemic management
- Removes geographical variation in rates paid, which wasn't found to have an evidential basis
- Assesses wage levels in the local market and ensures that the rate can support them
- An allowance at a market standard rate of 5% for return on operations. An amount for return on capital which allows for 5.1% return, based on median property values and the local

housing allowance rate for a 1 bedroom property. Both of these are benchmarked by our consultants as being reasonable for the industry

Expected journey to Fair Cost of Care over the plan period is currently (subject to funding):

- In 2022/23, we use rates evaluated at September 2021 to apply a new 'base rate' which goes 50% of distance between current base rates and 'Fair Cost' at September.
- In 2023/24, subject to funding being made available:
 - we inflate that price by the rate of inflation in 22/23 and that predicted for 23/24; and
 - move to 75% of distance between old base rate and the now-inflated 'Fair Cost'.
- In 2024/25, subject to funding being made available:
 - we adjust previous year for actual inflation, add predicted inflation in 24/25; and
 - move to paying the full Fair Cost of Care.

It is anticipated that funding will not be sufficient to achieve this journey during the lifetime of this Sustainability Plan, given currently predicted rates of inflation. Nonetheless, it still represents a significant additional investment in the lower-priced part of the market. Given also that inflation is volatile at the moment, as the Government moves to intervene in the energy market for businesses and individuals, it is proposed that the approach to inflation is tempered with an engagement with providers to understand actual costs and respond where the Council is in a position (and funded) to do so. This would be consistent with the Government's policy expectation that the Council moves in significant steps towards paying the fair cost of care over the plan period.

Actions proposed to improve market sustainability

To proactively and strategically work to improve relationships with providers:

- *Collaborate with market leaders on establishing a more active provider association, and jointly agreed plan for the future, aligned to our emerging commissioning strategies*

To continue to develop understanding of the 'Fair Cost of Care' and refine implementation:

- *Continue to develop dialogue around financial issues in residential care delivery*
- *Establish agreed set of definitions on the levels of complexity in care contracting, which will include understanding of the number of care hours typically required and allow us to address the higher care hours found in the FCoC analysis*
- *Repeat FCoC exercise to inform 2024/25 budget setting*

To improve contracting processes to better drive innovation and responsiveness:

- *Establish new contract types to match definitions of care complexity and options around intermediate and other flexible provision*
- *Dorset Care Framework 2 commissioning to formalise new elements in care delivery, which includes the NHS as a partner and so presents opportunities to make the DCF2 a more powerful instrument in supporting ICS ambitions*
- *Develop strategy for delivery of extra care and other accommodation with support, and associated market development plan*
- *Implement e-brokerage system and PAMMS provider quality management system to strengthen brokerage activity (more efficient, more commercial), with associated council workforce development plan (to include stronger contract management, option for NHS offer)*
- *Establish strategic provider relationships on which to base more consolidated and transformational purchasing, and allowing for the development of more trusted assessor/trusted practitioner models*

To work with the market to tackle workforce challenges:

- *Develop shared workforce plan with providers*
- *Develop housing plans that support keyworker housing for areas where targeted support is needed to build the local workforce*

To build on strengths-based approaches to better support individuals; choice, control and independence:

- *Develop information and advice provision, proactive and targeted to those making decisions about their care and costs under new financial rules – especially issues around what counts to the cap, etc.*
- *New technology will allow for some assessment self-service, linked to other stands of the reform programme implementation, and harnessing opportunities for more tailored and targeted delivery of information and advice*

To develop new forms of provision that can better meet residents' needs:

- *Council-initiated development of new residential provision to meet higher-level needs*

- *New extra care housing developments in order to support effective care delivery in people's homes for longer*

(b) 18+ domiciliary care market

Fair Cost of Care

Elements of the approach to the rate for the Fair Cost of Care include:

- We have set an expectation of a wage rate of £10.50/hr for a care worker. This is competitive with logistics and hospitality sectors. This may, however, change as the cost of living crisis continues, and will need monitoring.
- Costed the expectation that 45p/mile is paid for travel costs, in line with HMRC approved rate.
- In recognition of the mixed urban/rural geography of Dorset, we have established two rates, the rural rate reflecting the increased travel time that needs to be paid to care workers.
- Inflation has been applied to 2021 assessed prices to make them fully applicable to 2022/23.
- Return on operations is assessed at 5%.

Actions proposed to improve market sustainability

To proactively and strategically work to improve relationships with providers:

- *Collaborate with market leaders on establishing a more active provider association, and jointly agreed plan for the future, aligned to our emerging commissioning strategies*

To work with the market to tackle workforce challenges:

- *Develop joint workforce plan with the provider market, including promotional activity, to address recruitment and retention challenges, and to pave the way for the development of increased specialisms*
- *Work with providers on round optimisation, under new 'zoned' approach, to improve retention*
- *Develop housing plans that support keyworker housing for areas where targeted support is needed to build the local workforce*

To continue to develop understanding of the 'Fair Cost of Care' and refine implementation:

- *Strengthen dialogue on FCoC, leading to early repeat of exercise to improve engagement*

To develop new reablement and other short-term interventions for independence:

- *Develop new reablement model with Care Dorset, as a community preventive intervention, supporting ICS strategy and developments*

To improve contracting processes to better drive innovation and responsiveness:

- *Implement Dorset Care Framework 2 as vehicle for reforming operation of homecare and reablement system*
- *Design new contracts, emphasising recovery and independence and stronger links to VCSE*
- *Implement e-brokerage system and PAMMS provider quality management system to strengthen efficient brokerage activity, with associated council workforce development plan*
- *Establish strategic provider relationships on which to base more consolidated and transformational purchasing, and to develop more trusted assessor and trusted practitioner models*

To build on strengths-based approaches to better support individuals; choice, control and independence:

- *Improve information/advice provision, aimed at supporting good decision-making including self-funders and promoting alternatives to contracted homecare (PAs/direct payments, etc.)*
- *Develop strategy around delivery of extra care and other accommodation with support, and associated market development plan*
- *Development programme around personal assistants and other microprovider activity*
- *New extra care housing developments in order to support effective care delivery in people's homes for longer*

To harness technology to better deliver care outcomes for individuals and improve access:

- *Implement plans to develop and promote technology-enabled care options, to improve efficiency of care delivery, incl. training providers and expanding trusted assessor schemes*
- *New technology will allow for some assessment self-service, linked to other strands of the reform programme implementation*

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ARCC Consulting Homecare Costing Feedback Workshop

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27th April 2022

1. Purpose of today's session
2. Engagement Feedback
3. Presentation of the cost models and scenarios
 - a. Cost modelling
 - b. Benchmarking
 - c. Funding Implications
4. Commissioning Intentions
 - a. Future commissioning models
5. Next steps

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- Present feedback from the cost of care exercise
- Provide the baseline modelling and scenario modelling for future fee setting
- Illustrate benchmarking exercise from other LAs
- Detail future commissioning intentions alongside cost and fee considerations
- Present the budget impact for selected models
- Providers invited to comment following today's session and distribution of slide deck

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Engagement Feedback

Provider Contributions

- 9 survey respondents; 3 providers completed cost information; 3 attended 1-1s & 1 clinic session taken up
- Workshop attended by 16 providers

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Presentations at Dorset Care Forum Registered Managers' Meeting

- Interviews with 11 LAs to obtain benchmarking info
- Initial information request from November 2021, extended to allow for full engagement, extending conclusion of exercise to February 2022

Other Contributions

- Dorset Council Commissioners & Locality Managers
- Dorset Homecare Forum

Locality Managers

- Relationships are good between providers and practitioners despite difficulties in market re. recruitment and retention of staff in order to keep packages
- Aware that staff availability is a limiting factor for the market at present, outside of LA rate increases there is no guarantee providers can get the staff
- Ambition to maintain and continuously improve our strengths-based commissioning
- Pilots underway for Trusted Assessor & will continue to develop partnership working in this area

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Homecare Forum (BCP/DC Provider-led forum)

- Joint forum led by BCP – low representation in the forum
- Is it an active/passive forum? Is there benefit in engaging?
- Dorset Council do not currently input – would this benefit? Is it needed?

- Cost modelling based on current obtained cost data and volume data from Dorset
- Benchmarking with other LAs based on Dorset current rate
- Modelling of rural / zones linked to DCF2
- Presented a number of different cost models based on varying pay rates and including cost uplifts for 2022/23
- Assessed budget impact and feasibility
- Discussed future commissioning intentions linked to DCF2

Benchmarking

Benchmarking – summary w/statistical neighbours



| # | LA (Region) | Homecare 2021/22 visit duration | % increase from FY21 to FY22 | FY22 rate | FY22 equivalent hourly rate |
|----|---------------|---------------------------------|------------------------------|---------------|-----------------------------|
| 1 | SE 1 | 15 min | n/a | £8.98 | £35.92 |
| 2 | SE 3 | Limited purchase | n/a | £28.84 | £28.84 |
| 3 | SW 5 | 30 mins | 2.00% | £13.40 | £26.80 |
| 4 | SW 4 | 30 min | 1.50% | £13.28 | £26.56 |
| 5 | SW 3 | 1 hour rural | 3.61% | £26.30 | £26.30 |
| 6 | SE 1 | 30 min | n/a | £12.52 | £25.04 |
| 7 | SW 6 | Rural hourly | 1.70% | £24.72 | £24.72 |
| 8 | Dorset | 30 mins | 1.89% | £11.78 | £23.56 |
| 9 | SE 2 | Tier 2 Average | n/a | £22.48 | £22.48 |
| 10 | SW 7 | 30 mins | 2.00% | £11.20 | £22.40 |
| 11 | SW 6 | Standard hourly | 1.70% | £22.28 | £22.28 |
| 12 | SW 5 | 1 hour | 2.00% | £22.23 | £22.23 |
| 13 | SE 3 | Rural | n/a | £21.88 | £21.88 |
| 14 | SE 2 | Tier 1 Maximum | n/a | £21.62 | £21.62 |
| 15 | SE 1 | 45 min | n/a | £16.03 | £21.37 |
| 16 | SW 1 | 30 mins | 1.89% | £10.59 | £21.18 |
| 17 | SW 3 | 1 hour Urban 2 | 3.61% | £21.15 | £21.15 |
| 18 | SW 4 | 1 hour | 1.50% | £20.89 | £20.89 |
| 19 | SW 3 | 1 hour Urban 1 | 3.61% | £20.63 | £20.63 |

| # | LA (Region) | Homecare 2021/22 visit duration | % increase from FY21 to FY22 | FY22 rate | FY22 equivalent hourly rate |
|----|---------------|---------------------------------|------------------------------|---------------|-----------------------------|
| 20 | SE 3 | Semi-rural | n/a | £20.56 | £20.56 |
| 21 | SW 8 | 1 hour | 3.20% | £20.32 | £20.32 |
| 22 | SW 8 | 30 mins | 3.20% | £10.16 | £20.32 |
| 23 | SE 1 | 60 min | n/a | £19.53 | £19.53 |
| 24 | SE 3 | Urban | n/a | £19.24 | £19.24 |
| 25 | Dorset | 1 hour | 1.89% | £18.73 | £18.73 |
| 26 | Dorset | 45 mins | 1.89% | £14.04 | £18.72 |
| 27 | SW 7 | 1 hour | 2.00% | £18.40 | £18.40 |
| 28 | SW 2 | 1 hour | 2.07% | £18.00 | £18.00 |
| 29 | SW 2 | 30 mins | 2.07% | £9.00 | £18.00 |
| 30 | SE 2 | Tier 1 Minimum | n/a | £16.32 | £16.32 |
| 31 | SW 1 | 45 mins | 1.89% | £12.17 | £16.23 |
| 32 | SW 1 | 1 hour | 1.89% | £15.54 | £15.54 |

We compared against 11 LAs across the SW and SE who were able to provide their current rates across a range of different visit types – these included variations by visit length, framework tier and rurality.

Benchmarking showed us that whilst our existing framework rate for 30 mins was competitive, our 45-min and 1-hour rates were less so, although we found at least 3 LAs who had lower rates than ours currently.

Cost of Care Scenarios

| | |
|-----------|--|
| Model #1 | <u>Base Model</u> (National Living Wage) |
| Model #2a | £9.90 Real Living Wage (RLW) (Standard) |
| Model #2b | £9.90 RLW (Rural) |
| Model #3a | £10.50 p/hr base rate (Standard) |
| Model #3b | £10.50 p/hr base rate (Rural) |

Model #1 is an aggregated snapshot of provider submitted costs sampled during the exercise. This has been uplifted to match at least 2022/23 NLW and CPI/NI at 6.6% for non-pay costs.

Models #2 and #3 use variables such as the base pay rate to model uplifts in care costs for consideration by Dorset Council.

We have created several costed scenarios which build in the following assumptions:

- The cost per hour outputs are presented as x1 hour of commissioned care delivered by x1 care worker (double-ups would require 2x hourly units of pay)
- The branch model is a small-medium provider (48,413 hours p/annum; 913 hrs per week)
- Care visit duration profile: 30-min = 66%; 45-min = 18%; 60-min = 16%
- Average visit duration = 35 mins
- Travel time & mileage is the same per visit and applied regardless of visit length;
- We assume as the above that average visit times c.30-min; 45-min and 60-min visits will be delivered in a proportion or split % of the total
- PPE is applied to all every visit at 1x face mask, 1x gloves, 1x apron per visit
- Profit mark-up is set at 5%

- Hourly rates for travel time, sickness, holiday etc. are paid equivalent to the F2F hourly rate (i.e. these do not revert to NMW where the staff is not on NMW)
- Double-up calls assume staff travel separately
- All income incurs a staff pay cost for the same amount of time (i.e. 1 billed hour = 1 paid hour to care staff)

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What is not included in model?

- Costs that are non-recoverable such as:
 - a. additional activities not reported by workers & not paid for or costed
 - b. additional activities paid to workers but not charged for (i.e. waiting A&E)
 - c. abortive costs i.e. assessments where package not commenced

These scenarios would naturally be recognised on a case-by-case basis with commissioner & in line with the contract terms (for example hold package costs)

- Travel time is included as an average time per visit (in line with Dorset sampling calculations) adjusted to become travel time per costed hour:
 - Standard = 5 mins/visit becomes $5 \times (60 / \text{avg. visit time of 35 mins}) = 8.6$ mins per hour
 - Rural = 10 mins/visit becomes $10 \times (60 / \text{avg. rural visit time of 35 mins}) = 17.1$ mins per hour
- Travel time & mileage expenses include from home to the first visit; but not back home from last
- Travel time & mileage are applied per staff member; including those on double-ups, regardless of whether staff travel together or not
- Mileage paid at an average of £0.45 per mile

- Short notice pay enhancements are added at £1 per hour to the base rate for 5% of all calls (i.e. for NMW 5% of calls are paid at £10.50; for RLW at £10.90)
- Bank Holidays have a 25% enhancement applied to the base rate (depending on level of staff)
- Team Leaders deliver 10% of all hours at an enhanced rate of £10.70 (enhancements above applied on top)
- All hours (including non-contact hours) are paid at the same rate as F2F hours – e.g. for RLW scenarios; sick pay; holiday; training; maternity/paternity etc. are all paid at a blended rate reflective of the rates across all staff (i.e. £9.90 p/h – blended rate)
- Assumes 100% of staff on 3% pension

- The scenario models have been presented using estimated (2022-23) costs for pay and non-pay
- Whilst future year cost impacts are not yet known, we have considered the following for 2022-23 fee uplifts:

For pay costs:

- Employer's NI increases from 13.8% to 15.05% in line with legislation

For non-pay costs:

- Inflation has been uplifted by 6.6%

Model #1 Base (NMW)



| Hourly Breakdown | Model #1 (NLW) | | |
|------------------------------------|----------------|---------------|---------------|
| | Cost £ | % | |
| Contact Hours / annum | 48,413 | | |
| Direct Care | £9.60 | 46.3% | 52.9% |
| Travel Time | £1.38 | 6.6% | |
| Mileage | £1.55 | 7.5% | 7.5% |
| PPE * | £0.38 | 1.8% | 1.8% |
| Training (staff time) | £0.29 | 1.4% | 15.5% |
| Holiday | £1.39 | 6.7% | |
| Additional non-contact pay | £0.00 | 0.0% | |
| Sickness/Maternity & Paternity Pay | £0.33 | 1.6% | |
| Notice/Suspension Pay | £0.00 | 0.0% | |
| NI (direct care hours) | £0.82 | 4.0% | |
| Pension (direct care hours) | £0.39 | 1.9% | |
| Back Office Staff | £2.22 | 10.7% | 10.7% |
| IT | £0.22 | 1.0% | 2.7% |
| Telephony | £0.33 | 1.6% | |
| Rent / Rates / Utilities | £0.35 | 1.7% | 3.3% |
| Recruitment / DBS | £0.02 | 0.1% | |
| Training | £0.00 | 0.0% | |
| CQC Registration Fees(4) | £0.09 | 0.4% | |
| Stationery / Postage | £0.04 | 0.2% | |
| Insurance | £0.06 | 0.3% | |
| Legal / Professional Services | £0.13 | 0.6% | |
| Uniform / other consumables | £0.00 | 0.0% | |
| Central / Head Office Recharges | £0.15 | 0.7% | 0.8% |
| Other Costs | £0.03 | 0.1% | |
| Profit Contribution | £0.99 | 4.8% | 4.8% |
| Total Cost Per Hour | £20.75 | 100.0% | 100.0% |

We have created a representative scenario using the base provider data. The fee levels and proportion of costs submitted against each cost line resulted in a range (when comparing hours and revenue submitted by providers).

Our aim was to create an 'average' model using the costs submitted ensuring that the cost lines and average rate is between the providers' submitted hourly ranges.

The model is based on a provider delivering an average volume of **48,413 hours per annum**; which is representative of hours delivered on average by the top 95% of providers in Dorset.

This resulted in an average hourly rate of **£20.75**.

Whilst we have called this a 'national living wage' model, it most accurately represents the current costs based on submitted provider data, and therefore can be considered the representative sample 'cost of care' for comparison.

Model #2 RLW and #3 £10.50 (Rural & Urban)



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| Hourly Breakdown | Model #2(a) RLW - standard | | |
|-----------------------------------|----------------------------|---------------|---------------|
| | Cost £ | % | |
| Contact Hours / annum | 48,413 | | |
| Direct Care | £10.00 | 46.5% | 53.2% |
| Travel Time | £1.43 | 6.7% | |
| Mileage | £1.55 | 7.2% | 7.2% |
| PPE * | £0.38 | 1.8% | 1.8% |
| Training (staff time) | £0.31 | 1.4% | |
| Holiday | £1.44 | 6.7% | |
| Additional non-contact pay | £0.00 | 0.0% | |
| Sickness/Maternity & Paternity Pa | £0.34 | 1.6% | 15.8% |
| Notice/Suspension Pay | £0.00 | 0.0% | |
| NI (direct care hours) | £0.90 | 4.2% | |
| Pension (direct care hours) | £0.41 | 1.9% | |
| Back Office Staff | £2.30 | 10.7% | 10.7% |
| IT | £0.22 | 1.0% | 2.6% |
| Telephony | £0.33 | 1.5% | |
| Rent / Rates / Utilities | £0.35 | 1.6% | |
| Recruitment / DBS | £0.02 | 0.1% | |
| Training | £0.00 | 0.0% | |
| CQC Registration Fees(4) | £0.09 | 0.4% | 3.2% |
| Stationery / Postage | £0.04 | 0.2% | |
| Insurance | £0.06 | 0.3% | |
| Legal / Professional Services | £0.13 | 0.6% | |
| Uniform / other consumables | £0.00 | 0.0% | |
| Central / Head Office Recharges | £0.15 | 0.7% | 0.8% |
| Other Costs | £0.03 | 0.1% | |
| Profit Contribution | £1.02 | 4.8% | 4.8% |
| Total Cost Per Hour | £21.51 | 100.0% | 100.0% |

| Hourly Breakdown | Model #2(b) RLW - Rural | | |
|-----------------------------------|-------------------------|---------------|---------------|
| | Cost £ | % | |
| Contact Hours / annum | 48,413 | | |
| Direct Care | £10.00 | 39.7% | 51.1% |
| Travel Time | £2.87 | 11.4% | |
| Mileage | £3.10 | 12.3% | 12.3% |
| PPE * | £0.38 | 1.5% | 1.5% |
| Training (staff time) | £0.31 | 1.2% | |
| Holiday | £1.62 | 6.4% | |
| Additional non-contact pay | £0.00 | 0.0% | |
| Sickness/Maternity & Paternity Pa | £0.38 | 1.5% | 15.6% |
| Notice/Suspension Pay | £0.00 | 0.0% | |
| NI (direct care hours) | £1.15 | 4.6% | |
| Pension (direct care hours) | £0.46 | 1.8% | |
| Back Office Staff | £2.30 | 9.1% | 9.1% |
| IT | £0.22 | 0.9% | 2.2% |
| Telephony | £0.33 | 1.3% | |
| Rent / Rates / Utilities | £0.35 | 1.4% | |
| Recruitment / DBS | £0.02 | 0.1% | |
| Training | £0.00 | 0.0% | |
| CQC Registration Fees(4) | £0.09 | 0.4% | 2.7% |
| Stationery / Postage | £0.04 | 0.2% | |
| Insurance | £0.06 | 0.2% | |
| Legal / Professional Services | £0.13 | 0.5% | |
| Uniform / other consumables | £0.00 | 0.0% | |
| Central / Head Office Recharges | £0.15 | 0.6% | 0.7% |
| Other Costs | £0.03 | 0.1% | |
| Profit Contribution | £1.20 | 4.8% | 4.8% |
| Total Cost Per Hour | £25.19 | 100.0% | 100.0% |

| Hourly Breakdown | Model #3(a) £10.50 standard | | |
|-----------------------------------|-----------------------------|---------------|---------------|
| | Cost £ | % | |
| Contact Hours / annum | 48,413 | | |
| Direct Care | £10.61 | 46.5% | 53.1% |
| Travel Time | £1.52 | 6.7% | |
| Mileage | £1.55 | 6.8% | 6.8% |
| PPE * | £0.38 | 1.7% | 1.7% |
| Training (staff time) | £0.33 | 1.4% | |
| Holiday | £1.53 | 6.7% | |
| Additional non-contact pay | £0.00 | 0.0% | |
| Sickness/Maternity & Paternity Pa | £0.36 | 1.6% | 16.1% |
| Notice/Suspension Pay | £0.00 | 0.0% | |
| NI (direct care hours) | £1.03 | 4.5% | |
| Pension (direct care hours) | £0.43 | 1.9% | |
| Back Office Staff | £2.32 | 10.2% | 10.2% |
| IT | £0.22 | 1.0% | 2.4% |
| Telephony | £0.33 | 1.5% | |
| Rent / Rates / Utilities | £0.35 | 1.5% | |
| Recruitment / DBS | £0.02 | 0.1% | |
| Training | £0.00 | 0.0% | |
| CQC Registration Fees(4) | £0.09 | 0.4% | 3.0% |
| Stationery / Postage | £0.04 | 0.2% | |
| Insurance | £0.06 | 0.3% | |
| Legal / Professional Services | £0.13 | 0.6% | |
| Uniform / other consumables | £0.00 | 0.0% | |
| Central / Head Office Recharges | £0.15 | 0.7% | 2.0% |
| Other Costs | £0.30 | 1.3% | |
| Profit Contribution | £1.09 | 4.8% | 4.8% |
| Total Cost Per Hour | £22.83 | 100.0% | 100.0% |

| Hourly Breakdown | Model #3(b) £10.50 Rural | | |
|-----------------------------------|--------------------------|---------------|---------------|
| | Cost £ | % | |
| Contact Hours / annum | 48,413 | | |
| Direct Care | £10.61 | 40.2% | 51.8% |
| Travel Time | £3.04 | 11.5% | |
| Mileage | £3.10 | 11.7% | 11.7% |
| PPE * | £0.38 | 1.4% | 1.4% |
| Training (staff time) | £0.33 | 1.2% | |
| Holiday | £1.72 | 6.5% | |
| Additional non-contact pay | £0.00 | 0.0% | |
| Sickness/Maternity & Paternity Pa | £0.41 | 1.5% | 16.0% |
| Notice/Suspension Pay | £0.00 | 0.0% | |
| NI (direct care hours) | £1.29 | 4.9% | |
| Pension (direct care hours) | £0.48 | 1.8% | |
| Back Office Staff | £2.34 | 8.9% | 8.9% |
| IT | £0.22 | 0.8% | 2.1% |
| Telephony | £0.33 | 1.3% | |
| Rent / Rates / Utilities | £0.35 | 1.3% | |
| Recruitment / DBS | £0.02 | 0.1% | |
| Training | £0.00 | 0.0% | |
| CQC Registration Fees(4) | £0.09 | 0.3% | 2.6% |
| Stationery / Postage | £0.04 | 0.2% | |
| Insurance | £0.06 | 0.2% | |
| Legal / Professional Services | £0.13 | 0.5% | |
| Uniform / other consumables | £0.00 | 0.0% | |
| Central / Head Office Recharges | £0.15 | 0.6% | 0.7% |
| Other Costs | £0.03 | 0.1% | |
| Profit Contribution | £1.26 | 4.8% | 4.8% |
| Total Cost Per Hour | £26.36 | 100.0% | 100.0% |

| SENSITIVITY COMPARISON | 1. NLW | 2. RLW | 3. £10.50 |
|--|--------------------------------|--------------------------------|--------------------------------|
| (a) Standard (5 min & 2 miles travel) [30 mins] | £10.70 (£21.40 p/hr) | £10.80 (£22.17 p/hr) | £11.76 (£23.51 p/hr) |
| (a) Standard (5 min & 2 miles travel) [1 hour] | £19.08 | £19.81 | £21.07 |
| (b) Rural (10 min & 4 miles travel) [30 mins] | - | £13.23 (£26.45 p/hr) | £13.83 (£27.66 p/hr) |
| (b) Rural (10 min & 4 miles travel) [1 hour] | - | £21.94 | £23.01 |

Rate variants have been created, based on the average mix of visits to ensure that we continue to recognise and pay the impact of travel costs on shorter visits, as Dorset do currently.

In addition, we have modelled a rural rate to be applied to customers in more rural areas.

This means that whilst the 'average' costs on the previous slide represent the model scenarios and are based on an average visit of 35 mins, the prospective fee rates for different types of visit length can be broken down here.

Homecare Model Scenarios – 30-min & 1 hr variants



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| SENSITIVITY COMPARISON | 1. NLW | 2. RLW | 3. £10.50 |
|--|--------------------------------|--------------------------------|--------------------------------|
| (a) Standard (5 min & 2 miles travel) [15 mins] | | £6.72 (£26.91 p/hr) | £7.09 (£28.39 p/hr) |
| (a) Standard (5 min & 2 miles travel) [30 mins] | £10.70 (£21.40 p/hr) | £10.80 (£22.17 p/hr) | £11.76 (£23.51 p/hr) |
| (a) Standard (5 min & 2 miles travel) [45 mins] | | £15.45 (£20.60 p/hr) | £16.42 (£21.89 p/hr) |
| (a) Standard (5 min & 2 miles travel) [1 hour] | £19.08 | £19.81 | £21.07 |
| (b) Rural (10 min & 4 miles travel) [15 mins] | | £8.86 (£35.45 p/hr) | £9.24 (£36.95 p/hr) |
| (b) Rural (10 min & 4 miles travel) [30 mins] | - | £13.23 (£26.45 p/hr) | £13.83 (£27.66 p/hr) |
| (b) Rural (10 min & 4 miles travel) [45 mins] | | £17.58 (£23.44 p/hr) | £18.42 (£24.56 p/hr) |
| (b) Rural (10 min & 4 miles travel) [1 hour] | - | £21.94 | £23.01 |

Summary Budget Impact

A large, white, curved swoosh underline that starts under the 'I' in 'Impact' and extends to the right, ending under the 't'.

- At Model 3, implementation would add £1.2m spend on current packages
- Market Sustainability Funding has provided Dorset with additional £1.2m for both home care and residential care
- Page 83 herefore 2022/23 allocation will cover only a proportion of this fee uplift
- Supported Living is not covered by the DHSC fund and therefore fee uplifts are separate and have to be covered by existing DC's budget
- Whilst this presents additional budgetary pressure to Dorset Council we are committed to creating a more sustainable market

Future Market Sustainability, Commissioning Models & Strategic Messaging

A large, white, curved swoosh graphic is positioned below the main title text, starting under the word "Strategic" and extending to the right, ending under the word "Messaging".

- Committed to improving the rates based on a more sustainable base pay model for carers to support recruitment and retention
- Committed to a standard and rural rate to improve sustainability across hard-to-reach areas
- Maintain and strengthen our position of keeping people at home for longer, which means ensuring we continue to use more community care than bed-based care – hours waiting remains on average 4,000 hrs/week
- Improve open dialogue & collaboration with the market to support workforce training, recruitment etc either via existing homecare forum or something different? Your feedback and views are needed to shape this.

- Finalising the Home Care strategy
 - Improving Reablement Offer
 - Strengths based care and support
 - Trusted Practitioners / Partner pilots
 - Implementation of rural rate & new zones
 - Different contracting models
- Launching the new DCF2 – future contracting vehicle

Next Steps



1. Decision making and timescales for distribution of 2022/23 fee rate letters & future funding strategy

- Feedback from providers welcome by 6th May 2022
- Confirmation of new framework fee rates w/c 9th May, including instructions re. any April backdate

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1. Timescales for final output from the cost of care exercise

- Slides distributed to providers following today's workshop
- Any queries to be e-mailed & responses will be collated for final distribution of slide deck in 2 weeks' time (Weds 11th May)

Questions & Feedback?



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Executive Summary

Cost Review of Care Home Services for Older People

For Dorset Council

Jim White
Senior Finance Consultant
Valuing Care Ltd
Final Report on 14th April 2022

1 Executive Summary

In September 2021, Dorset Council (the Council) instructed Valuing Care Ltd (VC) to undertake a review of the cost of providing care home services to older people in Dorset. The objective of the review is to provide the Council with reliable information on what it usually costs to provide care home services, which can be used to inform a sustainable fee structure.

To identify the usual cost of delivering services locally, VC have undertaken a survey of care homes operating services in the area. A total of 24 completed survey templates were received, representing 24% of care homes located within the Council's boundaries. This included 16 residential homes and 8 nursing homes.

Based on the local survey results Valuing Care have constructed Fair Price of Care (FPoC) Rates for each needs group. The following points summarise how the rates have been calculated.

- The cost of nursing staff has been calculated by multiplying the median number of nursing hours (reported across all 8 nursing homes), by the median direct cost of nursing staff per hour
- The cost of care staff has been calculated by multiplying the median number of care hours provided to service users in each needs group, by the median direct cost of care staff per hour
- All other operating costs reflect the median costs reported by all care homes that participated in the survey
- Provision for return on capital (ROC) is based on the Local Housing Allowance (LHA) 1 bedroom rate for Mid & West Dorset BRMA, which provides a net yield of 5.1% on the median freehold valuation of £85,000 per bed
- Provision for return on operations (ROO) has been calculated at 5% of total operating costs

Valuing Care recognise that there is rational for varying provision for Return on Capital and Operations in accordance with the location of the service, the quality of the care home environment, and the quality of the services provided.

The following table summarises the FPoC Rates at September 2021 prices.

The number of care homes reporting the cost of delivering residential services, should provide a high level of confidence in the results for these needs groups.

The smaller number of homes reporting the cost of delivering nursing services creates greater uncertainty about the reliability of these results, although the consistency between registration categories should provide some assurance.

Please note these figures have been adjusted to exclude the average cost of COVID, which have been shown to be largely met by a corresponding increase in income.

Table 1 – Fair Price of Care Rates (at September 2021 prices)

| Survey Section | Cost Type / Driver | Residential Older People | Residential Dementia | Nursing Older People | Nursing Dementia |
|---------------------------------|---------------------------------|--------------------------|----------------------|----------------------|------------------|
| Income & Expenditure | Nursing Staff | £0 | £0 | £225 | £225 |
| | Care Staff | £344 | £379 | £372 | £399 |
| | Service Management | £44 | £44 | £44 | £44 |
| | Other Care Home Staff | £124 | £124 | £124 | £124 |
| | Premises | £36 | £36 | £36 | £36 |
| | Supplies & Services | £102 | £102 | £102 | £102 |
| | Head Office | £57 | £57 | £57 | £57 |
| | Total Operating Costs | £707 | £741 | £959 | £987 |
| | Return on Capital | £90 | £90 | £90 | £90 |
| | Return on Operations | £35 | £37 | £48 | £49 |
| | FPoC Rate | £832 | £868 | £1,097 | £1,126 |
| Staffing Costs | Direct Cost per Nursing Hour | n/a | n/a | £27.47 | £27.47 |
| | Direct Cost per Care Staff Hour | £13.02 | £13.02 | £13.02 | £13.02 |
| Staffing Inputs | Nursing Hours PRW | 0.0 | 0.0 | 8.2 | 8.2 |
| | Care Staff Hours PRW | 26.4 | 29.1 | 28.5 | 30.6 |

The table shows:

- the increased cost of care staff to deliver a residential dementia service compared to a residential older people service (+2.7 hrs, +£35 Per Resident Week (PRW))
- the increased cost of care staff to deliver a nursing older people service compared to a residential older people service (+2.1 hrs, +£28 PRW)
- the increased cost of care staff to deliver a nursing dementia service compared to a nursing older people service (+2.1 hrs, +£27 PRW)
- the estimated cost of nursing staff at £225 for nursing older people and dementia exceeds the current rate of NHS funded nursing care (£187.60/week), leaving a potential funding shortfall of £37 PRW

Independent of the local cost survey, Valuing Care have used their cost model and database of service costs, to calculate benchmark rates for care home services for each needs group. This provides an opportunity to compare the local survey results against Valuing Care’s cost model and national intelligence of service costs.

The following tables provide, a summary of the benchmark rates for care home services in Dorset (Table 3), and a summary of the variance between the FPoC rates and the benchmark (Table 4).

Table 3 – Valuing Care Benchmark Rates (at September 2021 Prices)

| | Cost Type / Driver | Residential Older People | Residential Dementia | Nursing Older People | Nursing Dementia |
|---------------------------------|---------------------------------|--------------------------|----------------------|----------------------|------------------|
| Income & Expenditure | Nursing Staff | £0 | £0 | £204 | £189 |
| | Care Staff | £279 | £314 | £271 | £326 |
| | Service Management | £42 | £42 | £36 | £36 |
| | Other Care Home Staff | £102 | £102 | £102 | £102 |
| | Premises | £37 | £37 | £37 | £37 |
| | Supplies & Services | £84 | £84 | £88 | £88 |
| | Head Office | £50 | £51 | £52 | £52 |
| | Total Operating Costs | £594 | £629 | £790 | £829 |
| | Return on Capital | £90 | £90 | £90 | £90 |
| | Return on Operations | £30 | £31 | £39 | £41 |
| | Total Benchmark Rate | £713 | £750 | £919 | £960 |
| Staffing Costs | Direct Cost per Nursing Hour | n/a | n/a | £26.36 | £26.36 |
| | Direct Cost per Care Staff Hour | £12.77 | £12.77 | £12.70 | £12.70 |
| Staffing Inputs | Nursing Hours PRW | 0.0 | 0.0 | 7.8 | 7.2 |
| | Care Staff Hours PRW | 21.8 | 24.6 | 21.4 | 25.7 |

Table 4 – Variance between FPoC and Benchmark

| Survey Section | Cost Type / Driver | Residential Older People | Residential Dementia | Nursing Older People | Nursing Dementia |
|----------------------|---------------------------------|--------------------------|----------------------|----------------------|------------------|
| Income & Expenditure | Nursing Staff | £0 | £0 | £21 | £37 |
| | Care Staff | £66 | £65 | £101 | £73 |
| | Service Management | £2 | £2 | £9 | £9 |
| | Other Care Home Staff | £22 | £22 | £22 | £22 |
| | Premises | -£1 | -£1 | -£1 | -£1 |
| | Supplies & Services | £18 | £18 | £14 | £14 |
| | Head Office | £6 | £6 | £5 | £5 |
| | Total Operating Variance | £113 | £112 | £170 | £158 |
| | Return on Capital | £0 | £0 | £0 | £0 |
| | Return on Operations | £6 | £6 | £8 | £8 |
| | Total Rate Variance | £119 | £117 | £178 | £166 |
| Staffing Costs | Direct Cost per Nursing Hour | - | - | £1.11 | £1.11 |
| | Direct Cost per Care Staff Hour | £0.26 | £0.26 | £0.32 | £0.32 |
| Staffing Inputs | Nursing Hours PRW | 0.0 | 0.0 | 0.4 | 1.0 |
| | Care Staff Hours PRW | 4.6 | 4.5 | 7.2 | 5.0 |

Comparison of the FPoC Rates against the benchmark allocations indicates that care homes in Dorset are incurring higher levels of expenditure across most cost groups.

The main reason for the adverse variances are the high level of care staff inputs reported in the local survey (residential older people +4.6 hrs, residential dementia +4.5 hrs, nursing older people +7.2 hrs, nursing dementia +5.0 hrs). Reported expenditure on nursing staff (+£21 to +£37), other care home staff (+£22), and supplies & services (+£14), also appear high compared to previous surveys undertaken by Valuing Care.

In VC's experience undertaking cost surveys for Councils and the NHS across the country, benchmark provision for operating costs is likely to be a good indication of the usual cost of providing care home services. VC also acknowledge that there is likely to be variation in the average service offer between areas, likely reflecting levels of income deprivation amongst older people, and the percentage of self-funders procuring services.

In assessing a value for money cost structure that meets required service standards, it is important that identified costs are fair to allow for the long-term sustainability of the services and to allow for a reasonable return for the care provider. However this requirement must be balanced with an expectation that costs are not disproportionately high for delivery of the required service standard and represent a cost-effective purchase for the commissioner of the service.

2 Managing the Annual Fee Adjustment

The Fair Price of Care (FPoC) Rates are stated at September 2021 prices.

To ensure they continue to reflect the actual costs of providing services, Valuing Care recommend they are adjusted on an annual basis, by an estimate of future inflation in year 1 (to September 2022 prices), and then to reflect actual inflation in subsequent years.

An estimate of future inflation is necessary in year 1 as actual inflation to mid-year 22/23 prices is not yet known. The estimate of future inflation should be updated annually to reflect anticipated cost pressures, with separate adjustment to reflect actual inflation over the previous year.

The following table summarises Valuing Care’s recommended adjustment for inflation over the next three years.

Table 5 – Valuing Care’s recommended adjustment for inflation

| Year | Basis of Fee | Price Adjustment |
|------------------|---------------------------------|---|
| Year 1 (2022/23) | FPoC rate (at Sept 2021 prices) | + Estimate of future inflation to Sept 2022 |
| Year 2 (2023/24) | FPoC rate (at 22/23 prices) | + Adjusted to reflect actual inflation to September 2022 + Estimate of future inflation to Sept 2023 |
| Year 3 (2024/25) | FPoC rate (at 23/24 prices) | + Adjusted to reflect actual inflation to September 2023 + Estimate of future inflation to Sept 2024 |

Valuing Care recommend the following indices as the basis for adjusting the benchmark rates to reflect actual inflation:

- Staff costs are inflated in line with the Average Weekly Earnings (AWE) series for health and social work (K5BC). The AWE is the Office for National Statistics (ONS) headline measure of short-term earnings growth
- Non staff costs are inflated in line with Consumer Price Index (CPI). The CPI is a measure of inflation published monthly by the Office for National Statistics. It measures the change in the cost of a basket of retail goods and services, excluding house prices and mortgage interest
- Provision for return on capital is adjusted in line with Local Housing Allowance rates

- Provision for return on operations is maintained at 5% mark up on total operating costs

Valuing Care recognise there are other equally valid indices (or combinations of) which may be used to uplift care home fees but suggest that it is the adoption of clear methodology applied consistently on a year-to-year basis that is of primary importance to gain provider trust and confidence.

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Cabinet

4 October 2022

Local Development Scheme Update

For Decision

Portfolio Holder: Cllr D Walsh, Planning

Local Councillor(s): all

Executive Director: J Sellgren, Executive Director of Place

Report Author: Terry Sneller
Title: Strategic Planning Manager
Tel: 01305 838224
Email: terry.sneller@dorsetcouncil.gov.uk

Report Status: Public

Brief Summary:

An update to the Local Development Scheme (LDS) is necessary to reflect the anticipated timeframe for the development of various planning documents including the Dorset Council Local Plan. The revision to the timetable for adopting the local plan is to enable Dorset Council to consider and respond to the significant number of representations received to January 2021 consultation. There is also a need to respond to the additional evidence, to the nutrient neutrality advice and to consider the implications of revised national policy. This LDS should be published on the Council's website.

Recommendation:

That Cabinet acknowledge the revised timetable for the production of the Dorset Council Local Plan, the Minerals Plan, the Waste Plan and various Neighbourhood Plans within the Local Development Scheme and resolve that it will come into effect as of the date of this committee.

Reason for Recommendation:

To enable the publication of the updated LDS to outline the revised timetable for the production of the Dorset Council Local Plan and other planning documents as

required by section 15 of the Planning and Compulsory Purchase Act 2004 (as amended).

1. The Dorset Council Local Plan

- 1.1 Cabinet agreed in June 2019 to start work on producing a single Dorset Council Local Plan to replace all the current adopted local plans. At this meeting, the Council's first LDS was agreed with subsequent revision agreed in September 2020 and July 2021.
- 1.2 Having an up-to-date local plan is critical as it enables the council to plan strategically for the future development needs of the area whilst protecting its environmental assets. It also gives local people, developers and landowners certainty about what development will take place in their area. Currently all of the adopted local plans are more than five years old and therefore are considered out of date.
- 1.3 By maintaining an up-to-date LDS, it is clear to local people, developers, and landowners when the key stages of the local plan process will take place and when they have an opportunity to be involved in its production.
- 1.4 The high number of representations received to the consultation (in excess of 9,000 responses) raised a number of important issues which highlighted the views, needs and aspirations of the people of Dorset. The Council intends to give full consideration to these responses in preparing the local plan and the revision to the timetable reflects the work needed to achieve this.
- 1.5 In addition, work on the Weymouth Town Centre Flood Risk study is taking longer to complete than initially envisaged and may not be completed until September 2022. Once completed, discussions will need to take place between Dorset Council and the Environment Agency to understand the package of measures needed to reduce flood risk in Weymouth town Centre.
- 1.6 In March of this year, Natural England issued revised guidance on nutrient neutrality across five catchments within Dorset. This advice has significant implications for residential and other development in Dorset. Work is underway to evaluate the extents of the issue and to develop a strategic approach to enable development to take place. Delivery of effective mitigation will however take time.

- 1.7 One of the clear messages that emerged from the local plan consultation was the need to look closely at what can be done to further address the climate and ecological emergencies that Dorset Council has declared. Dorset Council is considering how best the development plan can address these critical objectives alongside the Climate and Ecological Emergency Strategy. The proposed timetable is intended to allow for this work however there will be a need to keep this under review.
- 1.8 In May 2022, the Levelling-up and Regeneration Bill was introduced to Parliament. This proposes significant changes to the way local plans are produced including:
- a move away from the duty to co-operate, and therefore no longer a requirement for local planning authorities to meet unmet housing needs from neighbouring authorities
 - amendments to the 5-year housing land supply requirement making it only impact local planning authorities when the local plan is out of date
 - possible changes to how housing targets are calculated
 - measures to help address the nutrient neutrality requirement for new developments
 - the intention to have a national set of development management policies to streamline plan-making, allowing local planning authorities to focus on strategy, allocations, and location-specific issues
- 1.9 A draft revised National Planning Policy Framework (NPPF) was expected for consultation in July 2022 however this is yet to materialise. The content of the revised NPPF will have implications for the local plan.
- 1.10 The Levelling-up and Regeneration Bill is scheduled to complete its passage through parliament by April 2023.

Implications for the Local Plan Timetable

- 1.11 The published LDS timetable anticipated pre-submission consultation on the local plan towards the end of this year however, the revisions related to nutrient neutrality and delays with evidence gathering have necessitated a review of this timetable. In addition, the uncertainty created by the overdue revised NPPF and the Levelling-up and Regeneration Bill will add further delay to the programme.

1.12 The timetable below is intended to allow for additional work to understand the implications of the emerging evidence and national policy changes. This would see a postponement of the pre-submission publication to December 2024 approximately 2 years later than that within the published LDS. This would mean that adoption of the plan would most likely take place in 2026, although it would be a material consideration (albeit with reduced weight) from publication.

| Stage | Existing Milestones in adopted LDS | Proposed Milestones |
|---|---|----------------------------|
| Further evidence and review | - | to Q2 2024 |
| Cabinet | - | Q2 2024 |
| Council | - | Q3 2024 |
| Publication (pre-submission consultation) | Q2 2022 | Q4 2024 |
| Submission to Secretary of State | Q4 2022 | Q2 2025 |
| Examination | Q2 2023 | Q3 2025 |
| Adoption | Q4 2023 | Q2 2026 |

1.13 The publication version of the Dorset Council Local Plan will incorporate a wide range of changes made in response to the consultation, the additional evidence, and the national planning reforms. Depending on how the draft plan advances, it may be necessary to add additional consultation stages to those identified in the above table which could have a bearing on the overall timetable, and which would require further updates to the LDS.

1.14 In the period to when the local plan is adopted, there will remain a need to demonstrate on an annual basis a supply of deliverable housing sites equivalent to five-years' worth of the housing target. Should this requirement remain (see paragraph 1.8), there will be a risk of greater pressure from speculative planning applications if an up-to-date local plan is not in place. The proposed timetable is intended to get a sound plan in place as soon as practicable.

- 1.15 There are also risks to this timetable which are out of the control of Dorset Council. These include the form that the proposed planning reforms and revised NPPF take.
- 1.16 In their current form, the proposed reforms to the planning system would reduce the significance of the requirement to maintain a five-year supply of deliverable housing sites with this requirement only applying once an adopted local plan is more than five years old.
- 1.17 The proposals also suggest changes to the requirement for councils to meet the unmet development requirements of neighbouring local planning authority areas. This is a particular issue for Dorset where BCP Council have indicated that they are unlikely to be able to meet their need.

The Purbeck Local Plan

- 1.18 The Purbeck Local Plan covering the legacy authority area of Purbeck was submitted for examination in January 2019, just before Dorset Council was formed. The Plan is currently passing through the examination process which is now nearing completion. This has taken longer than anticipated but adoption is now expected to be in 2023.

Neighbourhood Plans

- 1.19 Since the last update to the LDS, a number of Neighbourhood Plans have been successful at referendum and have now been made part of the development plan for their area. The list of made neighbourhood plans has been updated along with the lists of those plans currently in production. Neighbourhood Plans are not produced by Dorset Council and therefore estimating a detailed timetable for their production is not possible.

Minerals and Waste Plans

- 1.20 In addition to the Dorset Council Local Plan and Neighbourhood Plans, the revised LDS is required to cover the minerals and waste plans that Dorset Council as a minerals and waste planning authority is under a statutory requirement to prepare and update.
- 1.21 The Bournemouth, Dorset and Poole Minerals Strategy 2014 was adopted in 2014. It was assessed in 2020 and although over five years old was found to be still fit for purpose. However, it is now considered to be due for an update. The Bournemouth, Christchurch, Poole and Dorset Mineral Sites Plan 2019 was adopted in 2019 and therefore is less than five years old so is not yet due to be updated. However, it is considered appropriate

as part of the update of the Minerals Strategy 2014 to integrate the strategic approach of that plan with the Mineral Sites Plan 2019 to produce a single BCP and Dorset Minerals Plan. This may include additional site-specific allocations, along with an updated strategic approach.

- 1.22 No change to the BCP and Dorset Waste Plan 2019 is considered necessary or proposed at this time. It will continue to be monitored in the normal way.
- 1.23 To date, discussions with BCP Council about the production of a joint Minerals Plan and joint Waste Plan have not concluded. If BCP Council decide to produce their own Minerals and Waste Plans, the Dorset Council Minerals Plan will be produced in accordance with the timetable in the update LDS.
- 1.24 The revised LDS sets out the council's anticipated timetable for producing the Dorset Council Local Plan but this will need to be kept under review. It also sets out a timetable for the production of other planning documents including the Minerals Plan. The changes made to the published version of the LDS are shown within the revised LDS within Appendix B as tracked changes. Within the document in Appendix B changes are shown as ~~strike through~~ for text proposed for deletion or **bold and underlined** for text proposed for insertion.

2. **Financial Implications**

- 2.1 This is an amendment to the timetable for the production of the Dorset Council Local Plan. The local plan and other planning documents are being produced from existing budgets.
- 2.2 The revised timetable for the local plan will have implications for the implementation of a revised Community Infrastructure Levy charge across Dorset. Options for updating this charge before the local plan is adopted are being considered.

3. **Climate Implications**

- 3.1 One of the roles of the Dorset Council Local Plan is to manage where development takes place and the form that this development takes. The new local plan will provide an opportunity to ensure developments respond to the climate and ecological emergencies. However, in the interim period, development will be considered against the adopted local plan policies and the need to maintain a five-year housing supply.

4. **Well-being and Health Implications**

4.1 None – this is an amendment to the timetable for the production of the Dorset Council Local Plan.

5. **Other Implications**

5.1 None – this is an amendment to the timetable for the production of the Dorset Council Local Plan.

6. **Risk Assessment**

6.1 HAVING CONSIDERED: the risks associated with this decision; the level of risk has been identified as:

Current Risk: Medium

Residual Risk: Medium

7. **Equalities Impact Assessment**

7.1 An Equalities Impact Assessment has been prepared for the Dorset Council Local Plan. As this revised LDS amends the timetable for the production of the local plan, along with other updates, it is not considered to have an impact on any groups protected under the Equalities Act.

7.2 Similar Impact Assessments were produced for the minerals and waste plans during their production. These will be refreshed once the review of the BCP and Dorset Minerals Strategy commences.

<https://www.dorsetcouncil.gov.uk/your-council/equality-and-diversity/equality-impact-assessments/place/dorset-council-local-plan-draft-options-eqia/dorset-council-local-plan-draft-options-eqia.aspx>

8. **Appendices**

Appendix A: Dorset Council Local Development Scheme June 2021

Appendix B: Dorset Council Local Development Scheme June 2021 – tracked changes version

9. **Background Papers**

Published Local Development Scheme:

<https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/dorset-council-local-plan/evidence/dorset-council-lds-september-2020.pdf>

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THE LOCAL DEVELOPMENT SCHEME FOR DORSET COUNCIL



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October 2022

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INTRODUCTION

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Predicted timescales / dates for consultation periods are given in square brackets [], however these may be subject to change and will be updated regularly.

The Government published a consultation document in August 2020 on the future of the planning system and tabled the Levelling Up and Regeneration Bill in May 2022. These indicate significant changes to the approach to local plan preparation, and to the Community Infrastructure Levy and section 106 planning agreements. Once these proposals are finalised then they will be taken into account in future amendments to this Local Development Scheme.

LOCAL PLANS

The main Development Plan Document (DPD) to be produced will be the Dorset Council Local Plan. This will replace the current local plans adopted by the Borough and District Councils that existed prior to April 2019.

Minerals and waste policies are contained in separate DPDs. Existing and proposed minerals and waste plans are listed here and are discussed in the next section.

| EXISTING LOCAL PLANS AND REVIEWS | PROPOSED LOCAL PLANS |
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| <p>Existing Local Plans</p> <p>Whilst work is being progressed on a new local plan for Dorset, existing adopted DPDs will continue to apply to the areas they covered previously.</p> <p>Existing local plans are:</p> <ul style="list-style-type: none"> ▪ Christchurch and East Dorset Local Plan Part 1: Core Strategy (2014) ▪ East Dorset Local Plan (2002): Saved policies only ▪ North Dorset Local Plan Part 1 (2016) ▪ North Dorset District-Wide Local Plan (2003): Saved policies only ▪ Purbeck Local Plan Part 1 (2012) ▪ Swanage Local Plan (2017) ▪ West Dorset, Weymouth and Portland Local Plan (2015) <p>Existing local plans can be viewed online here – https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/adopted-local-plans.aspx</p> <p>Borough / District Local Plan Reviews</p> <p>The local plan reviews for East Dorset, North Dorset, and West Dorset and Weymouth & Portland will no longer be taken forward. The work undertaken on these reviews will feed into the new Dorset Council Local Plan.</p> | <p>Purbeck Local Plan (2018 – 2034)</p> <p>The Purbeck Local Plan will set out planning policies and propose allocations to meet the needs of the whole of the former Purbeck District area. The plan was submitted for examination in January 2019. The examination process is nearing completion but has taken longer than anticipated, and adoption is now expected to be in early 2023.</p> <p>Upon adoption, the Purbeck Local Plan (2018 – 2034) will replace the Purbeck Local Plan Part 1, but the Swanage Local Plan, which runs until 2027, will continue to apply to Swanage.</p> <p>Dorset Council Local Plan</p> <p>The Dorset Council Local Plan will set out planning policies and propose allocations to meet the needs of the whole of the Dorset Council area. It will look ahead until at least 2041 in order to ensure provision for growth for 15 years on adoption. The key stages and likely timescales are:</p> <ul style="list-style-type: none"> ▪ Sustainability Appraisal Scoping Report: [July 2019] – Complete ▪ Options Consultation: [January 2021] – Complete ▪ Publication: [December 2024] ▪ Submission: [April 2025] ▪ Examination: [Autumn 2025] ▪ Adoption: [Spring 2026] <p>It is intended that the Dorset Council Local Plan will replace all existing local plans in the Dorset Council area upon adoption.</p> <p>The Dorset-wide Gypsy, Traveller and Travelling Showpeople Site Allocations Joint Development Plan Document (DPD), which has been in preparation, will no longer be taken forward. Any policies relating to, and allocations needed for, Gypsies, Travellers and Travelling Showpeople in the Dorset Council area will be made in the Dorset Council Local Plan.</p> |

MINERALS AND WASTE PLANS

Adopted minerals and waste local plans cover the geographical area administered by Dorset Council and Bournemouth, Christchurch and Poole (BCP) Council. Prior to 1st April 2019, for minerals and waste matters, this area was administered by Dorset County Council and the unitary authorities of Bournemouth and Poole. It is intended that future minerals and waste plans will continue to apply to the same geographical area and discussions on this approach are underway between Dorset Council and BCP Council .

A new Mineral Sites Plan and a new Waste Plan were adopted by Dorset Council and Bournemouth, Christchurch and Poole Council in 2019. These replaced the ‘saved’ policies of the minerals and waste plans that previously existed, with the exception of the Bournemouth, Dorset and Poole Minerals Strategy, which remains part of the development plan.

| EXISTING MINERALS AND WASTE PLANS | PROPOSED MINERALS AND WASTE PLANS |
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NEIGHBOURHOOD PLANS

When neighbourhood plans are ‘made’ they form part of the statutory development plan. By September 2022, 32 neighbourhood plans in the Dorset Council area had been made and a large number of others were in production including reviews of existing plans. Up-to-date information on neighbourhood plans can be viewed here –

<https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning-policy/neighbourhood-plans-in-dorset.aspx>

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COMMUNITY INFRASTRUCTURE LEVY

The Community Infrastructure Levy (CIL) provides a mechanism for collecting financial contributions from developers towards the provision of infrastructure to support development. On 1st April 2019, Dorset Council became the Community Infrastructure Levy (CIL) Charging Authority and began administering the charging schedules adopted by the former district and borough councils.

Charging schedules have been adopted for all the former district and borough councils, except North Dorset, where CIL is not charged. Links to the relevant charging schedules are available here - <https://www.dorsetcouncil.gov.uk/planning-buildings-land/planning/community-infrastructure-levy/community-infrastructure-levy.aspx>

The CIL charging schedule for the former Purbeck District Council area is being reviewed alongside the review of the Purbeck Local Plan. It is at examination stage but the hearings have yet to be scheduled.

The Government amended the CIL Regulations in 2019. These changes are intended to complement the assessment of viability in the National Planning Policy Framework and aim to make the system of developer contributions more transparent and accountable. Key changes include measures to ensure that consultation on preparing charging schedules is proportionate; and operational reforms, which aim to provide a more transparent approach to reporting on the use of developer contributions to fund infrastructure. The Council is now required to prepare and publish an 'Infrastructure Funding Statement' each year, details of which can be found via the link in this section.

The Government requires that local plans should set out the contributions expected from development and that the viability of all relevant policies including the cost implications of CIL and S106 should be taken into account at plan making stage. Development of the proposed Dorset Council Local Plan will require the review of evidence relating to infrastructure needs and viability and presents an opportunity to prepare a single replacement CIL charging schedule for the new plan area. This will be undertaken alongside or ahead of the preparation of the Local Plan.

Adopted Supplementary Planning Documents (SPDs) and Guidance (SPGs) will continue to apply to the areas they covered prior to April 2019.

SPDs relating to internationally important wildlife sites will be the priority for review or production. The Dorset Heathlands Planning Framework has been updated with the new version being adopted in 2020 and running to 2026. Other priorities for review include:

- Nitrogen Reduction in Poole Harbour
- The Poole Harbour Recreation Planning Framework 2019 – 2034

These three SPDs also relate to areas within Bournemouth, Christchurch and Poole and any reviews will be carried out jointly with BCP Council.

A further SPD relating to internationally important wildlife sites will be produced alongside the production of the Local Plan covering the impact of recreation on the Chesil and the Fleet SAC/SPA. Further SPD may be necessary to cover nutrient neutrality within the catchments of the Somerset Levels and Moors, the River Avon, Chesil & The Fleet and the River Axe.

Other SPD may be produced to add more detail to the policies in the local plan.

STATEMENT OF COMMUNITY INVOLVEMENT

A single Statement of Community Involvement (SCI) for the Dorset Council area, which also relates to minerals and waste policy, has been adopted. This sets out how Dorset Council will involve the community in the preparation and review of planning policy documents and in making planning decisions.

The Statement of Community Involvement is available online at:

<https://www.dorsetcouncil.gov.uk/documents/35024/282495/December-2020-updated-Dorset+Council+Statement+of+Community+Involvement.pdf/22a75a43-b18b-a852-fc00-108b27be69a9>

KEY PROGRAMME MILESTONES

The following table outlines the key programme milestones for the production of Development Plan Documents¹. All timescales are indicative and may be subject to change.

| Development Plan Document | Q3 2019 | Q4 2019 | Q1 2020 | Q2 2020 | Q3 2020 | Q4 2020 | Q1 2021 | Q2 2021 | Q3 2021 | Q4 2021 | Q1 2022 | Q2 2022 | Q3 2022 | Q4 2022 | Q1 2023 | Q2 2023 | Q3 2023 | Q4 2023 | Q1 2024 | Q2 2024 | Q3 2024 | Q4 2024 | Q1 2025 | Q2 2025 | Q3 2025 | Q4 2025 | Q1 2026 | Q2 2026 | Q3 2026 | Q4 2026 |
|----------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Purbeck Local Plan (2018 – 2034) | Su | | | | | | | | | | | | | | A | | | | | | | | | | | | | | | |
| Dorset Council Local Plan | Sc Pr | | | | | | | | | | | | | | | | | | | | | Pu | | Su | | | | | A | |
| Dorset and BCP Minerals Plan | | | | | | | | | | | | | | Sc | Sc | Pr | | | | | | Pu | | | Su | | | | A | |

Key:

| | |
|-----------|---|
| Sc | Sustainability Appraisal Scoping Consultation |
| Pr | Plan Preparation |
| Pu | Pre-submission Publication |
| Su | Submission and Examination |
| A | Adoption |

¹ The timetable for the production of the CIL Charging Schedule will run in parallel to the Dorset Council Local Plan.

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- The Poole Harbour Recreation Planning Framework 2019 – 2034

These three SPDs also relate to areas within Bournemouth, Christchurch and Poole and any reviews will be carried out jointly with BCP Council.

A further SPD relating to internationally important wildlife sites will be produced alongside the production of the Local Plan covering the impact of recreation on the Chesil and the Fleet SAC/SPA. Further SPD may be necessary to cover nutrient neutrality within the catchments of the Somerset Levels and Moors, the River Avon, Chesil & The Fleet and the River Axe.

Other SPD may be produced to add more detail to the policies in the local plan.

STATEMENT OF COMMUNITY INVOLVEMENT

A single Statement of Community Involvement (SCI) for the Dorset Council area, which also relates to minerals and waste policy, has been adopted. This sets out how Dorset Council will involve the community in the preparation and review of planning policy documents and in making planning decisions.

The Statement of Community Involvement is available online at:

<https://www.dorsetcouncil.gov.uk/documents/35024/282495/December-2020-updated-Dorset+Council+Statement+of+Community+Involvement.pdf/22a75a43-b18b-a852-fc00-108b27be69a9>

KEY PROGRAMME MILESTONES

The following table outlines the key programme milestones for the production of Development Plan Documents¹. All timescales are indicative and may be subject to change.

| Development Plan Document | Q3 2019 | Q4 2019 | Q1 2020 | Q2 2020 | Q3 2020 | Q4 2020 | Q1 2021 | Q2 2021 | Q3 2021 | Q4 2021 | Q1 2022 | Q2 2022 | Q3 2022 | Q4 2022 | Q1 2023 | Q2 2023 | Q3 2023 | Q4 2023 | Q1 2024 | Q2 2024 | Q3 2024 | Q4 2024 | Q1 2025 | Q2 2025 | Q3 2025 | Q4 2025 | Q1 2026 | Q2 2026 | Q3 2026 | Q4 2026 |
|----------------------------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Purbeck Local Plan (2018 – 2034) | Su | | | | | | | | | | | | | | A | | | | | | | | | | | | | | | |
| Dorset Council Local Plan | Sc Pr | | | | | | | | | | | | | | | | | | | | | Pu | | Su | | | | | A | |
| Dorset and BCP Minerals Plan | | | | | | | | | | | | | | Sc | Sc | Pr | | | | | | Pu | | | Su | | | | A | |

Key:

| | |
|-----------|---|
| Sc | Sustainability Appraisal Scoping Consultation |
| Pr | Plan Preparation |
| Pu | Pre-submission Publication |
| Su | Submission and Examination |
| A | Adoption |

¹ The timetable for the production of the CIL Charging Schedule will run in parallel to the Dorset Council Local Plan.

Cabinet

4 October 2022

Air Quality Action Plan: Chideock

Portfolio Holder: Cllr L Miller, Customer and Community Services

Local Councillor(s): Cllr S Christopher

Executive Director: J Sellgren, Executive Director of Place

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Report Status: Public

1. Brief Summary:

- 1.1 The Local Air Quality Management regime places a statutory obligation on Local Authorities to review and assess air quality in their areas, and to determine whether national air quality objectives are likely to be achieved. Where an exceedance of an objective occurs, the Local Authority must declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan (AQAP) setting out measures it intends to put in place to achieve the objectives. Air quality throughout the Dorset Council area is generally very good, mainly due to our predominantly rural environment. However, sections of the A35 trunk road that run through Chideock are close to or exceed the objective level for nitrogen dioxide (NO₂).
- 1.2 This report details the revised Air Quality Action Plan for Chideock which received approval from Defra in June 2022. The plan outlines the actions that Dorset Council, together with stakeholders, will deliver to reduce air pollution concentrations and exposure. The actions will have a positive impact on air quality in general, however it is recognised that the specific issue in Chideock is related to emissions from vehicles on a trunk road over which the Council has no direct control.

2. Recommendation:

- 2.1 For Cabinet to approve and adopt the Air Quality Action Plan for Chideock.

3. Reasons for Recommendations:

- 3.1 The Air Quality Action Plan is required as part of the Councils statutory duty within the Local Air Quality Management framework.
- 3.2 The Council is committed to improving the air quality and it is important to consider the cost effectiveness and feasibility of different measures.
- 3.3 The Environment Act 2021 includes provision for additional air quality objectives related to particulate matter which have not been previously included in the national framework. The proposed AQAP reflects this addition.

4. Report

- 4.1 Under Part IV of the Environment Act 1995, Local Authorities are required to review, assess and report annually against Air Quality Objectives (AQO), to Defra. Where AQO's are not achieved, the Authority must declare an AQMA. Following declaration, the Authority must then develop an AQAP which sets out the local measures to be implemented in pursuit of achieving the air quality objectives. An AQMA was declared in Chideock in 2007. The associated AQAP was produced in 2008.
- 4.2 A review of the AQAP has been overdue and progress has been hampered for a number of reasons including the reprioritising of work required during the period of Covid restrictions. The revised AQAP has been produced in association with our consultants who have been working with us on this matter for a number of years and are familiar with the history and specific challenges around Chideock
- 4.3 Chideock has an AQMA due to exceedances of the annual mean Nitrogen Dioxide (NO₂), with the main source of emissions being from road traffic. This is exacerbated by the gradient at this location (vehicles accelerating away from the village are under greater load with resulting higher emissions); by congestion (volume and idling) and the canyon-like nature of the road (i.e. properties close to the carriageway resulting in reduced pollutant dispersion at the building facades). Levels have been reducing due to cleaner vehicle technology and the use of electric vehicles but there remain locations where levels are relatively high.
- 4.4 The A35 is part of the Strategic Road Network. National Highways has undertaken significant supporting work by investigating a number of potential measures at Chideock. These are given below but have been discounted by National Highways at this time.

- 4.4.1 The use of single lane traffic flows. Modelling showed that this proposal would lead to unacceptable levels of congestion, with queue lengths over 4km in both the eastbound and westbound directions. There would be increases in travel times of 467% in the eastbound and 373% in the westbound direction.
- 4.4.2 There have been calls for a bypass in Chideock for many years. This measure would need to be a Government decision through the Road Investment Strategy. It is unlikely that it could be implemented in a realistic period to positively affect the AQO. There are significant cost and planning implications. It is not seen as a proportionate measure.
- 4.4.3 Charging zones have also been investigated. National Highways is not permitted to implement charging zones on the Strategic Road Network (by Government) and as such this measure has been discounted.
- 4.4.4 Eco-barriers (green screens etc.) have been considered, but properties are too close to the road for them to be physically placed on the footpath.
- 4.5 Because of the nature of the road, the proximity of houses to the carriageway and the gradient at this location, the air quality issues at Chideock are not easy to resolve.
- 4.6 The Action Plan describes measures to reduce air pollution at Chideock. However, air pollution elsewhere can have health impacts. There is no 'safe level' for air pollutants including particulates such as PM_{2.5}. Therefore this plan provides actions specific to Chideock and also more strategic measures affecting the whole council area.

5. The Process

- 5.1 Defra provide clear guidance for Local Authorities to develop effective action plans. This includes engagement of key stakeholders to review measures in place, evaluate further measures, and look to reduce air pollution emissions through a range of policies and actions.
- 5.2 This Plan was developed in conjunction with Air Quality Consultants Ltd and with other stakeholders including:
- Environmental Health
 - Public Health Dorset

- Economic Growth and Infrastructure including Highways and Planning
- National Highways
- Chideock Parish Council

5.3 As an Air Quality Partner who is legally required to assist with implementing relevant actions within the plan, National Highways is key to meeting Air Quality Objectives at this location. In addition, as an aim is for wider collaboration and reductions in emissions more generally across Dorset, public health, transport, planning and climate change colleagues have also been invaluable in drafting the plan.

6. Consultation Results

6.1 A public consultation on the draft Action Plan and other air quality issues ran from 29 November 2021 to 23 January 2022. 171 responses were received of which over 95% were from Dorset Council residents. The general themes of the responses together with officer comments are given in Appendix A .

6.4 The findings from the consultation were considered by Place and Resources Overview Committee at their meeting on 21 April 2022. The findings showed that residents had a genuine concern for the air quality within Dorset especially in relation to traffic as the main source of pollution and that not enough was being done locally to improve air quality.

6.5 From the five measures set out within the draft Action Plan, there were two highlighted by the respondents as of high importance. These were to continue the collaborative work with National Highways to improve air quality on the A35 in Chideock and to develop policies to support better air quality. There was no strong feeling either way on whether the draft plan would provide a good basis to improve air quality in the Dorset Council area.

6.6 Chideock Parish Council provided a full and valuable response to the consultation and subsequently met with officers to discuss issues. Additional actions were included in the plan as a result.

6.7 Comments from Place and Resources Overview Committee were incorporated into the draft Action Plan and the Committee recommended that it was submitted to Defra for approval.

7. Actions

7.1 The draft AQAP was required to be submitted to Defra. It was approved by them in June 2022 and their comments reflected in the final draft before Cabinet today. Appendix E gives Defra's response to the draft action plan.

7.2 The AQAP includes the following actions;

7.2.1 Action 1 - Continue collaborative work with National Highways to investigate, and where appropriate implement, direct measures to improve air quality on the A35 in Chideock. National Highways have fully investigated a number of measures. Dorset Council will report on any changes seen with the permanent speed reduction measure which is being implemented.

7.2.2 Action 2 - Promote behaviour change away from single occupancy private vehicle use. Access to efficient public transport will be of high importance in reducing demand for cars, including the provision of buses and bus priority measures in urban areas. Chideock Parish Council have raised the possibility of an off-road pedestrian/cycle link between Chideock and Bridport, which may have the potential to take some traffic off the road network. The feasibility of this option will be investigated.

7.2.3 Action 3 - Promote the use of alternatively fuelled vehicles. The primary objective here is the reduction of carbon and local pollutant emissions from transport. However, this measure does not deliver congestion reduction, or increased levels of physical activity that are generated by measures to encourage active travel modes. Provision of suitable infrastructure to support low emission vehicles is critical to their introduction. The Dorset Council Transport Action Plan contains longer term actions (2023 onwards) to encourage the use of ultra-low emission public transport vehicles (including taxis), particularly smaller buses and to encourage low carbon freight and logistics (freight strategy to be reviewed and amended by 2022). These longer-term actions are supported.

7.2.4 Action 4 - Develop policies to support better air quality. For the planning process, a regulatory framework is in place for new and existing developments to minimise emissions. i.e. a requirement to implement or support actions that make a positive contribution to improving air quality. Air quality assessments for applications are undertaken where air quality is of specific concern. This action will enable us to review of current wording of Policy ENV12 in the new Local Plan, to ensure that air quality gains a high prominence. It also enables the production of a guidance document for developers on air

quality, which could take the form of a Supplementary Planning Document (SPD). Good design principles that will reduce emissions (or exposure) can also be included within the SPD. The scope of the guidance could potentially be broadened to incorporate climate change.

7.2.5 Action 5 - Control domestic emissions by promoting low emission plant and fuels. Open fires and wood-burning stoves have risen in popularity. Being an additional form of heating in both urban and rural areas; for a minority they may be the sole heat source. In addition, there has been a growth of biomass boilers for home heating. This increase in burning solid fuels in our homes is having an impact on our air quality and now makes up the single largest contributor to UK wide particulate matter emissions.

7.2.6 Chideock has a long-standing air quality issue which has been given attention in recent years by the Council (including the predecessor council) and by National Highways, both of which have engaged with communities and Elected Representatives to explore improving air quality. The Parish Council have been particularly active in voicing concerns and engaging with stakeholders. As a result further measures have been included:

- Explore feasibility of targeted road signage to reduce traffic burden through the village.
- Explore feasibility of a proposed footpath/cycleway between Chideock and Bridport.
- Deliver targeted awareness raising for residents on air pollution impacts and how the Local Plan; planning objectives and climate change actions work to minimise harmful pollutants.
- Better promotion of the electric charging point within the village.
- Support Chideock Parish Council to progress initiatives identified by themselves including working with the University of Bristol on a particulate monitoring project.

8. Complimentary work to support the action plan

8.1 The Council has recently been successful in a bid for grant funding from Defra. There is increasing local public concern about PM_{2.5} in Dorset, and that, at present, there is little information in relation to current concentrations and how they vary across the area. The project is for two years and in two parts. Firstly, to carry out a 12-month monitoring programme in selected locations, starting Autumn 2022. This will provide information on the emission sources and concentration profiles over the year. The second part of the project, a survey and public awareness raising campaign, will run in

parallel to the monitoring and support work being undertaken at a national level. The campaign will encourage solid fuel users to make positive changes to their appliances and use, ensuring that appliances meet relevant standards so that efficiency is increased and particulate emissions reduced.

9. Financial Implications

- 9.1 There are no immediate financial implications. As policies and plans are further developed any financial implications will be reported.

10. Environmental Implications

- 10.1 The proposed measures will have a positive impact on climate objectives. Air quality and climate emergency actions are often interlinked.

11. Wellbeing and Health Implications

- 11.1 Children and older people are more susceptible to the effects of air pollution. In early life exposure can affect lung function and growth. For older people it can increase the risk of heart problems and stroke. People with existing health conditions are susceptible to the effects of poor air quality.
- 11.2 Exposure to poor air quality can exacerbate symptoms of asthma and cardiovascular disease. It also increases the risk of heart problems and stroke for those with existing cardiovascular and respiratory conditions.
- 11.3 Exposure to poor air quality can affect a foetus within the first few weeks, with evidence emerging for resulting low birth weights and premature birth. Therefore, pregnant women are also particularly susceptible to air pollution.
- 11.4 Although air pollution can be harmful to everyone, people who live in more polluted areas are more affected. This tends to include low-income communities as they are more likely to live in areas with poorer air quality due to lower value properties often being in more congested areas. They are also more likely to fit other criteria which indicate poorer health in general, making them more susceptible.
- 11.5 The measures contained in the AQAP seek to reduce air pollution and should have a positive effect on wellbeing and health. Close working will continue with Public Health Dorset to identify opportunities to improve the health of communities by reducing air pollution.

12. Other

- 12.1 The production of an AQAP is a statutory duty under the Environment Act 2021.
- 12.2 Addressing air quality issues involves a number of council services and wider stakeholders. Officers will ensure that appropriate liaison continues to ensure an effective approach.

13. Risk Assessment

- 13.1 Having considered the risks associated with this decision; the level of risk has been identified as:

Current Risk: Medium

The Council's current Air Quality Action Plan for Chideock is overdue for review. New legislation (Environment Act 2021) provides a statutory responsibility that Action Plans must be reviewed on a 5-year basis. The approval of this Action Plan will satisfy this requirement.

Residual Risk: Low

14. Equalities Impact Assessment

- 14.1 Completed and appended to this report. There are no negative impacts identified.

15. Report and Appendices

- 15.1 Appendix A - Dorset Council Air Quality Action Plan: Chideock
- 15.2 Appendix B – Response to Public Consultation
- 15.3 Appendix C – Reasons for Not Pursuing Action Plan Measures
- 15.4 Appendix D – Chideock Air Quality Assessment 2019
- 15.5 Appendix E – Defra Approval Report and Appraisal
- 15.6 Appendix F - EQIA

16. Background Papers

- 15.1 [Transport action plan - Dorset Council](#)
- 15.2 [Dorset Council Local Plan - Dorset Council](#)
- 15.3 [Environment Act 1995 \(legislation.gov.uk\)](#)
- 15.4 [Environment Act 2021 \(legislation.gov.uk\)](#)
- 15.5 [LAQM-TG16-April-21-v1.pdf \(defra.gov.uk\)](#)



Dorset Council Air Quality Action Plan: Chideock

In fulfilment of Part IV of the
Environment Act 1995
Local Air Quality Management

August 2022

| | |
|-------------------------|--|
| Local Authority Officer | Janet Moore |
| Department | Environmental Protection |
| Address | Dorset Council County Hall Colliton Park Dorchester Dorset DT1 1XJ |
| Telephone | 01305 221000 |
| E-mail | envhealth@dorsetcouncil.gov.uk |
| Report Reference number | J3555/1/D1 |
| Date | August 2022 |

Executive Summary

This Air Quality Action Plan (AQAP) has been produced in association with Air Quality Consultants Ltd and as part of our statutory duties required by the Local Air Quality Management framework. It outlines the action we will take to improve air quality in Chideock within Dorset Council between 2022 and 2027. Chideock is a village which spans the A35, on the Strategic Road Network which is managed by National Highways.

This action plan replaces the previous action plan which ran from December 2008. Projects delivered through the past action plan include a number of feasibility studies, in conjunction with National Highways, largely focussing on HGV movements which have included the modelling of the removal of larger HGVs and the use of alternative routes (such as the M3/ A303 and the A31/ A35). Work has shown that the majority of the HGVs driving through the village were local, however 27% were trans-regional. More recently, studies relating to the impacts of other specific traffic management measures have been undertaken (such as putting in place alternate direction single lane traffic flows). Most recently a temporary speed restriction has been implemented in September 2019, extending the 30 mph speed limit about 200 meters to the west of the AQMA boundary and changing the existing National Speed Limit between Chideock and Morcombelake to a 50mph speed limit. The proposal was to trial the impact on air quality, with the aim of smoothing the speed of traffic and reduction of the acceleration phase close to the properties/receptors in the village. There is also ongoing engagement with residents, the local MP and Parish Council. This engagement will continue. The length of time which feasibility work has been ongoing for illustrates that there is not a clear solution to this complex issue.

Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor in the onset of heart disease and cancer. Additionally, air pollution particularly affects the most vulnerable in society: children and older people, and those with heart and lung conditions. There is also often a strong correlation with equalities issues, because areas with poor air quality are also often the less affluent areas^{1,2}.

¹ Environmental equity, air quality, socioeconomic status and respiratory health, 2010

² Air quality and social deprivation in the UK: an environmental inequalities analysis, 2006

The annual health cost to society of the impacts of particulate matter alone in the UK is estimated to be around £16 billion³. Dorset Council is committed to reducing the exposure of people in Chideock, and across Dorset, to poor air quality in order to improve health.

Actions have been developed that both address the NO₂ air quality objective exceedance in Chideock, but also address more strategic issues to try and reduce emissions of both NO₂ and PM_{2.5} across the Dorset Council area in order to improve health in a more equitable way. The measures can be considered under five broad topics:

- Continue collaborative work with National Highways to investigate, and where appropriate implement, direct measures to improve air quality on the A35 in Chideock
- Promotion of Behaviour Change away from Single Occupancy Private Vehicle Use
- Promotion of the Use of Alternatively Fuelled Vehicles
- Developing Policies to Support Better Air Quality
- Controlling Domestic Emissions

Our priorities are to ensure that the Council, in collaboration with others work *in pursuit of the achievement of the air quality objectives* in Chideock, and also to reduce emissions more generally across the Dorset Council area through collaborative working with other policy areas such as transport, public health, planning and work underway to tackle the Climate Emergency declared in Dorset. We will ensure that air quality is considered within the review of the Local Plan, within transport schemes and within other policy areas which are looking to reduce vehicle use, either by encouraging active travel, by reducing travel demand, or increase the use of non-diesel and petrol vehicles. By taking this more strategic approach, air quality and the associated health outcomes should improve more generally across Dorset.

In this AQAP we outline how we plan to effectively tackle air quality issues within our control. However, we recognise that there are a large number of air quality policy areas that are outside of our influence (such as vehicle emissions standards agreed in Europe), but for which we may have useful evidence, and so we will continue to

³ Defra. Abatement cost guidance for valuing changes in air quality, May 2013

work with regional and central government on policies and issues beyond Dorset Council's direct influence.

Responsibilities and Commitment

This AQAP was prepared by the Environmental Protection Team of Dorset Council, in association with Air Quality Consultants Ltd, with the support and agreement of the following officers and departments:

Team Leader Environmental Protection, Dorset Council

Service Manager Environmental Protection

Service Manager for Spatial Planning Economic Growth and Infrastructure, Dorset Council

Route Manager, National Highways

Technical Lead for Air Quality, National Highways

Healthy Places Project Coordinator, Public Health Dorset

Transport Planning Manager, Dorset Council

Transport Planning Officer, Dorset Council

This AQAP will be taken to relevant Committees for approval once the consultation has been completed.

This AQAP will be subject to an annual review, and appraisal of progress. Progress each year will be reported in the Annual Status Reports (ASRs) produced by Dorset Council, as part of our statutory Local Air Quality Management duties.

If you have any comments on this AQAP please send them to Janet Moore at:

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Telephone: 01305 221000

Email: aqap@dorsetcouncil.gov.uk

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Appendix A: Response to Public Consultation

Appendix B: Reasons for Not Pursuing Action Plan Measures

Appendix C: Assessment of Air Quality in Chideock 2019

Appendix D: Defra Approval Report and Appraisal

1. Introduction

This report outlines the actions that Dorset Council, in collaboration with National Highways, will deliver between 2022 and 2027 in order to reduce concentrations of air pollutants and exposure to air pollution in Chideock; thereby positively impacting on the health and quality of life of residents and visitors to the area.

It has been developed in recognition of the legal requirement on the local authority to work towards Air Quality Strategy (AQS) objectives under Part IV of the Environment Act 1995 and relevant regulations made under that part and to meet the requirements of the Local Air Quality Management (LAQM) statutory process. The Air Quality Management Area (AQMA) has been declared as a result of exceedances of the annual mean nitrogen dioxide (NO₂) objective and is situated along the A35 in Chideock, which is a road managed by National Highways. National Highways has been fully involved in the update of this Air Quality Action Plan (AQAP).

This Plan will be reviewed every five years at the latest and progress on measures set out within this Plan will be reported on annually within Dorset Council's air quality ASR.

2. Summary of Current Air Quality in Dorset

Under Part IV of the Environment Act 1995, Local Authorities are required to review and assess air quality in their areas and to report annually against air quality objectives for specified pollutants of concern, to Defra. For each air quality objective in the Regulations, local authorities have to consider whether the objective is likely to be achieved. Where it appears likely that the air quality objectives are not being met, the authority must declare an AQMA. Following the declaration of an AQMA, the authority must then develop an AQAP which sets out the local measures to be implemented in pursuit of achieving the air quality objectives. Prompted by the Review and Assessment process, AQMAs have been declared in Chideock in 2007, and High East Street, Dorchester in 2009. In Dorchester, the annual mean objective for NO₂ has been met at all monitoring locations both within and outside of the AQMA since 2015. There are, however, monitoring locations with concentrations within 10% of the annual mean objective of 40µg/m³ and to date, although this AQMA has not been revoked, it is likely to be revoked based on further monitoring. For this reason, Dorchester is not explicitly included in this Action Plan, but will benefit from wider measures included in this plan.

It should be noted that at present, air pollution policy is mainly driven by exceedances of the NO₂ annual average objective or limit value, although the greater health impact of PM_{2.5} is acknowledged. This is because at present the legal limits for PM_{2.5} are higher than the World Health Organization's (WHO) health-based guideline limit and are met in most places in the UK. However, as the WHO recognises, the health evidence shows that there is no safe level of PM_{2.5}, so any concentration-based target for PM_{2.5} does not fully reflect the health evidence. Measures to reduce NO₂ will also largely reduce traffic related PM, although measures are likely to be focussed on traffic related sources only.

2.1 Air Quality in Chideock

The AQMA has been declared along the A35, due to exceedances of the annual mean NO₂ air quality objective, with the main source of emissions being from road traffic, which is exacerbated by the gradient at this location (thus increasing acceleration), by congestion (increasing stop start traffic) and also to some extent by

the canyon-like nature of the road (i.e. properties close to the carriageway resulting in reduced dispersion at the building facades).

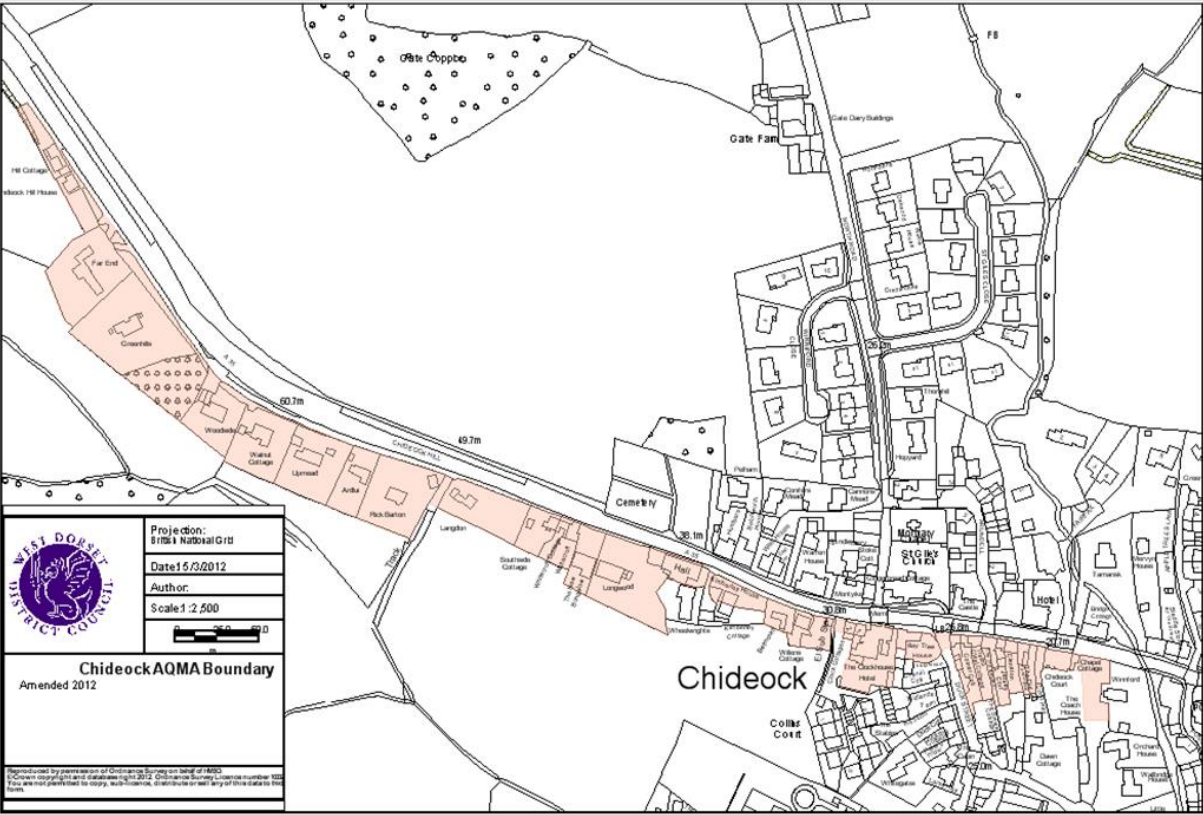


Figure 1: Chideock AQMA 2012 boundary

Further modelling work was undertaken by Air Quality Consultants (AQC) on behalf of the Council in 2018. This concluded that the annual mean NO₂ objective was being exceeded at approximately 25 out of the 67 properties modelled alongside the A35 in Chideock in 2017. Although concentrations will have changed since 2017, Figure 2 shows the modelled area of exceedance (red and purple represent exceedances of the objective with orange being close to the objective) at the time which the modelling was undertaken.

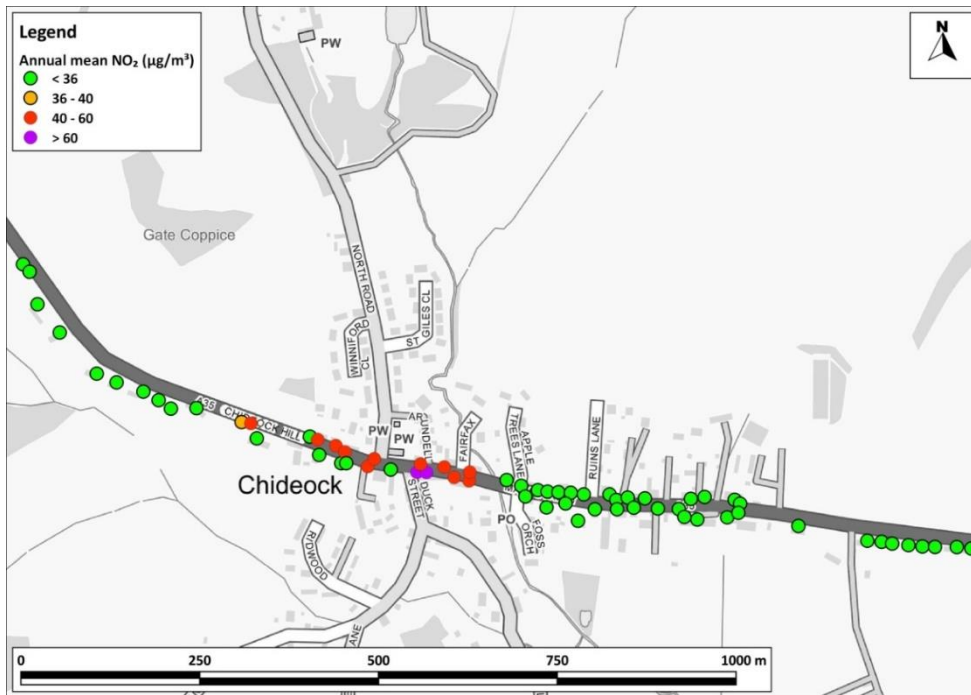


Figure 2: Modelled Annual Mean Nitrogen Dioxide Concentrations ($\mu\text{g}/\text{m}^3$) in 2017 at Ground-Floor Level

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Since the modelling work was undertaken, further monitoring has been undertaken at a number of locations along the A35. This monitoring suggests that concentrations are reducing, however, there are still exceedances at properties to the west of the village centre, where the road is on a gradient and there are properties very close to the road.

Table 1 shows the monitored data for diffusion tube sites in Chideock between 2013 and 2021. The current data suggest that exceedances of the annual mean NO_2 objective are now confined to diffusion tube W39 – Hill House. It should be noted that 2020 and 2021 data should be treated as indicative - a significant reduction in traffic was monitored using the A35 due to restrictions on travel as a result of the COVID-19 pandemic.

Table 1: Summary of Nitrogen Dioxide (NO_2) Monitoring (2013-2021), Chideock ($\mu\text{g}/\text{m}^3$)

| Site No. | Location | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 ^a | 2021 ^b |
|------------|--------------|-------------|------|------|-------------|-------------|------|------|-------------------|-------------------|
| W32 | Hope Cottage | 19.5 | 26.8 | 16.8 | 19.7 | 23.0 | 19.9 | 17.2 | 10.4 | 12.1 |
| W34 | Duck Street | 42.9 | 36.7 | 36.7 | 47.7 | 41.9 | 38.0 | 36.4 | 20.2 | 22.1 |

| | | | | | | | | | | |
|------------------|--------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|------|------|
| W35 | George Inn | 27.2 | 26.2 | 23.1 | 25.5 | 28.2 | 24.2 | 19.5 | 12.9 | 13.5 |
| W36 | Village Hall | 45.4 | 41.8 | 39.2 | 47.8 | 40.9 | 39.2 | 38.7 | 21.8 | 23.2 |
| W37 | Whitcroft | 55.3 | 53.0 | 50.0 | 58.9 | 56.5 | 57.2 | 52.5 | 30.0 | 32.2 |
| W38 | Warren House | 29.4 | 25.6 | 23.4 | 27.0 | 26.7 | 24.8 | 23.8 | 13.7 | 15.2 |
| W33 | Greenhills | - | - | - | 20.5 | 17.9 | 18.4 | 19.0 | 10.4 | 11.0 |
| W39 | Hill House | - | - | - | - | - | 97.7 | 80.2 | 35.1 | 35.5 |
| Objective | | 40 | | | | | | | | |

^a 2020 data will be affected by the Covid 19 pandemic restrictions on travel

^b 2021 data will be affected by the Covid 19 pandemic restrictions on travel



Figure 3: Location of Dorset Council Nitrogen Dioxide Monitoring in Chideock

In addition to these long-term monitoring locations, National Highways have also undertaken some monitoring within Chideock, at eight locations, in order to assess the impacts of the speed limit reduction trial. Annual mean NO₂ concentrations at each of the sites is included in Table 2 and Figure 3 below.

Table 2: Summary of National Highways Nitrogen Dioxide (NO₂) Monitoring (2019-2021), Chideock (µg/m³)

| Site No. | Relevant exposure? | Location | 2019 | 2020 ^a | 2021 ^b |
|-------------------------------------|--------------------|-------------------|-------------|-------------------|-------------------|
| H1 | No | Duck St Sign | 22.7 | | 16.9 |
| H2 | Yes | Bay Tree House | 32.3 | | 21.9 |
| H3 | No | Willens Cottage | 34.1 | | 22.3 |
| H4 | Yes | Village Hall | 46.1 | | 27.3 |
| H5 | Yes | Southside Cottage | 46.3 | | 29.2 |
| H6 | No | Langdon | 75.6 | | 39.9 |
| H7 | No | Yew Tree House | 48.1 | | 35.9 |
| H8 | Yes | The Clock | 46.0 | | 27.2 |
| Objective (µg/m³) | | | 40 | | |

^a 2020 data will be affected by the Covid 19 pandemic restrictions on travel

^b 2021 data will be affected by the Covid 19 pandemic restrictions on travel



Figure 3: Location of National Highways Nitrogen Dioxide Monitoring in Chideock

This AQAP focuses on Chideock with measures to reduce emissions on the A35. Although the focus of the LAQM regime is to achieve the air quality objectives at hotspot locations such as in Chideock, it is also recognised that in order to improve the health of residents more widely, a reduction in emissions of both NO₂ and particulate matter (PM)⁴ more widely across the Dorset Council area would have greater benefit. Exposure to air pollution over a period of years is thought to be the strongest driver of health impacts. However, current legislation and policy do not deal with exposure effectively. Exceedances of targets, such as air quality objectives, provide the clearest means of communication but do not reflect the evidence that there is no “safe” level for air pollutants such as PM_{2.5} and probably NO₂. This AQAP therefore not only provides actions specific to Chideock, but also provides more strategic measures to ensure that emissions gradually reduce across Dorset which should ensure that AQMAs are not required in the future.

⁴ PM is made up of small airborne particles, with PM₁₀ specifically particulate matter less than 10 micrometres in aerodynamic diameter and PM_{2.5} particulate matter less than 2.5 micrometres in aerodynamic diameter. In terms of health effects, the larger fractions of PM₁₀ are thought to be able to penetrate into the upper airways, while PM_{2.5} can penetrate deeper into the lungs. Both contain much smaller particles which, although they have very little mass, are far more numerous and can penetrate all areas of the lungs and even pass into the bloodstream

3. Dorset Council's Air Quality Priorities

3.1 Public Health Context

Air pollution is a major public health risk ranking alongside cancer, heart disease and obesity. A review by the World Health Organisation concluded that long-term exposure to air pollution reduces life expectancy by increasing the incidence of lung, heart and circulatory conditions. The Department of Health and Social Care's advisory Committee on the Medical Effects of Air Pollutants (COMEAP) have recently estimated that long-term exposure to man-made air pollution in the UK has an annual impact on shortening lifespans, equivalent to 28,000 to 36,000 deaths (COMEAP, 2018). Poor air quality can affect health at all stages of life. Those most affected are the young and old. In the womb, maternal exposure to air pollution can result in low birth weight, premature birth, stillbirth or organ damage. In children there is evidence of reduced lung capacity, while impacts in adulthood can include diabetes, heart disease and stroke. In old age, a life-time of exposure to air pollution can result in reduced life-expectancy and reduced wellbeing at end of life. There is also emerging evidence for a link between air pollution and an acceleration of the decline in cognitive function (Department for Environment, Food and Rural Affairs, 2019).

Deprived communities are more likely to experience adverse health effects from poor air quality because they are more exposed to air pollution, for example, by being close to major roads (Defra and DfT, 2017). They are less likely to live close to well-maintained green spaces associated with lower levels of air pollution, increased physical activity, and improved mental wellbeing (Public Health England, 2014). However, air quality can also be poor in areas that are generally considered affluent. The majority of health evidence relates to particulate matter (PM), but there is also evidence associating NO₂ with health effects, including premature deaths (COMEAP, 2018).

This Action Plan complements work underway on public health. Public Health Dorset have drafted a Joint Strategic Needs Assessment (JSNA) which is being used to support Dorset Council and Bournemouth, Christchurch and Poole (BCP) Health & Wellbeing Boards to identify key issues and develop their Joint Health and Wellbeing Strategies in response to these. The data repository which supports the JSNA is available at <https://www.publichealthdorset.org.uk/intelligence/risks/air-quality.aspx>

with links to online data sources. Dorset Joint Health and Wellbeing Strategy 2016-2019 focuses on three priorities: reducing inequalities; promoting healthy lifestyles and preventing ill health; and working better together to deliver prevention and early intervention.

3.2 Planning and Policy Context

3.2.1 South West Peninsula Route Strategy

Route Strategies are a new approach to investment planning for the strategic road network. They describe the challenges and opportunities, both now and in the future, for each route and take account of local priorities for growth as well as balancing national and local needs on the network.

The South West Peninsula Route Strategy recognises the A35 as an area of congestion especially associated with key tourist destinations. It identifies that planned growth in the Bournemouth, Honiton and Weymouth areas may lead to constraints because of the existing infrastructure's ability to cope with increased demand. Congestion and delay along the A35 including Chideock is expected to increase, in particular on the areas of single carriageway (such as those through Chideock), with the effects being felt more prominently during summer holiday periods which may impact on the tourist industry. The report also says that issues at Chideock will be exacerbated by increased traffic along the route. The findings of the Route Strategies have informed National Highways's first Strategic Road Network Initial report which has been consulted on, and in turn will feed into decision making on the next Road Investment Strategy.

3.2.2 Road Investment Strategy 2 (RIS2)

In 2014, the Government reformed the way that England's strategic roads were funded and managed. National Highways was established as the steward of the strategic road network (SRN), with a remit to operate, maintain, renew and enhance motorways and main 'A' roads to the benefit of road users, people who live next to or depend on the network, and the natural, built and historic environment. Government committed to a five-year funding settlement, the first Road Investment Strategy (RIS1), which allowed National Highways and its supply chain to plan their work efficiently and to deliver the scale of improvements planned to the network. RIS1 invested £17 billion in strategic roads – not only in upgrades, but in maintenance and

measures to address the effects that old roads have on nearby communities. This second Road Investment Strategy (RIS2) sets a long-term strategic vision for the network. With that vision in mind, it lists planned enhancement schemes; and sets out the funding that will be available during the second Road Period (RP2), covering the financial years 2020/21 to 2024/25. In total, RIS2 commits the Government to spend £27.4 billion during RP2. Some of this will be used to build new road capacity, but much more will be used to improve the quality and reduce the negative impacts of the existing SRN, so that every part of the country will benefit. RIS2 has been developed on the back of an extensive round of public engagement and consultation, research and evidence gathering begun in 2016.

RIS 2 includes a new study to look at routing from the M4 to Dorset Coast. It is recognised that there are few north-south connections across the South West of England. The present strategic road for this area is a mixture of the A36 and A46, via Bath, Warminster and Salisbury. Local authorities in the area have suggested that there is a strategic case for adopting an alternative corridor – the A350 – as the main strategic route for the area; and then beginning a coordinated programme of upgrades to provide a high-quality route linking the M4 to the Dorset Coast including Bournemouth and Poole, with its economically-important port facilities. This raises a number of related questions, which will be considered together as part of a strategic study. It is anticipated that this study will identify which corridor provides the main strategic route for the area; may recommend the trunking and de-trunking of key routes; and may identify priority investments in the area that can be taken forward. Over the long term, this may affect strategic journeys in this region.

3.2.3 Local Transport Plan

The third Local Transport Plan for Bournemouth, Poole and Dorset, published in 2011, sets out the long-term goals, strategy and policies for improving transport in the area over the fifteen year period from 2011 to 2026. The LTP3 covers all modes of transport (including walking, cycling, public transport, car based travel and freight), the management and maintenance of the highway network, and the relationships between transport and wider policy issues such as the economy, environment, air quality, climate change, health and social inclusion.

There are a number of policies which are of relevance to air quality, and the document recognises that “*The immediate focus for the LTP3 strategy will be to*

reduce levels of pollution in the four currently declared Air Quality Management Areas back to acceptable levels And will help to identify potential problem areas at an early stage, and reduce the likelihood of further AQMAs being declared....”

Policy F-5 states that:

The authorities will work with Environmental Health Officers to monitor, manage, and mitigate the impacts of noise and air pollution from transport, with a focus upon maintaining them within acceptable levels by: Ensuring effective Air Quality Action Plans are maintained for all Air Quality Management Areas

Policy C-1

The authorities will maximise opportunities for collaborative working, including with neighbouring authorities, to ensure that the transport network and associated assets are adequately managed and maintained to an appropriate and safe condition through effective Asset Management, which:

- i. focuses on the long term outcomes of providing a fully sustainable highway network with reduced costs and environmental impacts*
- ii. incorporates maintenance programmes assessed against their impacts on waste, carbon emissions, noise and air quality,....*

The LTP also recognises, that, where alternative modes of transport are not feasible (including in the more rural areas), the use of alternative fuel vehicles could have a positive contribution to reducing carbon emissions and improving air quality, for example in Policy F-3

The authorities will support the uptake of new low carbon vehicle technology, and support its development by local innovative businesses to stimulate the Green Knowledge Economy. Requirements for the installation of charging points and /or the allocation of car parking spaces for electric vehicles in new development will be encouraged in Local Development Documents.

3.2.4 Local Planning Policy

West Dorset District Council and Weymouth & Portland Borough Council prepared a joint Local Plan. The adopted Local Plan forms the main basis for making decisions on planning applications. The Local Plan sets out a long term planning strategy for

the area and includes detailed policies and site proposals for housing, employment, leisure and infrastructure up to 2031.

Under Policy Env16, Amenity, the Local Plan recognises that:

Air pollution may be caused by industrial processes (including the use of biomass boilers and combined heat and power plants) or through local traffic generation, and may be exacerbated by local microclimatic factors. The councils may ask for an air quality assessment if there is reason to believe that the development would give rise to a significant change in air quality (either individually or cumulatively with other planned development). Particular caution will be exercised in or close to designated Air Quality Management Areas, and due regard had to any air quality action plan. For example, the action plan for Chideock AQMA suggests that further development within the designated area should be limited.

Proposals for development should be designed to minimize their impact on the amenity and quiet enjoyment of both existing residents and future residents within the development and close to it. As such, development proposals will only be permitted provided.... They do not generate unacceptable pollution, vibration or detrimental emissions unless it can be demonstrated that the effects on amenity and living conditions, health and the natural environment can be mitigated to the appropriate standard.

The council has begun work on a new Dorset-wide Local Plan. The initial evidence gathering and review of former district/borough local plans were consulted on in early 2021 and outlines the strategy for meeting the needs of the area such as housing, employment, and community services including schools, retail, leisure and community facilities. It directs development to the most suitable locations near to existing facilities, and detailed policies promote high quality development that respects and enhances the character of each area. The plans also protect Dorset's natural environment and contributes towards the mitigation and adaptation to climate change. The following timescales for delivery of the new Local Plan have been set out; publication of the draft local plan for comment in Autumn/ Winter 2021, with adoption of the Local Plan in Spring 2023. Where possible, information and evidence gathered as part of the review of the former District Council local plans is being used to inform the new Dorset Local Plan. The draft Local Plan has the following policy:

ENV12: Pollution control

Development proposals which will cause unacceptable on- or off-site risk or harm to human health, the natural environment or living conditions, either individually or cumulatively, will not be permitted. Development should:

I avoid harmful environmental impacts and health risks for both new and existing development arising from soil, air, water, or land pollution. In particular, impacts on the National Site Network must be avoided, satisfactorily mitigated and, if necessary, compensated in accordance with policy ENV2;

II where impacting on an Air Quality Management Area, avoid or mitigate its impact through positively contributing towards the implementation of measures to address the air quality issue including through the provision of green infrastructure and through building design and layout;

3.2.5 Climate Change

In May 2019, one of the first actions of the newly formed Dorset Council was to declare a Climate Emergency, acknowledging that the Council needs to act on the causes and impacts of climate change. In November 2019, this was updated to a Climate and Ecological Emergency so that the protection and enhancement of Dorset's natural environment and wildlife biodiversity is also considered in the climate emergency mitigation work. To monitor and guide this work, Dorset Council formed the Climate Change and Ecological Emergency Executive Advisory Panel, which is made up of elected members from different political parties. The Panel is responsible for gathering information and working with officers to make recommendations to Dorset Council's Cabinet on actions that will help mitigate against climate change. Dorset Council has committed to becoming a carbon-neutral Council by 2040, and work with organisations and residents to help Dorset become a carbon-neutral County by 2050.

In July 2020, a draft Climate and Ecological Emergency Strategy was produced. This presents eight key areas for action to ensure that the Council changes the way it delivers services. The Council have placed the Climate and Ecological Emergency at the heart of their Corporate Plan. This strategy document provides a framework for services to integrate the response to the climate emergency into their planning⁵.

⁵ Further information is available at <https://www.dorsetcouncil.gov.uk/emergencies-severe-weather/climate-emergency/climate-ecological-emergency-strategy/climate-economical-emergency-action-plans/making-it-happen-action-plan.aspx>

These actions will help ensure that Dorset council, adheres to the above commitments to become a carbon neutral council by 2040 and county by 2050.

The Strategy document is supported by a number of specific Action Plans, which include those for Transport, Renewables and Buildings (which are particularly relevant for this Air Quality Action Plan), as well as others on Waste, Food etc. Specific actions are wide ranging and include those to increase the share of electric vehicles in the fleet, provision of infrastructure to facilitate this, ensuring the new Local Plan facilitates a move to low carbon transport, sustainable transport and low carbon energy provision, encouraging behaviour change to walking and cycling, and maximising opportunities for renewable energy, including retrofitting existing building stock.

Low Carbon Dorset is a five year programme of activities to help stimulate growth in Dorset's low carbon economy and reduce the county's footprint. Funded by the European Regional Development Fund (ERDF), the programme is run by Dorset Council and the Dorset Area of Outstanding Natural Beauty (AONB). The programme aims to help improve energy efficiency, increase the use of renewable energy, and aid the development of new low carbon products by providing free technical advice and financial support to local business, community and public sector organisations to deliver carbon reduction projects in Dorset.

3.3 National Policy Context

3.3.1 Air Quality Strategy

The Air Quality Strategy (Defra, 2007) published by the Department for Environment, Food, and Rural Affairs (Defra) and Devolved Administrations, provides the policy framework for air quality management and assessment in the UK. It provides air quality standards and objectives for key air pollutants, which are designed to protect human health and the environment. It also sets out how the different sectors: industry, transport and local government, can contribute to achieving the air quality objectives. Local authorities are seen to play a particularly important role. The strategy describes the LAQM regime that has been established, whereby every authority has to carry out regular reviews and assessments of air quality in its area to identify whether the objectives have been, or will be, achieved at relevant locations, by the applicable date. If this is not the case, the authority must declare an AQMA,

and prepare an action plan which identifies appropriate measures that will be introduced in pursuit of the objectives.

3.3.2 Clean Air Strategy 2019

The Clean Air Strategy (Defra, 2019a) sets out a wide range of actions by which the UK Government will seek to reduce pollutant emissions and improve air quality. Actions are targeted at four main sources of emissions: Transport, Domestic, Farming and Industry.

3.3.3 Reducing Emissions from Road Transport: Road to Zero Strategy

The Office for Low Emission Vehicles (OLEV) and Department for Transport (DfT) published a Policy Paper (DfT, 2018) in July 2018 outlining how the government will support the transition to zero tailpipe emission road transport and reduce tailpipe emissions from conventional vehicles during the transition. This paper affirms the Government's pledge to end the sale of new conventional petrol and diesel cars and vans by 2040, and states that the Government expects the majority of new cars and vans sold to be 100% zero tailpipe emission and all new cars and vans to have significant zero tailpipe emission capability by this year, and that by 2050 almost every car and van should have zero tailpipe emissions. It states that the Government wants to see at least 50%, and as many as 70%, of new car sales, and up to 40% of new van sales, being ultra-low emission by 2030.

The paper sets out a number of measures by which Government will support this transition, but is clear that Government expects this transition to be industry and consumer led. The Government has since announced that the phase-out date for the sale of new petrol and diesel cars and vans will be brought forward to 2030 and that all new cars and vans must be fully zero emission at the tailpipe from 2035. If these ambitions are realised then road traffic-related NO_x emissions can be expected to reduce significantly over the coming decades.

3.4 Source Apportionment

A source apportionment exercise was carried out by West Dorset District Council (as was) in 2019 as part of the previous modelling study. The total concentration of a pollutant comprises contributions from explicit local emission sources such as roads, and elements that are transported into an area by the wind from further away. If all

the local sources were removed, all that would remain is that which comes in from further away; it is this component that is called 'background'. The overall contribution made by emissions of nitrogen oxides from vehicles, which includes both nitric oxide and NO₂, to measured NO₂ concentrations depends on a number of factors, including; how the different species react in the atmosphere, in particular the reaction of nitric oxide with ozone, and the amount that is emitted directly as NO₂ (primary NO₂). Figure 4 shows the contribution from different vehicle types to NO₂ concentrations including background at modelled receptors. At all of the locations in Chideock, the largest proportion of emissions is from cars, followed by Light Goods Vehicles (LGVs). Although it is acknowledged that this modelling is based on information from 2017, the same overall picture is still relevant.

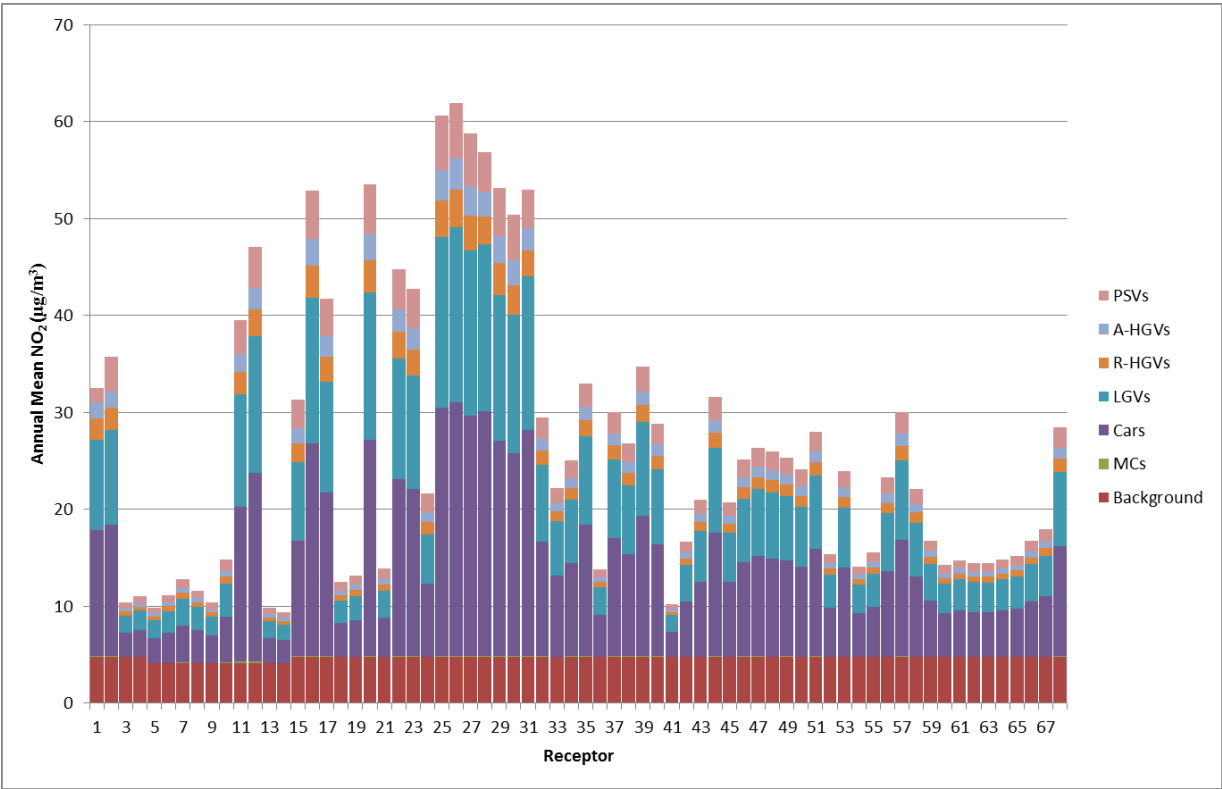


Figure 4: Contributions of Different Sources to Total Predicted Annual Mean Nitrogen Dioxide Concentration (µg/m³) at Each Receptor in 2017

3.5 Required Reduction in Emissions

The degree of improvement needed in order for the annual mean NO₂ objective to be achieved is defined by the difference between the highest measured or predicted concentration and the objective level (40 µg/m³).

In terms of describing the reduction in emissions required, it is more useful to consider nitrogen oxides (NO_x). The required reduction in local nitrogen oxides emission has been calculated in line with guidance presented in LAQM.TG16 (Defra, 2018). Table 3 sets out the required reduction in road emissions of NO_x that would be required at each of the receptor locations where an exceedance is predicted, in order for the annual mean objective to be achieved.

The highest NO₂ concentration has been predicted at Receptor 26 (61.9 µg/m³), requiring a reduction of 21.9 µg/m³ in order for the objective to be achieved. Table 3 shows that at this receptor a reduction of 57.8 µg/m³ in NO_x emissions would be required in order to achieve the objective. This equates to a reduction of 44.4 % in local road traffic emissions at this receptor location.

Table 3: Improvement in Annual Mean Nitrogen Dioxide Concentrations and Nitrogen Oxides Concentrations Required in 2017 to Meet the Objective

| Receptor | Required Reduction in Annual Mean NO ₂ | | Required Reduction in Road NO _x Emissions | |
|----------|---|--------------------------------------|--|-------------------------------------|
| | µg/m ³ | % of total predicted NO ₂ | µg/m ³ | % reduction in road NO _x |
| 12 | 7.1 | 17.6 | 17.5 | 19.2 |
| 16 | 12.8 | 32.1 | 32.6 | 31.1 |
| 17 | 1.8 | 4.4 | 4.3 | 5.6 |
| 20 | 13.5 | 33.7 | 34.3 | 32.2 |
| 22 | 4.8 | 12.0 | 11.8 | 14.0 |
| 23 | 2.7 | 6.9 | 6.7 | 8.5 |
| 25 | 20.6 | 51.6 | 54.2 | 42.8 |
| 26 | 21.9 | 54.8 | 57.8 | 44.4 |
| 27 | 18.7 | 46.9 | 48.9 | 40.3 |
| 28 | 16.8 | 42.1 | 43.5 | 37.6 |
| 29 | 13.1 | 32.8 | 33.4 | 31.6 |
| 30 | 10.4 | 25.9 | 26.1 | 26.5 |
| 31 | 12.9 | 32.3 | 32.9 | 31.2 |

3.6 Key Priorities

Based on the evidence provided above, the following issues need to be considered when deciding on which measures are likely to be effective:

- The majority of emissions arise from cars and LGVs;
- There is no decipherable contribution from point sources or industry;
- There is a small contribution from buses and HGVs;
- Congestion and delay are expected to increase (according to the South West Peninsula Route Strategy and in the short term as the restrictions on foreign travel mean more people will be holidaying in the UK); and
- At some isolated locations (e.g. at N14), exceedances of the objective are considerable and are unlikely to be resolved in the next few years.

Because of the above points it is going to be very difficult to implement a measure which will have a large enough impact to improve the situation sufficiently to achieve the objective within the timescale of this plan. A number of measures have been discussed within the Action Planning process, anything implemented will need to be proportionate to the issue which has been identified, which is a very localised issue in relation to a handful of properties in Chideock, which are located close to the road on the steeper part of the hill west of the village. Notwithstanding the aim to achieve the air quality objectives within Chideock, it is recognised that a general reduction in emissions of air pollutants will benefit the health of the population. The following sections outline measures which will be implemented, and those which require further investigation. Appendix B includes measures which have been discussed and discounted (and the reasons for being discounted).

4 Development and Implementation of Dorset Council AQAP

4.1 Consultation and Stakeholder Engagement

In updating this AQAP, we have worked with other local authorities, agencies, businesses and the local community to improve local air quality. Schedule 11 of the Environment Act 1995 requires local authorities to consult the bodies listed in Table 4. There is ongoing engagement with National Highways, the Parish Council and with the local MP. This document has been consulted on as per Chapter 6 of the LAQM Policy Guidance PG.16.

The response to our consultation stakeholder engagement is given in Appendix A with specific comments from Chideock Parish Council and Weymouth Town Council. Concerns raised are acknowledged and where relevant have been addressed in the plan.

Table 4: Consultation Undertaken

| Yes/No | Consultee |
|--------|---|
| Yes | the Secretary of State |
| Yes | the Environment Agency |
| Yes | the highways authority (both Dorset and National Highways) |
| Yes | all neighbouring local authorities |
| Yes | other public authorities as appropriate, such as Public Health officials |
| Yes | bodies representing local business interests and other organisations as appropriate |

4.2 Steering Group

Although a formal steering Group was not set up specifically to take this Action Plan revision forward, a number of meetings have been held which have included National Highways (both the route manager covering the A35 and the Air Quality Technical Lead), Public Health Dorset colleagues, planning team, and Dorset Council transport planners. The meetings have involved setting out the background to the air quality issue in Dorset, the process of the Action Plan, work undertaken on air quality

(modelling work completed for Chideock in 2019) and gaining input and insight into existing and future policy measures within Dorset and how these may assist in the implementation of measures within this Plan (and vice versa). Some discussions around the evaluation of the measures included were also held. National Highways are key to the implementation of the transport measures for the A35 within the plan, and their input is paramount to the success of this plan. However, as the aim is for wider collaboration and reductions in emissions more generally across the county, public health, transport, planning and climate change colleagues have also been invaluable in the drafting of the plan. The officers involved will continue to be fully involved, and consulted on as the process continues, through comment on this draft report, and following a wider consultation.

5 AQAP Measures

5.1 National Highways

Chideock has a long running air quality issue which has been given attention in recent years by both the Council and by National Highways, both of which have engaged with communities and elected leaders to explore air quality mitigation options. A number of measures have been investigated as discussed below.

Initially, alternative routes for HGV traffic from ports to the south west was considered in 2013/14. National Highways commissioned a comparison of advantages/disadvantages to HGVs travelling between Southampton and Honiton using the A303 against the A35. The trial showed that whilst the A303 route was longer, the journey times were very similar and there were potential reliability benefits and fuel cost savings to HGVs using the A303. This was presented in the format of an article published in the Road Haulage Association and Freight Transport Association E-newsletters. It is not known if or how many hauliers changed routes. It should also be noted that the HGV fleet is now significantly cleaner than in 2014 and a very significant proportion of the HGV fleet is now Euro VI compliant and so the emissions from such vehicles will represent a smaller proportion of NO₂ emissions at Chideock as demonstrated in section 3.4.

In 2018 National Highways investigated an approach for alternate direction single lane traffic flows, which have the potential to smooth traffic flow and by changing the carriageway to a single lane moves the source of pollutants a greater distance away from the properties. The modelling showed that this proposed scheme would lead to unacceptable levels of congestion. Average queue lengths were estimated to be over 4km in both the eastbound and westbound directions with associated increases in travel times of 467% in the eastbound and 373% in the westbound direction.

CCTV footage was collected from 20th to 30th August 2018 (peak holiday season) for the section of the A35 with highest concentrations of NO₂. Key observations from this CCTV survey were that HGVs do not appear to be causing significant delay when travelling up hill, and vehicles turning right into Duck Street did not cause significant congestion. Buses stopping at the bus stop were seen to cause significant delay on a regular basis (they were stopping for approximately 1 minute on average).

However, the causes of the most significant traffic were not captured by the CCTV cameras as they were not visible within the study area.

A trial speed reduction scheme has been implemented. The 30 mph section in Chideock was extended in September 2019 (in order to try and reduce acceleration between different speed limit areas). Baseline monitoring (i.e. monitoring in the AQMA before the trial of the 30 mph limit) was undertaken using a network of diffusion tubes, although this would have limited ability to demonstrate outcomes, particularly as traffic has been influenced by restrictions on travel due to the Covid pandemic. Surveys were also undertaken looking directly at emissions from vehicles before and after the change.

Installation of mechanical ventilation on affected properties has also been investigated in terms of its feasibility and efficacy to improve exposure to pollutants for residents. The cost would be significant and the measure was also not deliverable in existing properties.

There have been calls for a bypass in Chideock for many years. This measure would need to be a Government decision through the Road Investment Strategy. The second Road Investment Strategy does not include a bypass in this location, and therefore this option would not be funded in the next five years. A bypass would have the greatest impact in terms of reducing air quality concentrations, but it is unlikely that it could be implemented in a time frame which would bring forward achievement of the objectives, and could be argued that it is not proportionate to an air quality issue which is now affecting only a handful of properties.

Charging zones have also been investigated. National Highways have not been given an option to implement charging zones on the Strategic Road Network and as such this measure has been discounted at this stage.

Eco barriers (green screens etc.) have also been considered, but properties are too close to the road for them to physically fit them in on the pavement. In addition, a report published by AQEG in 2018⁶ concluded that *For dispersion, locally (tens to hundreds of square metres) the planting of trees may enhance or reduce dispersion; this redistributes pollution but does not remove it. Where vegetation acts as a barrier*

⁶ Report can be found at https://uk-air.defra.gov.uk/assets/documents/reports/cat09/1807251306_180509_Effects_of_vegetation_on_urban_air_pollution_v12_final.pdf

close to a source, concentrations immediately behind the barrier owing to that source are reduced typically by a factor of about 2 relative to those which would occur without the barrier, whereas on the source side of the barrier concentrations are increased.

5.2 Dorset County Council

Through the Local Transport Planning process, over the time period of the previous Air Quality Action Plan, Dorset County Council (as was previously), in partnership with West Dorset District Council (as was) delivered the following large scale schemes:

- LSTF Large Joint Project (£12.1m) – This project provided an integrated package of sustainable transport measures, along the main east-west corridor (incorporating the A35) through the three local authority areas. The package was implemented and marketed as “Three Towns Travel” (3TT), and has delivered enhanced local bus, rail, walking and cycling improvements, through a combination of targeted infrastructure, service and operational improvements. Delivery was completed in March 2015.
- Better Bus Area Fund (£3.4m) – This South East Dorset-wide initiative delivered a package of targeted measures to build upon the momentum of significant patronage growth in the conurbation (the UK-highest outside of London).
- LSTF Sustainable Access to Employment (£570,000) – In 2015, Dorset County Council secured LSTF revenue to improve access to jobs through facilitating and promoting sustainable travel at Dorset's three major employment centres; the Portland-Weymouth-Dorchester area, Ferndown Industrial Estate and the Aviation Business Park;
- Office for Low Emission Vehicles (£850,000) – Following competitive bidding in April 2015, the three authorities received a grant from the Government Office for Low Emission Vehicles (OLEV) to install a network of 17 rapid electric vehicle charging points across the Dorset region. The chargers are now operational and are managed by a partnership under the ‘ChargerNet’ brand. The ‘ChargerNet’ rapid charger network ‘plugs the gap’ on the strategic road network between Southampton and Exeter enabling longer distance

journeys and a network of rapid chargers in towns allows motorists to recharge their Electric Vehicles (EVs) once they are in Dorset. The rapid chargers also reassure local businesses that they can purchase and operate EV's for intensive use within Dorset;

- Sustainable travel marketing campaigns – Marketing and promotional campaigns have been carried out utilising the established “Getting About” and “TravelDorset” travel brand to promote sustainable travel options, with a particular focus on active travel choices for shorter commuter trips;
- The Business Travel Network for Bournemouth, Poole and Christchurch, and Dorchester and Weymouth was launched in September 2014. Members include the three main local Hospitals, RNLI, JP Morgan & Bournemouth University. This network promotes sustainable travel choices at workplaces this being complimented by employee-based offers, such as, urban cycle skills training, led cycle rides, Dr Bike sessions and cycle tagging.
- Complimentary to the Business Travel Network the Business Travel Grant funding was awarded to local businesses through the Network to encourage employees to switch commuting modes of transport. These grants resulted in workplace infrastructure such as cycle storage, shower facilities and charge points being provided;
- Workplace cycle challenge –the authorities have delivered six workplace cycle challenges including National Cycle Challenges and localised Ride to Work Week promotions. Over the course of six challenges and promotions so far, 1,204 organisations have been represented with 4,400 individual people taking part, including 1,252 new riders;
- Sustrans Bike It Plus was delivered at a number of Bournemouth and wider Dorset schools, this project proved to be very popular with participating schools and has resulted in a measurable increase in the take up of active travel options, such as, walking, cycling and scooting;
- In partnership with British Cycling, an annual programme of led rides was delivered through the Skyride Local, Breeze Rides and Social Cycle Group rides. This partnership arrangement also delivered a number of “City” Skyrides

which delivered a number of mass participation Skyrides, Criterium race and innovative family cycling “Nightglow” events;

- A Cycle safety “Look Out” campaign was delivered to raise awareness encourage respect between road users. This campaign was delivered utilising a range of media including social media, a variety of on street advertising, bus backs, cycle tags, bill boards and radio; and
- Co-wheels and Co-cars car clubs were launched in Bournemouth, Dorchester and Weymouth, available to the community, local businesses and visitors. Members of the car clubs have access to cars across the town and local district centres.

Table 5 shows the Dorset Council AQAP measures which includes Action 1 specifically for Chideock and a range of more collaborative measures to reduce emissions across Dorset. It contains:

- a list of the actions that form part of the plan
- the responsible individual and departments/organisations who will deliver this action
- expected benefit in terms of pollutant emission and/or concentration reduction
- the timescale for implementation
- how progress will be monitored

5.3 Chideock Parish Council

A meeting was held in February 2022 between members of the Environmental Protection team and representatives from Chideock Parish Council following the consultation on this AQAP. This gave an opportunity for stakeholders to ask the Council direct questions and obtain further clarification on the Plan. Conversely, it provided Dorset Council with a valuable opportunity to hear further location specific measures, in addition to other proposals which one of the councillors had put forward (these are referred to in Appendix B). These measures have been incorporated into Action 1.

5.4 Action Plan Measures

NB: Please see future ASRs for regular annual updates on implementation of these measures.

The following overriding measures are included in this Action Plan, with specific actions included in each one:

Action 1: Continue collaborative work with National Highways and Chideock Parish Council to investigate, and where appropriate implement, direct measures to improve air quality on the A35 in Chideock

As outlined above, a range of measures have been investigated over the last few years by both National Highways and the Council to improve emissions within Chideock. Most recently, a temporary speed limit extension has been implemented (extending the 30 mph speed limit up to the start of the pre-existing National Speed Limit about 200 meters to the west of the AQMA boundary and changing the existing National Speed Limit between Chideock and Morcombelake to a 50mph speed limit). The proposal was to trial the impact on air quality through a temporary reduction of the 40mph zone to 30mph, with the aim of smoothing the speed of traffic and reduction of the acceleration phase close to the properties/receptors in the village. The analysis has shown that whilst highway gradient and traffic volumes are dominant factors in causing high pollutant emissions within the Chideock AQMA, traffic speed can be a contributory factor. To inform the analysis of the impact of the temporary speed limit changes, 'Smogmobile' surveys⁷ were undertaken to provide a snapshot of NO₂ concentrations on the A35 up Chideock Hill, both before and after the introduction of the temporary extended 30mph speed limit. The analysis was complicated by the differences in traffic volumes during the two phases of the surveys. The first survey (before the temporary traffic order was implemented) was carried out in July/August 2019 during the tourist season, whereas the second survey was carried out in October 2019 when traffic flows were approximately 30% lower. However, after making adjustments for the differences in traffic flow, the analysis did indicate that there was some modest and localised air quality benefit in retaining the extended 30mph zone, due to the discouragement of westbound vehicle acceleration

⁷ The Enviro Technology 'Smogmobile' is a mobile air quality laboratory in an all-electric van, fitted with a range of sensors and monitors. It is capable of measuring key pollutants and greenhouse gases, either parked at a static location next to the road, or sampling traffic related emissions whilst being driven on the road. It therefore has the capability of measuring air pollution within the moving traffic stream, and over a predetermined section of highway of interest, at a high temporal resolution.

(where previously vehicles would accelerate from 30mph to 40mph). This served to reduce NO₂ concentrations within this 'acceleration zone', particularly if the 30mph speed limit on Chideock Hill included appropriate measures for compliance. It was noted during the second 'Smogmobile' survey that significant numbers of drivers were ignoring the extended 30mph speed limit, providing evidence that appropriate measures to increase compliance should be implemented.

There is evidence from a CCTV survey undertaken on behalf of National Highways that buses are the cause of some of the congestion, which may cause a greater acceleration as vehicles leave the village. It was noticed that buses stopping at the Chideock Bridge eastbound stop, were causing long queues regularly. This seemed to be due to buses stopping for a long time at the stop, consistently around one minute, and due to the carriageway not being wide enough for other vehicles to overtake the stopped bus when there are vehicles travelling in the opposite direction. It could be possible that this stop is a timing point, a stop where the bus waits in order to stay on schedule, hence why it waits there for an extended period of time. Less frequently, buses stopping at the Village Hall westbound bus stop were seen to cause a similar problem. Although this is likely to be a relatively small contributor to overall emissions. Moving the timing point to one of the other village stops could be an option, however it is likely that as the same issues would arise elsewhere and no benefit would be achieved.

Measures to be taken forward include the following:

- Investigate the feasibility of targeted road signage to reduce traffic through village when congestion is likely;
- Targeted awareness raising campaign for residents on air pollution impacts and how to reduce personal contribution. For example school runs, anti-idling, and domestic sources;
- Promotion of the electric charging points in the village
- Working collaboratively with Chideock Parish Council to implement community led measures.

Funding Sources: National Highways, Dorset Council, Chideock Parish Council.

Cost: no specific budget as local initiatives yet to be identified.

Action 2: Promote Behaviour Change away from Single Occupancy Private Vehicle Use

When considering solutions to reduce the environmental impacts of transport, it is important to first establish what drives transport demand. Access to efficient public transport will be of high importance in reducing demand for cars, including the provision of buses and bus priority measures in urban areas. Achieving change in travel mode choice to active travel can be an effective strategy to manage transport demand and so reduce NO_x (and also PM) emissions. Changes in travel mode may come about through incentivisation, public engagement or a regulatory scheme. Measures to provide information on alternative ways of travelling or encouraging lift sharing can be implemented relatively quickly compared to provision of transport infrastructure or the development and introduction of cleaner vehicles, and in many cases can be a more cost-effective approach.

Dorset Council has a number of strategies and projects aimed at promoting active travel (cycling and walking) and public transport which are largely being implemented through the Transport Action Plan. The largest of these was an award from DfT of £79m through its Transforming Cities Fund (TCF) scheme (jointly awarded with Bournemouth, Christchurch and Poole Council) for a programme of investment across the south east Dorset city region. This grant, plus further money from the councils, local business groups and transport companies has given a total programme budget of £102m. The multi-million-pound TCF investment will fund 78 kms of new cycling and walking routes and use smart technology to provide improved bus travel options and create green travel hubs in south east Dorset, all aimed at offering environmentally friendly, safer and quicker journeys to work, education and leisure. The projects include bus priority at key traffic signal locations and HGV traffic management system at Longham Bridge (to avoid HGVs becoming stuck on this key freight route into/out of the conurbation), the expansion of the current bike share scheme and the introduction of E-bikes across the region (locally and partner funded), improvements to workplace/education sites 'end of trip' facilities, smart ticketing via app, safer routes to schools and bus infrastructure improvements. Although this will not directly impact on A35, this should encourage a significant model shift to active modes of travel, hence reduce emissions of both NO₂ and PM_{2.5} across the south east of Dorset, and influence the wider area.

The Carbon Action Plan for Transport⁸ also contains a number of measures to encourage and enable more walking and cycling through the production of local cycling and walking investment plans, related bids and initiating infrastructure delivery, along with behaviour change through communications, expansion of cycle training and an investigation of the feasibility of bike share schemes in larger settlements, some of which is being delivered through the TCF scheme.

Chideock Parish Council have raised the possibility of an off road pedestrian/ cycle link between Chideock and Bridport, which may have the potential to take some traffic off the road network. The feasibility of this option will be investigated, initially by Dorset Council.

Any measures which reduce traffic and increase walking and cycling will have additional benefits for Greenhouse Gas emissions, for noise, and for improvements in health (from increased activity), hence providing cumulative improvements.

Funding Source: Transforming Cities Fund, Dorset Council, BCP Council, local business groups and transport companies.

Cost: £100 million +

Action 3: Promote the use of Alternatively Fuelled Vehicles

The primary objective of promoting a switch to low emission vehicles is the reduction of carbon and local pollutant emissions from transport. However, this measure does not have additional benefits such as congestion reduction, or increased levels of physical activity that are generated by measures to encourage active travel modes. Provision of suitable infrastructure to support low emission vehicles is critical to their introduction. For commercial vehicle operators, the financial case for investing in electric vehicles is strongly dependent on ensuring high vehicle usage.

Lower emissions from diesel HGV's or buses can also be realised through vehicle retrofit, which usually consists of the installation of an on-board device that allows vehicles to comply with more stringent standards by reducing the emission of pollutants through technical measures. Retrofit measures are usually either Exhaust Gas Recirculation (EGR) or Selective Catalytic Reduction and urea technology (SCR).

⁸ Available at <https://www.dorsetcouncil.gov.uk/emergencies-severe-weather/climate-emergency/documents/action-plans/action-plan-transport.pdf>

In relation to non-diesel or petrol vehicles, the priority will be a switch to electric, which is being taken forward in a number of ways. Charging will be required at destinations (for example, town centres), workplaces and residential locations for those without off-street parking and at rapid charging hub facilities. Where possible, the private sector will be used to install and maintain charging facilities, but there is a role for local authorities to ensure equitable distribution. In December 2020 the Council placed an order to replace five rapid charge points with new 50 kW units (Bridport, Dorchester, Lyme Regis, Weymouth and Wimborne Minster) and in January 2021 commenced with the installation of fast (22 kW) charge points within 18 public car parks (a total of 44 new charging sockets). These will all be privately funded. The charge points, using energy supplied by Statkraft on a 100% renewable energy tariff, will enable drivers to charge their electric vehicles whilst visiting the county's towns.

An Electric Vehicle Charging Strategy is currently being drafted which will outline sites for expansion that are likely to include Country parks, leisure centres and other council owned land and assets. For the Strategic Road Network, rapid chargers are more relevant, with National Highways being responsible for developing charging infrastructure. For residential charge points, Dorset Council will submit an OLEV grant application through Energy Savings Trust. It is recognised that Light Goods Vehicles are seeing a slower uptake in electrification than for cars, and therefore are a sector which are covered in the emerging Electric Vehicle Charging Strategy, through a number of practical actions to support businesses to install workplace charge points for fleet charging, staff use and community charging.

The Dorset Council Transport Action Plan⁹ contains longer term actions (2023 onwards) to encourage the use of ultra low emission public transport vehicles (including taxis), particularly smaller buses and to encourage low carbon freight and logistics (freight strategy to be reviewed and amended by 2022). These longer-term actions are supported.

It is noted, that while a switch to electric will reduce NOx emissions, for PM₁₀ and PM_{2.5} improvements will be much less marked (as PM is also emitted as brake and tyre wear which in some cases with electric vehicles may increase). However,

⁹ Available at <https://www.dorsetcouncil.gov.uk/climate-emergency/transport-action-plan>

improvements in Greenhouse Gas emissions should result from a move to electric vehicles.

In terms of the Council fleet, the Council are aiming to:

- Maximise ultra low carbon vehicle replacement within the Dorset Council fleet and to replace all fleet cars and small vans with battery electric or best possible ULEV alternative by 2025/26;
- Replace all remaining classes of fleet vehicles other than cars or light vans with electric or best possible ULEV alternative by 2030;
- Expand electric vehicle charging points and other ultra-low emission fuel alternatives across the Council property estate; and
- Minimise personal vehicle use for business travel through the introduction of ULEV pool fleet.

Funding Sources and Partners: DfT, Office for Low Emission Vehicles (OLEV), Energy Savings Trust (EST), Section 106 and CIL funding for some EV charging; Dorset Council

Cost: The total cost of providing EV charging infrastructure and greening the Council's operational fleet are hard to estimate. Estimates of the number of charge points required vary and installation costs can range from a few thousand to tens of thousands depending on the costs of connecting to the electrical network and reinforcing the electrical supply if its required. Dorset Council will maximise private investment and use public capital funding to ensure geographical spread of charging infrastructure and the roll out of charge points in areas that are less commercially attractive to private investors.

Action 4: Develop Policies to Support Better Air Quality

There are a number of policies already in place which will help support air quality, which have been outlined in section 1.2. Most of these polices cannot be quantified in terms of the impact on pollutant concentrations at specific locations (which is the aim of this Action Plan), but they will lead to an overall reduction in emissions across Dorset, which in turn will reduce concentrations of both NO₂, PM₁₀ and PM_{2.5} and improve health.

In relation to the planning process, the appropriate regulatory framework is in place to guide new and existing developments to minimise emissions. All new developments are required to implement or support actions that make a positive contribution to improving air quality, for example by reducing travel demand and opening up possibilities for increasing cycling and walking. Air quality assessments for applications are undertaken where air quality is of specific concern.

It is, however, recognised that although current policy is designed to ensure that air quality is considered across Dorset, the policy wording focusses on those applications which impact on AQMAs. This action is therefore to review of current wording of Policy ENV12 in the new Local Plan, to ensure that air quality gains the highest prominence.

Consideration should also be given to a guidance document for developers on air quality, which could take the form of a Supplementary Planning Document (SPD). The aim of the guidance would be to ensure that air quality is considered fully and consistently within the development management process, that developers know what is required of them, and that mitigation, proportionate to the impacts of the development is routinely implemented. Good design principles that will reduce emissions (or exposure) can also be included within the SPD. The planning system could also be used to obtain contributions to air quality mitigation measures. The guidance would cover both the operational effects of development and construction impacts. Emission limits for Non Road Mobile Machinery (NRMM)¹⁰ could also be explicitly included. The scope of the guidance could potentially be broadened to incorporate climate change gas emissions, which is also being dealt with more fully within the updated Local Plan.

In order to support increased knowledge of air quality among planners in advance of the new Local Plan, a workshop will be undertaken with planning officers (development management and planning policy) to increase collective knowledge of the air quality process and discuss how the process of assessing air quality within the planning process is undertaken.

¹⁰ Non-Road Mobile Machinery (NRMM) is a broad category which includes mobile machines, and transportable industrial equipment or vehicles which are fitted with an internal combustion engine and not intended for transporting goods or passengers on roads. NRMM, particularly from the construction sector, can be a significant contributor to air pollution in some locations.

Any actions being implemented to achieve the aim of the Council being carbon neutral by 2040 will also be supported, either in relation to transport, including EV infrastructure implementation, projects to increase the use of renewable energy within homes and council buildings and projects to increase levels of active travel. These are set out within the specific action plans for Transport, Renewables, and Buildings¹¹ and to a lesser extent on other strategies around waste and food which also support the Climate and Ecological Emergency Strategy. These action plans contain specific actions on supporting the change to electric vehicles, including cars, public transport and freight and also ensuring that emissions from fossil fuels used within buildings is reduced, through reducing energy demand and increasing the proportion of renewable energy.

Joint working with public health colleagues will be an ongoing action. Although public health priorities have been redirected to the Covid 19 pandemic in 2020, there are aspirations to work more closely in order to further develop the strategic position on air quality. Within the timeframe of this Action Plan there are likely to be future opportunities for specific projects, for example with schools, or for County wide monitoring. These opportunities will be identified through the current collaborative working arrangements, and where possible, using external funding. Regular meetings with Public Health Dorset will be convened.

Focussing more strategically on policy to improve air quality can also ensure that environmental externalities can be considered at an early stage of the process and not impacted by specific policies.

Funding Source: Mainly from existing budgets. Planning system could generate funding for measures within this Action Plan through s106 contributions from developers.

Cost: no specific budget, as ongoing collaborative work

Action 5: Control Domestic Emissions

Open fires and wood-burning stoves have risen in popularity over recent years. They are now an additional form of heating for many households in both urban and rural areas; for a minority they may be the sole heat source. In addition, there has been a growth of biomass boilers for home heating. This increase in burning solid fuels in

¹¹ These are all available at <https://www.dorsetcouncil.gov.uk/emergencies-severe-weather/climate-emergency/climate-ecological-emergency-strategy/the-climate-and-ecological-emergency-strategy.aspx>

our homes is having an impact on our air quality and now makes up the single largest contributor to UK wide Particulate Matter emissions at 38%¹². This compares with industrial combustion (16%) and road transport (12%). What people burn and the appliance they use will have a significant impact on emissions. A recent report by King's College London¹³, measuring local concentrations, found that wood burning accounts for up to 31% of the urban derived PM_{2.5} in London. Not all forms of domestic burning are equally polluting. The appliance (for example, stove or fireplace), how well it is used and maintained, and what fuels are burnt in it, all make a big difference to how much pollution is produced. Significant air quality benefits can be realised through a new efficient appliance as compared with an old stove or open fire. There are simple steps that households can take to limit emissions both indoors and out. Using cleaner fuels, in a cleaner appliance which is installed by a competent person, knowing how to operate it efficiently, and ensuring that chimneys are regularly swept, will all reduce emissions. However, a reduction in solid fuel burning towards non-polluting renewable sources of heat and power, will also reduce the overall emissions of this sector. Work being undertaken through the Action Plan on Renewable Energy, and that for Buildings will be supported, to reduce emissions of PM_{2.5} from the domestic, and commercial, sector across the Dorset area. These include projects to both maximise energy efficiency and increase renewable energy in these sectors. Projects being undertaken by Low Carbon Dorset are assisting in delivery of these aims.

The UK Air Quality Strategy provides a number of actions around solid fuel burning, including encouraging the uptake of cleaner stoves, working with business and industry to support educational schemes, taking forward potential measures to control the supply of the most polluting domestic fuels – including a ban on house coal, and restricting the sulphur content of smokeless fuels to 2% and prohibiting the sale of wet wood. Dorset Council will support work being undertaken by the UK Government in reducing emissions from this source, and where necessary undertake local information campaigns to support the national message.

Funding Source: Dorset Council

Cost: Already within budgets outlined above.

¹² Clean Air Strategy 2019 <https://www.gov.uk/government/publications/clean-air-strategy-2019>

¹³ Font, Fuller et al, 'Airborne particles from wood-burning in UK cities' (2017), https://uk-air.defra.gov.uk/assets/documents/reports/cat05/1801301017_KCL_WoodBurningReport_2017_FINAL.pdf

Table 5: Air Quality Action Plan Measures

| Measure No. | Measure | EU Category | EU Classification | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator | Target Pollution Reduction in the AQMA | Progress to Date | Estimated Completion Date | Comments |
|-------------|---|--|--|--------------------------|----------------|--------------------------|---|--|---|--|--|
| 1 | Continue collaborative work with National Highways and CPC to investigate, and where appropriate implement, direct measures to improve air quality on the A35 in Chideock | Traffic Management, awareness raising, | Reduction in Speed limits, traffic management | National Highways and DC | 2018 onwards | 2022 onwards | Traffic flows on the A35, average speeds, and resulting nitrogen dioxide concentrations | 1-3 ug/m ³ (difficult to assess as change in fleet likely to have a greater effect) | Implementation of temporary change in speed limits, feasibility work undertaken for other measures, engagement with CPC ongoing | 2022 for speed limit, but ongoing collaborative work to achieve objective. | Looking to make the temporary change in speed limit permanent. |
| 2 | Promote Behaviour Change away from Single Occupancy Private Vehicle Use | Promoting Travel Alternatives | Encourage/facilitate home working, intensive active travel campaign & infrastructure, Personalised Travel Planning, Promotion of Cycling, Promotion of Walking, School Travel Plans, Workplace Travel Planning | DC | Ongoing | Ongoing and 2022 onwards | Traffic Flows on major routes in Dorset | n/a – strategic measure which will also assist in achievement of air quality objective in AQMA | Successful bid to the Transforming Cities Fund, which is now in implementation phase | Ongoing for the measure as a whole | |

| Measure No. | Measure | EU Category | EU Classification | Lead Authority | Planning Phase | Implementation Phase | Key Performance Indicator | Target Pollution Reduction in the AQMA | Progress to Date | Estimated Completion Date | Comments |
|-------------|---|---|--|----------------|----------------|--------------------------|--|---|---|---|--|
| 3 | Promote the use of Alternately Fuelled Vehicles | Promoting Low Emission Transport | Procuring alternative refuelling infrastructure to promote Low Emission Vehicles, EV recharging, taxi emission incentives, taxi licensing conditions | DC | Ongoing | Ongoing and 2022 onwards | Proportion of alternately fuelled vehicles in the fleet on Dorset's roads | n/a – strategic measure which will also assist in achievement of air quality objective in AQMA | EV charging points increasing across Dorset, Electric Vehicle Strategy is currently being drafted | Ongoing with Climate and Ecological Emergency Strategy and aim to become carbon neutral by 2040 | |
| 4 | Develop Policies to Support Better Air Quality | Policy Guidance and Development Control | Air Quality Planning and Policy Guidance, other policy | DC | Ongoing | Ongoing and 2022 onwards | Robust policy in new Local Plan, specific projects related to health and air quality | n/a – strategic measure which will also assist in achievement of air quality objective in AQMA | Collaborative working with planning and public health professionals | n/a – ongoing collaborative working | Non statutory functions may require additional resources to implement, Review policy in Local Plan update, |
| 5 | Control Domestic Emissions | Promoting Low Emission Plant | Regulations for fuel quality for stationary and mobile sources | DC | 2022 | 2022 | Level of solid fuel burning | n/a – strategic measure which will also assist in achievement of air quality objective in AQMA – aimed at PM _{2.5} rather than NO ₂ | Actions in Climate and Ecological Emergency Strategy, Action Plans on Buildings and Renewables | n/a | Very difficult to quantify any change without detailed survey work |

DC = Dorset Council, HE = National Highways

Glossary of Terms

| Abbreviation | Description |
|--------------|---|
| AONB | Area of Outstanding Natural Beauty |
| AQAP | Air Quality Action Plan - A detailed description of measures, outcomes, achievement dates and implementation methods, showing how the local authority intends to achieve air quality limit values' |
| AQC | Air Quality Consultants |
| AQEG | Air Quality Expert Group |
| AQMA | Air Quality Management Area – An area where air pollutant concentrations exceed / are likely to exceed the relevant air quality objectives. AQMAs are declared for specific pollutants and objectives |
| AQS | Air Quality Strategy |
| ASR | Annual Status Report – annual report on air quality |
| BCP | Bournemouth, Christchurch and Poole Council |
| COMEAP | Committee On the Medical Effects of Air Pollution |
| Defra | Department for Environment, Food and Rural Affairs |
| DfT | Department for Transport |
| EFT | Emission Factor Toolkit |
| EGR | Exhaust Gas Recirculation |
| EU | European Union |
| FTA | Freight Transport Association |
| HE | National Highways |
| HGV | Heavy Goods Vehicle |
| ICCT | International Council on Clean Transportation |
| JSNA | Joint Strategic Needs Assessment |
| LAQM | Local Air Quality Management |

| | |
|-------------------|---|
| LGV | Light Goods Vehicle |
| LSTF | Local Sustainable Transport Fund |
| LTP | Local Transport Plan |
| NO ₂ | Nitrogen Dioxide |
| NO _x | Nitrogen Oxides |
| NRMM | Non Road Mobile Machinery |
| OLEV | Office for Low Emission Vehicles |
| PM ₁₀ | Airborne particulate matter with an aerodynamic diameter of 10µm (micrometres or microns) or less |
| PM _{2.5} | Airborne particulate matter with an aerodynamic diameter of 2.5µm or less |
| PSV | Public Service Vehicle |
| RDE | Real Driving Emissions |
| RIS | Road Investment Strategy |
| RP | Road Period |
| SPD | Supplementary Planning Document |
| SRN | Strategic Road Network |
| TCF | Transforming Cities Fund |
| ULEV | Ultra Low Emission Vehicle |

Appendix B: Response to Consultation

Table A.1 – Summary of Responses to Consultation and Stakeholder Engagement on the AQAP

| Consultee | Category | Response |
|-------------------------|-------------|---|
| Chideock Parish Council | Stakeholder | <ul style="list-style-type: none"> “It needs to be made clear that the previous Chideock AQAP has not been updated or reviewed since 2011. <i>The previous AQAP has been due for review for a number of years. In saying that DC have made due regard to it within our Annual Status Report to ensure Defra were fully aware of this fact.</i> The correlation between less affluent areas and Chideock is inappropriate. Chideock is not a “less affluent” area. This example ignores the fact that the issue for Chideock is specifically topography and the high level of traffic and congestion. The village sits in a deep valley, vehicles of all types struggle to ascend the hills in both directions and brakes are applied at the last minute when descending. Currently there is little or no enforcement by the police on speed <i>The topography is the main factor which prevents adequate dispersal of NO₂. National Highways are currently working with DC to provide the appropriate signage which will enable the legal proceeding for breaching the speed limit. The reference to affluence is included in the template provided by Defra.</i> “Our priorities are to ensure that the Council, in collaboration with others, work in pursuit of the achievement of the air quality objectives in Chideock, and also to reduce emissions more generally across the district.....”. This comment must be amended – presumably, it is a carry-over from the previous WDDC reports as it references “district” rather than “the Dorset Council area”. <i>References to district have been changed to Dorset Council area.</i> Chideock Parish Council agrees that Chideock presents a complex problem but it is not one that is going away soon. The levels of pollution have been increasing in |

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| | | <p>severity over the last twenty years and will not go away with the arrival of electric cars. There are solutions, both short term and long term. So far, Chideock Parish Council is of the opinion that Dorset Council is not very committed to resolving Chideock's pollution</p> <p><i>DC acknowledge that it has been difficult to find a solution which is viable and proportionate given the topography and the number of properties involved. We continue to work with CPC and partners to explore resolutions and have submitted these in the Action Plan. Monitoring shows that the level of NO₂ on this section of road has reduced over the last 10 years</i></p> <ul style="list-style-type: none"> The current proposed 30-mile an hour speed limit on Chideock Hill to the west is meaningless without enforcement. Even with enforcement, the issue of exposure to tyre dust (PM_{2.5}) from heavily laden HGVs and tourist traffic applying their brakes coming down Chideock Hill will continue to exist. The whole issue of speed controls has been mismanaged by National Highways, who make it clear that its role is to keep the traffic moving and not to consider the health of the citizens of Chideock. <p><i>See previous comments about signage and enforcement</i></p> <ul style="list-style-type: none"> Dorset Council states that there has been ongoing consultation with Chideock Parish Council, one of its Prime Stakeholders but this is incorrect. Over the last three years, apart from the correspondence that the Chideock Parish Council have sent to Dorset Council asking for an updated AQMA, there has been no uninitiated response or conversation. <p><i>DC has had many email conversations with CPC over the years and held a meeting with representatives CPC in February 2022 to discuss the draft plan and their concerns and to give an update on new AQ legislation. Currently there are no plans to update the AQMA</i></p> <ul style="list-style-type: none"> Five broad topics to reduce NO₂ and PM_{2.5}. Occupancy, Alternative Fuels, Transport Plan, Partnership Working and Other Forms of transport “ |
| Weymouth Town Council | Consultee | <p>“Weymouth Town Council has declared a Climate Emergency. Residents are concerned about air quality black spots, and impact on the health of children and vulnerable residents. Traffic emissions are recognised as a major factor.</p> |

Weymouth is the second largest settlement in Dorset and, as such, should be included as a substantive part of the AQAP. Weymouth is the largest conurbation in the DC area so the focus on what is happening in the middle of Bournemouth is inappropriate.

There are currently only 2 mentions of Weymouth but just in reference to WPBC. The AQAP must consider Weymouth, and the known issues on Boot Hill, King Street, Buxton Road, and Portland Road. HGVs are now directed via Lanehouse Rocks Road and All Saints Road, and DC need to monitor the air pollution here as well.”

Other summarised issues raised included:

- air quality data should be shared more effectively with the public.
- the automatic monitoring station at Boot Hill needs to be repaired
- Issues of road layout and idling traffic
- EVs and charging points
- Bus provision
- Impact of the potential Portland incinerator
- Investment in air quality improvements
- Wider engagement

DC recognise the concerns of residents. In terms of the Weymouth, AQ monitoring points are situated around Rodwell, King Street, and several on Boot Hill itself. Other locations within Weymouth, including around All Saints Church, have been subject to recent monitoring but high levels of NO₂ were not seen and we have currently ceased monitoring in these locations. To date there have been no exceedances in objective levels of NO₂ and Air Quality Management Areas can only be declared where exceedances are considered likely. Any changes or additions to monitoring points are considered annually.

Air Quality data is shared on Dorset Council’s website in a raw, un-adjusted form during the year which is then presented in the ASR available upon request. Traffic flows and air quality modelling is frequently requested when Environmental Health is consulted on planning applications that may cause a meaningful change in air quality and/or traffic flow.

Although our statutory responsibility is to provide a plan relating to the Air Quality Management Area of Chideock, DC recognise that AQ is a concern & therefore we are looking to implement the actions from the Plan throughout our District

| | | |
|----------------------|---------------------|--|
| Public Health Dorset | Statutory Consultee | <ul style="list-style-type: none">• Supports the strategic approach to proposed actions which have the potential impact positively on air quality for and for the population of Dorset as a whole.• Supports the aspiration to improve air quality through planning policy and will collaborate with relevant officers to achieve this. As such, PHD;<ul style="list-style-type: none">○ agrees that the wording of policy ENV12 in the new Dorset Council Local Plan should be reviewed to ensure that air quality gains the highest prominence for all areas, not just AQMAs○ supports the suggestion of producing a guidance document for developers on air quality, which could take the form of a supplementary planning document○ would be supportive of projects to increase the use of renewable energy within homes, development of electric vehicle infrastructure, as this would ultimately have a positive effect on communities in the long term and particularly those exposed to air pollutants that are often more vulnerable○ would be supportive of projects to reduce energy and transport demand particularly through promotion of sustainable travel in place of journeys by private vehicles.• Supports the aim to work more closely to further develop Dorset Council's strategic position on air quality and would welcome regular meetings to ensure opportunities for collaborative working on projects that will impact air quality are capitalised upon |
|----------------------|---------------------|--|

Appendix C: Reasons for Not Pursuing Action Plan Measures

Table B.1 – Action Plan Measures Not Pursued and the Reasons for that Decision

| Action category | Action description | Reason action is not being pursued (including Stakeholder views) |
|---|---|---|
| Bypass | Has been discussed for many years, Chideock Bypass Working Group set up to explore routes etc | Requires government decision through Road Investment Strategy. Excluded from Action Plan because could not be implemented in a time frame which would bring forward achievement of objectives. Also, from a funding perspective, it is not proportionate to the number of properties affected. |
| Charging Zone (Clean Air Zone)/ Toll Road | Measure to charge vehicles which do not achieve a specific emissions limit. Could include either just HGVs, HGVs and buses, HGVs, buses and LGVs or all vehicles. | National Highways is not currently able to introduce a CAZ on any part of the Strategic Road Network. |
| Platooning | Alternate single lane traffic flows in different directions (with traffic held at traffic lights) | Modelling showed that the proposed scheme would lead to unacceptable levels of congestion. Average queue lengths were estimated to be over 4km in both the eastbound and westbound directions with associated increases in travel times of 467% in the eastbound and 373% in the westbound direction. |
| Eco Barriers | Use of vegetation or manmade barriers to act as a barrier to pollution at property facades | Not enough space on the pavement to fit barriers. Recent report by AQEG suggest mixed results in relation to air quality improvements. |
| Reduction of Exposure | Provide double/ triple glazing and ventilation to houses within AQMA | In some cases not feasible as listed properties, expensive action which does not tackle the source of pollution. |
| Land Use Planning | No further development in AQMA until pollution returns to acceptable levels. | This does not align with any planning policy (local or national) and hence would be unlawful. |
| Anti-Idling | Introduce signs to asking motorists to turn their engine off when stationary | Although it is acknowledged that for carbon dioxide emissions turning off the engine is beneficial, for NOx the balance between eliminating emissions that would have been released during idling and the possibility of increased |

| | | |
|--------------------------|--|---|
| | | emissions on restart will depend on the aftertreatment technology and engine management system of each individual vehicle, but it is thought that the times spent stationary in Chideock will generally not be long enough ensure a benefit for NOx emissions of turning off engines. This will be reviewed as more information on the benefits of turning off engines emerges. |
| Demolition of Properties | Remove exposure by demolishing relevant properties in Chideock | In some cases not feasible as listed properties, expensive action which does not tackle the source of pollution. |

Assessment of Air Quality along the A35 in Chideock, West Dorset

January 2019



Experts in air quality
management & assessment

Document Control

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1 Introduction

- 1.1 Air Quality Consultants Ltd has been commissioned by West Dorset District Council to undertake an assessment of air quality along the A35 in Chideock, as part of wider work on the Air Quality Action Plan. Measurements indicate that the annual mean nitrogen dioxide objective has been exceeded at some locations adjacent to the A35 for a number of years. The aim of this assessment is to determine the cause of these exceedances using source apportionment, in order to inform measures to be included in the update of the Air Quality Action Plan.

Background

- 1.2 The Air Quality Strategy (Defra, 2007) published by the Department for Environment, Food, and Rural Affairs (Defra) and Devolved Administrations, provides the policy framework for air quality management and assessment in the UK. It provides air quality standards and objectives for key air pollutants, which are designed to protect human health and the environment. It also sets out how the different sectors: industry, transport and local government, can contribute to achieving the air quality objectives. Local authorities are seen to play a particularly important role. The strategy describes the Local Air Quality Management (LAQM) regime that has been established, whereby every authority has to carry out regular reviews and assessments of air quality in its area to identify whether the objectives have been, or will be, achieved at relevant locations, by the applicable date. If this is not the case, the authority must declare an Air Quality Management Area (AQMA), and prepare an action plan which identifies appropriate measures that will be introduced in pursuit of the objectives. This assessment uses source apportionment to ascertain the sources contributing the measured exceedances, and the magnitude of reduction in emissions required to achieve the objective.

The Air Quality Objectives

- 1.3 The Government's Air Quality Strategy (Defra, 2007) provides air quality standards and objectives for key air pollutants, which are designed to protect human health and the environment. The 'standards' are set as concentrations below which health effects are unlikely even in sensitive population groups, or below which risks to public health would be exceedingly small. They are based purely upon the scientific and medical evidence of the effects of a particular pollutant. The 'objectives' set out the extent to which the Government expects the standards to be achieved by a certain date. They take account of the costs, benefits, feasibility and practicality of achieving the standards. It also sets out how the different sectors: industry, transport and local government, can contribute to achieving the air quality objectives. The objectives are prescribed within The Air Quality (England) Regulations 2000 (2000) and The Air Quality (England) (Amendment) Regulations 2002 (2002). Table 1 summarises the objectives which are relevant to this report.

Studies have shown associations of nitrogen dioxide in outdoor air with adverse health effects; respiratory and cardiovascular morbidity and mortality.

Table 1: Air Quality Objectives for Nitrogen Dioxide

| Pollutant | Time Period | Objective |
|------------------|-------------|---|
| Nitrogen Dioxide | 1-hour mean | 200 $\mu\text{g}/\text{m}^3$ not to be exceeded more than 18 times a year |
| | Annual mean | 40 $\mu\text{g}/\text{m}^3$ |

- 1.4 The air quality objectives only apply where members of the public are likely to be regularly present for the averaging time of the objective (i.e. where people will be exposed to pollutants). For annual mean objectives, relevant exposure is limited to residential properties, schools and hospitals. The 1-hour objective applies at these locations as well as at any outdoor location where a member of the public might reasonably be expected to stay for 1 hour or more, such as shopping streets, parks and sports grounds, as well as bus stations and railway stations that are not fully enclosed.
- 1.5 Measurements across the UK have shown that the 1-hour nitrogen dioxide objective is unlikely to be exceeded unless the annual mean nitrogen dioxide concentration is greater than 60 $\mu\text{g}/\text{m}^3$ (Defra, 2018). Thus exceedances of 60 $\mu\text{g}/\text{m}^3$ as an annual mean nitrogen dioxide concentration are used as an indicator of potential exceedances of the 1-hour nitrogen dioxide objective.

2 Assessment Methodology

Monitoring

- 2.1 Monitoring of nitrogen dioxide was carried out by West Dorset District Council along the A35 in Chideock area using seven passive diffusion tube sites in 2017. The monitoring sites are shown in Figure 1. The diffusion tubes were prepared and analysed by Gradko International Ltd using the 50% Triethanolamine (TEA) in acetone method.

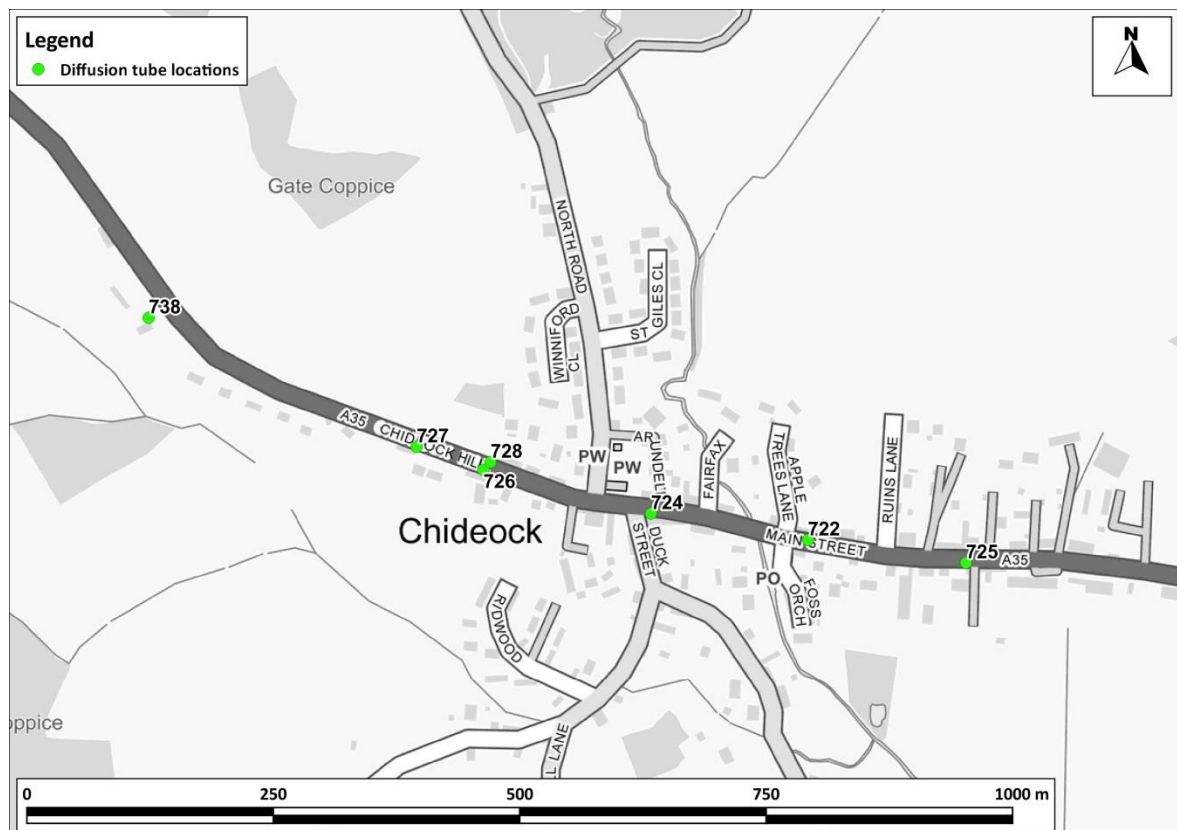


Figure 1: Monitoring Locations

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Modelling

- 2.2 Annual mean nitrogen dioxide concentrations have been predicted using detailed dispersion modelling (ADMS-Roads v4.1). The input data used are described in Appendix A1. Vehicle emissions have been adjusted to account for increased and reduced engine-load when travelling uphill and downhill respectively, as set out in LAQM.TG16 (Defra, 2018). For the purposes of modelling, it has been assumed that receptors along parts of the A35 are within a street canyon formed by the buildings and/or high walls and trees on both sides of the roads. These canyon-like

features reduce dispersion of traffic emissions, and can lead to concentrations of pollutants being higher. These sections of road have been modelled as street canyons using ADMS-Roads' advanced canyon module, with appropriate input parameters determined from plans, local mapping and photographs.

- 2.3 The model outputs have been verified against 2017 data from the diffusion tube monitoring sites shown in Figure 1; further details of model verification are supplied in Appendix A1.
- 2.4 Concentrations have been predicted at 68 specific receptors (modelled at ground-floor level) as shown in Figure 2 and Figure 3.

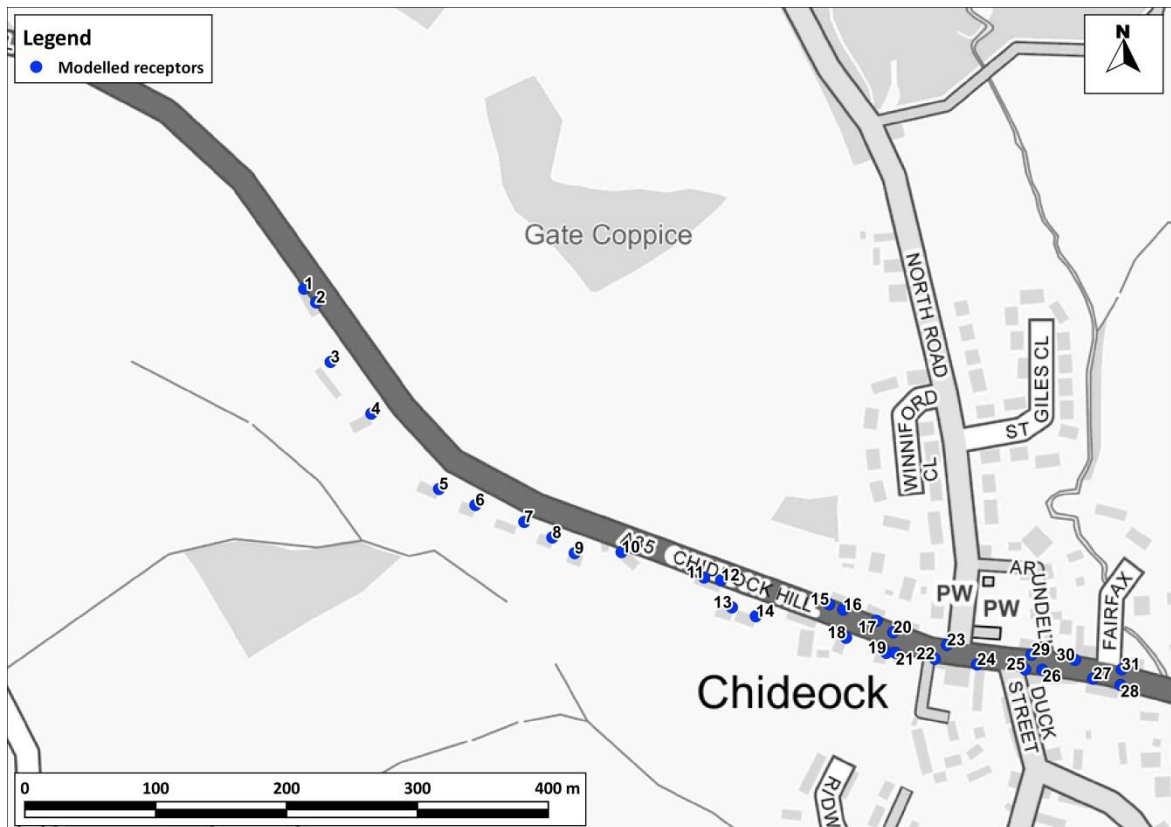


Figure 2: Receptor Locations (West)

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Figure 3: Receptor Locations (East)

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National Background Pollution Maps

2.5 The 2019 nitrogen dioxide background concentrations across the study area have been defined using the national pollution maps published by Defra (Defra, 2019). These cover the whole country on a 1x1 grid. The backgrounds used within the detailed assessment are provided in Table 1. The derivation of background concentrations is described in Appendix A1.

Table 1: Estimated Annual Mean Background Pollutant Concentrations in 2017 ($\mu\text{g}/\text{m}^3$)^a

| Year | NO ₂ |
|------------|-----------------|
| 2017 | 4.1 – 4.7 |
| Objectives | 40 |

^a The range of values is for the different 1x1 km grid squares covering the study area.

Uncertainty

2.6 There are many components that contribute to the uncertainty of modelling predictions. The road traffic emissions dispersion model used in this assessment is dependent upon the traffic data that have been input, which will have inherent uncertainties associated with them. There are then

additional uncertainties, as models are required to simplify real-world conditions into a series of algorithms.

- 2.7 An important stage in the process is model verification, which involves comparing the model output with measured concentrations. Because the model has been verified and adjusted, there can be reasonable confidence in the prediction of current year (2017) concentrations.
- 2.8 The limitations to the assessment should be borne in mind when considering the results set out in the following sections. While the model should give an overall accurate picture, i.e. one without bias, there will be uncertainties for individual receptors. The results are 'best estimates' and have been treated as such in the discussion.

3 Results

Monitoring

3.1 Monitoring data for 2013 to 2017 for the sites within the study area are summarised in Table 2.

Table 2: Summary of Nitrogen Dioxide (NO₂) Monitoring (2013-2017)^{a, b}

| Site No. | Site Type | Location | Annual Mean Nitrogen Dioxide Concentrations (µg/m ³) ^{a, b} | | | | |
|------------------|-----------|--------------|--|-------------|-------------|-------------|-------------|
| | | | 2013 | 2014 | 2015 | 2016 | 2017 |
| 722 | Roadside | Main Street | 19.5 | 26.8 | 16.8 | 19.7 | 19.2 |
| 724 | Roadside | Duck Street | 42.9 | 36.7 | 36.7 | 47.7 | 44.0 |
| 725 | Kerbside | George Inn | 27.2 | 26.2 | 23.1 | 25.5 | 24.9 |
| 726 | Roadside | Village Hall | 45.4 | 41.8 | 39.2 | 47.8 | 43.4 |
| 727 | Roadside | Main Street | 55.3 | 53.0 | 50.0 | 58.9 | 61.8 |
| 728 | Roadside | Main Street | 29.4 | 25.6 | 23.4 | 27.0 | 26.0 |
| 738 | Roadside | Greenhills | - | - | - | 20.5 | 17.4 |
| Objective | | | 40 | | | | |

^a Exceedances of the objectives are shown in bold.

^b Data have been taken from the 2018 Air Quality Annual Status Report (West Dorset District Council, 2018).

3.2 The annual mean objective was exceeded at three of the monitoring locations in 2017 (sites 724, 726 and 727). Furthermore, the measured concentration at site 727 exceeded 60 µg/m³ in 2017, indicating potential for the 1-hour objective to be exceeded at this location. There are no clear trends in monitoring results over the past five years.

Modelling

3.3 Annual mean nitrogen dioxide concentrations in 2017 have been predicted at ground-floor level at each of the receptors shown in Figure 2, and the results are set out in Appendix A2.

- 3.4 Predicted concentrations exceed the annual mean objective at 13 receptors in the centre of Chideock. These receptors are all located within street canyons, and are shown in Figure 4. The highest modelled annual mean nitrogen dioxide concentration is $61.9 \mu\text{g}/\text{m}^3$, predicted at Receptor 26. The predicted annual mean concentrations at Receptors 25 and 26 are both greater than $60 \mu\text{g}/\text{m}^3$, indicating potential for the 1-hour objective to be exceeded at these locations.

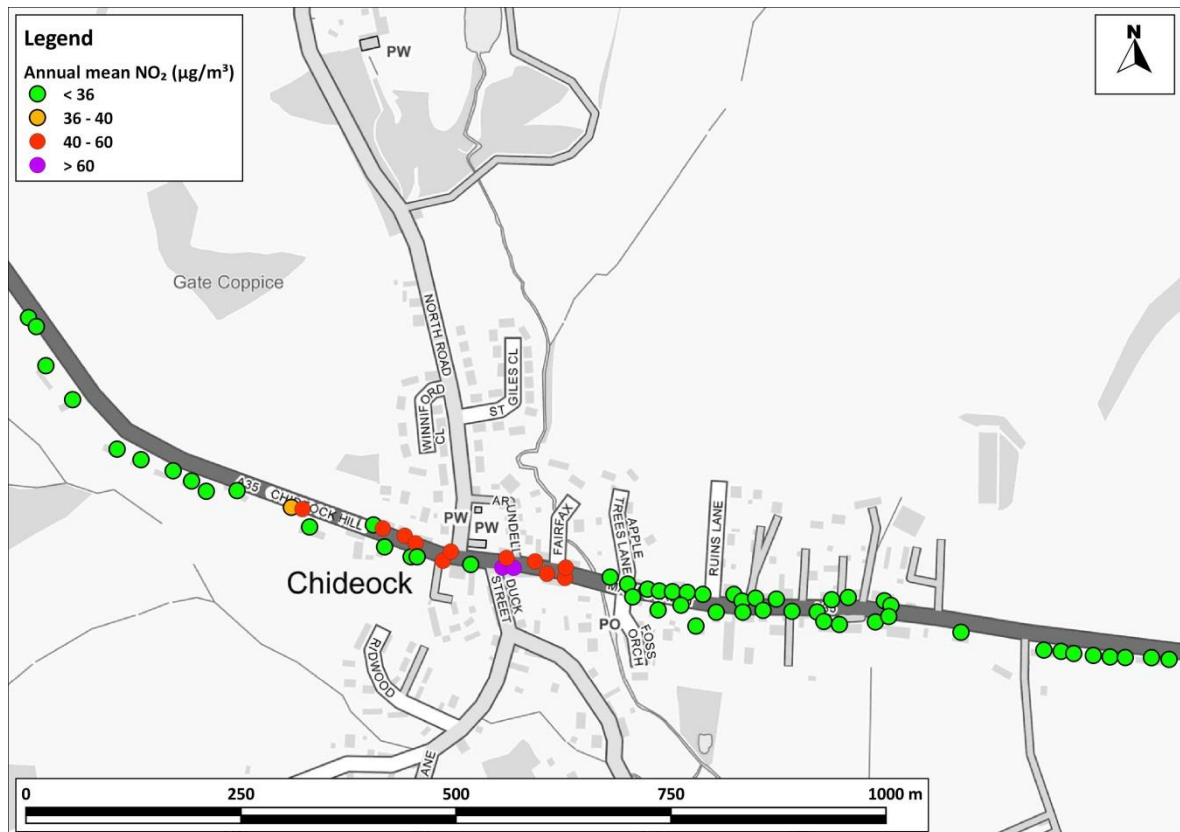


Figure 4: Annual Mean Nitrogen Dioxide Concentrations ($\mu\text{g}/\text{m}^3$) in 2017 at Ground-Floor Level

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Population Exposure

- 3.5 Objective exceedances are predicted at approximately 25 residential properties. Assuming that each property has, on average, two occupants, this equates to approximately 50 residents.

Air Quality Improvements Required

- 3.6 The degree of improvement needed in order for the annual mean nitrogen dioxide objective to be achieved is defined by the difference between the highest measured or predicted concentration and the objective level ($40 \mu\text{g}/\text{m}^3$).

- 3.7 In terms of describing the reduction in emissions required, it is more useful to consider nitrogen oxides (NO_x). The required reduction in local nitrogen oxides emission has been calculated in line with guidance presented in LAQM.TG16 (Defra, 2018). Table 3 sets out the required reduction in local emissions of NO_x that would be required at each of the receptor locations where an exceedance is predicted, in order for the annual mean objective to be achieved.
- 3.8 The highest nitrogen dioxide concentration has been predicted at Receptor 26 (61.9 µg/m³), requiring a reduction of 21.9 µg/m³ in order for the objective to be achieved. Table 3 shows that at this receptor a reduction of 57.8 µg/m³ in NO_x emissions would be required in order to achieve the objective. This equates to a reduction of 44.4 % in local road traffic emissions at this receptor location.

Table 3: Improvement in Annual Mean Nitrogen Dioxide Concentrations and Nitrogen Oxides Concentrations Required in 2017 to Meet the Objective

| Receptor | Required reduction in annual mean nitrogen dioxide (NO ₂) | | Required reduction in road nitrogen oxides (NO _x) emissions | |
|----------|---|--------------------------------------|---|-------------------------------------|
| | µg/m ³ | % of total predicted NO ₂ | µg/m ³ | % reduction in road NO _x |
| 12 | 7.1 | 17.6 | 17.5 | 19.2 |
| 16 | 12.8 | 32.1 | 32.6 | 31.1 |
| 17 | 1.8 | 4.4 | 4.3 | 5.6 |
| 20 | 13.5 | 33.7 | 34.3 | 32.2 |
| 22 | 4.8 | 12.0 | 11.8 | 14.0 |
| 23 | 2.7 | 6.9 | 6.7 | 8.5 |
| 25 | 20.6 | 51.6 | 54.2 | 42.8 |
| 26 | 21.9 | 54.8 | 57.8 | 44.4 |
| 27 | 18.7 | 46.9 | 48.9 | 40.3 |
| 28 | 16.8 | 42.1 | 43.5 | 37.6 |
| 29 | 13.1 | 32.8 | 33.4 | 31.6 |
| 30 | 10.4 | 25.9 | 26.1 | 26.5 |
| 31 | 12.9 | 32.3 | 32.9 | 31.2 |

4 Source Apportionment

- 4.1 In order to develop appropriate measures to improve air quality along the A35 and inform the action plan, it is necessary to identify the sources contributing to the objective exceedances within the study area. Source apportioned nitrogen dioxide concentrations have been calculated taking account of the different proportions of primary nitrogen dioxide (f-NO₂) emitted by different vehicle types. The different proportions have been largely calculated in-line with guidance provided in LAQM.TG16 (Defra, 2018).
- 4.2 The following categories have been included in the source apportionment:
- Background;
 - Cars;
 - Lights Good Vehicles (LGVs);
 - Buses (PSVs);
 - Rigid Heavy Goods Vehicles (R-HGVs);
 - Articulated Heavy Goods Vehicles (A-HGVs); and
 - Motorcycles (MCs).
- 4.3 Table 4 and Figure 5 show the contribution from each of the different categories to total predicted annual mean nitrogen dioxide concentrations at each of the receptors assessed.
- 4.4 Table 5 and Figure 6 show the percentage contributions of each category to total predicted annual mean nitrogen dioxide concentrations. In the majority of cases, emissions from cars contribute the largest proportion to the overall concentration (24-44%), followed by background contributions (8-47%). Emissions from LGVs also contribute a significant proportion to the overall concentration (17-30%).

Table 4: Contributions of Different Sources to Total Predicted Annual Mean Nitrogen Dioxide Concentrations ($\mu\text{g}/\text{m}^3$) in 2017

| Receptor | Annual Mean Contribution ($\mu\text{g}/\text{m}^3$) | | | | | | |
|----------|---|------|-------|-------|-------|-------|------|
| | Background | MC | Car | LGV | R-HGV | A-HGV | PSV |
| 1 | 4.72 | 0.11 | 12.98 | 9.34 | 2.19 | 1.66 | 1.52 |
| 2 | 4.72 | 0.11 | 13.54 | 9.80 | 2.26 | 1.71 | 3.57 |
| 3 | 4.72 | 0.02 | 2.50 | 1.79 | 0.39 | 0.30 | 0.63 |
| 4 | 4.72 | 0.03 | 2.78 | 1.98 | 0.43 | 0.34 | 0.70 |
| 5 | 4.12 | 0.03 | 2.56 | 1.81 | 0.40 | 0.31 | 0.63 |
| 6 | 4.12 | 0.03 | 3.12 | 2.22 | 0.49 | 0.38 | 0.78 |
| 7 | 4.12 | 0.04 | 3.86 | 2.75 | 0.59 | 0.47 | 0.95 |
| 8 | 4.12 | 0.03 | 3.35 | 2.37 | 0.52 | 0.40 | 0.83 |
| 9 | 4.12 | 0.03 | 2.78 | 1.96 | 0.43 | 0.33 | 0.69 |
| 10 | 4.12 | 0.04 | 4.76 | 3.40 | 0.73 | 0.56 | 1.17 |
| 11 | 4.12 | 0.13 | 16.03 | 11.59 | 2.31 | 1.78 | 3.57 |
| 12 | 4.12 | 0.15 | 19.44 | 14.14 | 2.80 | 2.14 | 4.27 |
| 13 | 4.12 | 0.02 | 2.54 | 1.74 | 0.40 | 0.33 | 0.65 |
| 14 | 4.12 | 0.02 | 2.35 | 1.60 | 0.38 | 0.31 | 0.60 |
| 15 | 4.73 | 0.08 | 11.92 | 8.07 | 1.93 | 1.60 | 2.99 |
| 16 | 4.73 | 0.13 | 21.96 | 14.99 | 3.32 | 2.73 | 4.99 |
| 17 | 4.73 | 0.10 | 16.88 | 11.39 | 2.58 | 2.13 | 3.94 |
| 18 | 4.73 | 0.03 | 3.48 | 2.32 | 0.57 | 0.47 | 0.90 |
| 19 | 4.73 | 0.03 | 3.79 | 2.52 | 0.61 | 0.51 | 0.98 |
| 20 | 4.73 | 0.13 | 22.29 | 15.20 | 3.34 | 2.75 | 5.02 |
| 21 | 4.73 | 0.03 | 4.09 | 2.72 | 0.67 | 0.56 | 1.05 |
| 22 | 4.73 | 0.10 | 18.30 | 12.37 | 2.78 | 2.29 | 4.22 |
| 23 | 4.73 | 0.10 | 17.28 | 11.70 | 2.67 | 2.20 | 4.06 |
| 24 | 4.73 | 0.05 | 7.56 | 5.06 | 1.23 | 1.02 | 1.92 |
| 25 | 4.73 | 0.15 | 25.63 | 17.59 | 3.79 | 3.11 | 5.63 |
| 26 | 4.73 | 0.15 | 26.18 | 18.05 | 3.88 | 3.18 | 5.75 |
| 27 | 4.73 | 0.14 | 24.81 | 16.98 | 3.65 | 3.00 | 5.43 |
| 28 | 4.73 | 0.15 | 25.23 | 17.21 | 2.89 | 2.45 | 4.19 |
| 29 | 4.73 | 0.13 | 22.18 | 15.04 | 3.31 | 2.73 | 4.98 |
| 30 | 4.73 | 0.12 | 20.93 | 14.25 | 3.11 | 2.56 | 4.68 |
| 31 | 4.73 | 0.13 | 23.29 | 15.89 | 2.69 | 2.28 | 3.92 |
| 32 | 4.73 | 0.08 | 11.80 | 8.01 | 1.44 | 1.24 | 2.16 |
| 33 | 4.73 | 0.05 | 8.35 | 5.59 | 1.02 | 0.88 | 1.55 |
| 34 | 4.73 | 0.07 | 9.65 | 6.52 | 1.19 | 1.03 | 1.82 |
| 35 | 4.73 | 0.09 | 13.58 | 9.14 | 1.62 | 1.39 | 2.42 |
| 36 | 4.73 | 0.03 | 4.31 | 2.86 | 0.54 | 0.46 | 0.83 |

| Receptor | Annual Mean Contribution ($\mu\text{g}/\text{m}^3$) | | | | | | |
|------------------|---|------|-------|------|-------|-------|------|
| | Background | MC | Car | LGV | R-HGV | A-HGV | PSV |
| 37 | 4.73 | 0.08 | 12.16 | 8.16 | 1.45 | 1.25 | 2.18 |
| 38 | 4.73 | 0.07 | 10.58 | 7.08 | 1.27 | 1.09 | 1.91 |
| 39 | 4.73 | 0.09 | 14.47 | 9.72 | 1.69 | 1.45 | 2.53 |
| 40 | 4.73 | 0.08 | 11.59 | 7.75 | 1.38 | 1.18 | 2.08 |
| 41 | 4.73 | 0.02 | 2.59 | 1.70 | 0.33 | 0.28 | 0.51 |
| 42 | 4.73 | 0.03 | 5.68 | 3.77 | 0.70 | 0.61 | 1.08 |
| 43 | 4.73 | 0.06 | 7.74 | 5.19 | 0.96 | 0.83 | 1.46 |
| 44 | 4.73 | 0.08 | 12.78 | 8.69 | 1.57 | 1.34 | 2.35 |
| 45 | 4.73 | 0.05 | 7.67 | 5.12 | 0.94 | 0.81 | 1.42 |
| 46 | 4.73 | 0.07 | 9.73 | 6.55 | 1.19 | 1.03 | 1.81 |
| 47 | 4.73 | 0.07 | 10.33 | 6.93 | 1.26 | 1.08 | 1.89 |
| 48 | 4.73 | 0.06 | 10.12 | 6.83 | 1.25 | 1.07 | 1.88 |
| 49 | 4.73 | 0.07 | 9.87 | 6.63 | 1.20 | 1.03 | 1.82 |
| 50 | 4.73 | 0.06 | 9.26 | 6.21 | 1.13 | 0.97 | 1.71 |
| 51 | 4.73 | 0.07 | 11.15 | 7.51 | 1.35 | 1.15 | 2.03 |
| 52 | 4.73 | 0.03 | 5.09 | 3.37 | 0.63 | 0.55 | 0.96 |
| 53 | 4.73 | 0.06 | 9.21 | 6.17 | 1.12 | 0.97 | 1.70 |
| 54 | 4.73 | 0.03 | 4.46 | 2.95 | 0.55 | 0.48 | 0.84 |
| 55 | 4.73 | 0.03 | 5.16 | 3.43 | 0.63 | 0.55 | 0.97 |
| 56 | 4.73 | 0.06 | 8.83 | 5.94 | 1.09 | 0.95 | 1.65 |
| 57 | 4.73 | 0.08 | 12.06 | 8.17 | 1.48 | 1.27 | 2.22 |
| 58 | 4.73 | 0.06 | 8.28 | 5.55 | 1.02 | 0.88 | 1.54 |
| 59 | 4.73 | 0.04 | 5.76 | 3.84 | 0.71 | 0.61 | 1.08 |
| 60 | 4.73 | 0.03 | 4.56 | 3.01 | 0.56 | 0.48 | 0.86 |
| 61 | 4.73 | 0.03 | 4.81 | 3.19 | 0.59 | 0.51 | 0.90 |
| 62 | 4.73 | 0.03 | 4.63 | 3.07 | 0.57 | 0.50 | 0.87 |
| 63 | 4.73 | 0.03 | 4.62 | 3.06 | 0.57 | 0.50 | 0.88 |
| 64 | 4.73 | 0.03 | 4.81 | 3.18 | 0.60 | 0.51 | 0.91 |
| 65 | 4.73 | 0.03 | 4.98 | 3.30 | 0.62 | 0.54 | 0.95 |
| 66 | 4.73 | 0.04 | 5.72 | 3.81 | 0.72 | 0.62 | 1.11 |
| 67 | 4.73 | 0.04 | 6.25 | 4.16 | 0.81 | 0.69 | 1.24 |
| 68 | 4.73 | 0.07 | 11.35 | 7.64 | 1.39 | 1.19 | 2.08 |
| Objective | 40 | | | | | | |

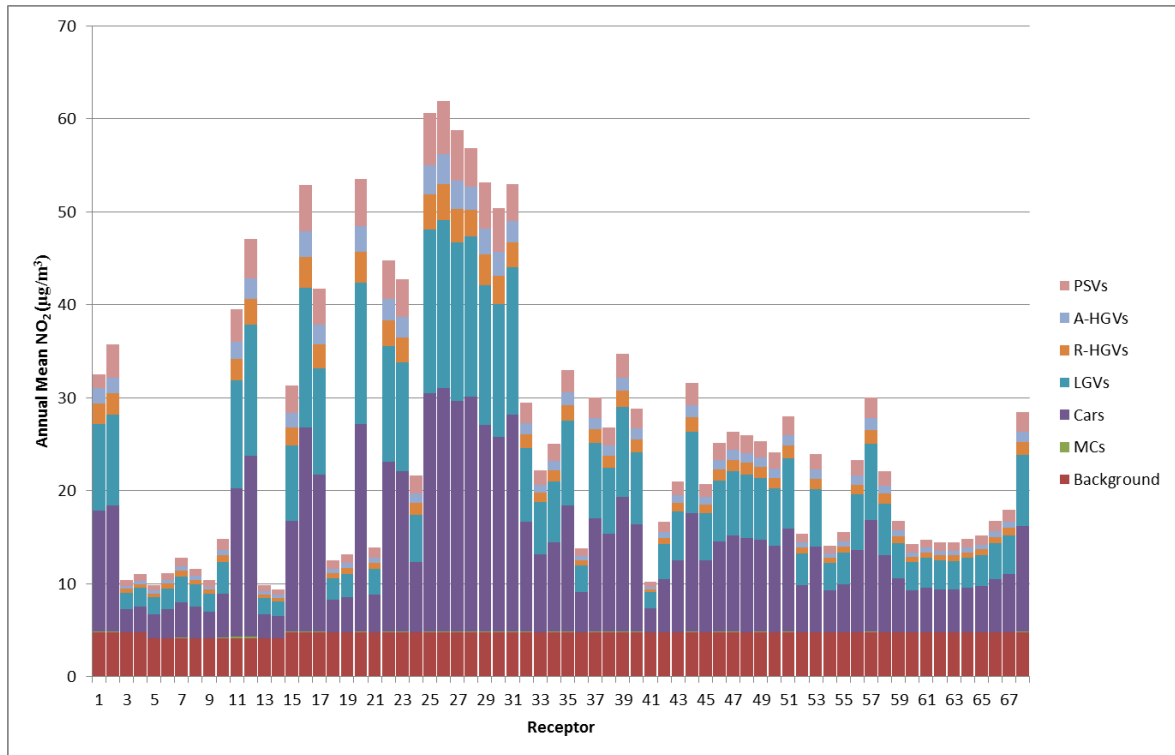


Figure 5: Contributions of Different Sources to Total Predicted Annual Mean Nitrogen Dioxide Concentration ($\mu\text{g}/\text{m}^3$) at Each Receptor in 2017

Table 5: Percentage Contributions of Different Sources to Total Predicted Annual Mean Nitrogen Dioxide Concentrations ($\mu\text{g}/\text{m}^3$) in 2017

| Receptor | Annual Mean Contribution ($\mu\text{g}/\text{m}^3$) | | | | | | |
|----------|---|-----|------|------|-------|-------|------|
| | Background | MC | Car | LGV | R-HGV | A-HGV | PSV |
| 1 | 14.5 | 0.3 | 39.9 | 28.7 | 6.7 | 5.1 | 4.7 |
| 2 | 13.2 | 0.3 | 37.9 | 27.4 | 6.3 | 4.8 | 10.0 |
| 3 | 45.5 | 0.2 | 24.2 | 17.3 | 3.8 | 2.9 | 6.1 |
| 4 | 43.0 | 0.2 | 25.3 | 18.1 | 4.0 | 3.1 | 6.4 |
| 5 | 41.8 | 0.3 | 25.9 | 18.4 | 4.1 | 3.1 | 6.4 |
| 6 | 37.0 | 0.3 | 28.1 | 19.9 | 4.4 | 3.4 | 7.0 |
| 7 | 32.2 | 0.3 | 30.2 | 21.5 | 4.6 | 3.7 | 7.4 |
| 8 | 35.4 | 0.3 | 28.8 | 20.4 | 4.5 | 3.4 | 7.1 |
| 9 | 39.8 | 0.2 | 26.9 | 19.0 | 4.1 | 3.2 | 6.6 |
| 10 | 27.8 | 0.3 | 32.2 | 23.0 | 4.9 | 3.8 | 7.9 |
| 11 | 10.4 | 0.3 | 40.6 | 29.3 | 5.8 | 4.5 | 9.0 |
| 12 | 8.7 | 0.3 | 41.3 | 30.1 | 5.9 | 4.6 | 9.1 |
| 13 | 42.0 | 0.2 | 25.9 | 17.7 | 4.1 | 3.3 | 6.7 |
| 14 | 43.9 | 0.2 | 25.1 | 17.0 | 4.0 | 3.3 | 6.4 |
| 15 | 15.1 | 0.2 | 38.1 | 25.8 | 6.2 | 5.1 | 9.6 |
| 16 | 9.0 | 0.2 | 41.6 | 28.4 | 6.3 | 5.2 | 9.4 |
| 17 | 11.3 | 0.2 | 40.4 | 27.3 | 6.2 | 5.1 | 9.4 |
| 18 | 37.8 | 0.2 | 27.8 | 18.6 | 4.6 | 3.7 | 7.2 |
| 19 | 35.9 | 0.2 | 28.8 | 19.1 | 4.7 | 3.9 | 7.4 |
| 20 | 8.8 | 0.2 | 41.7 | 28.4 | 6.2 | 5.1 | 9.4 |
| 21 | 34.2 | 0.2 | 29.5 | 19.6 | 4.8 | 4.0 | 7.6 |
| 22 | 10.6 | 0.2 | 40.9 | 27.6 | 6.2 | 5.1 | 9.4 |
| 23 | 11.1 | 0.2 | 40.4 | 27.4 | 6.2 | 5.2 | 9.5 |
| 24 | 21.9 | 0.2 | 35.0 | 23.5 | 5.7 | 4.7 | 8.9 |
| 25 | 7.8 | 0.2 | 42.3 | 29.0 | 6.3 | 5.1 | 9.3 |
| 26 | 7.6 | 0.2 | 42.3 | 29.2 | 6.3 | 5.1 | 9.3 |
| 27 | 8.1 | 0.2 | 42.2 | 28.9 | 6.2 | 5.1 | 9.2 |
| 28 | 8.3 | 0.3 | 44.4 | 30.3 | 5.1 | 4.3 | 7.4 |
| 29 | 8.9 | 0.2 | 41.8 | 28.3 | 6.2 | 5.1 | 9.4 |
| 30 | 9.4 | 0.2 | 41.5 | 28.3 | 6.2 | 5.1 | 9.3 |
| 31 | 8.9 | 0.2 | 44.0 | 30.0 | 5.1 | 4.3 | 7.4 |
| 32 | 16.1 | 0.3 | 40.1 | 27.2 | 4.9 | 4.2 | 7.3 |
| 33 | 21.3 | 0.2 | 37.7 | 25.2 | 4.6 | 4.0 | 7.0 |
| 34 | 18.9 | 0.3 | 38.6 | 26.1 | 4.8 | 4.1 | 7.3 |
| 35 | 14.4 | 0.3 | 41.2 | 27.7 | 4.9 | 4.2 | 7.3 |
| 36 | 34.4 | 0.2 | 31.3 | 20.8 | 3.9 | 3.4 | 6.0 |

| Receptor | Annual Mean Contribution ($\mu\text{g}/\text{m}^3$) | | | | | | |
|------------------|---|-----|------|------|-------|-------|-----|
| | Background | MC | Car | LGV | R-HGV | A-HGV | PSV |
| 37 | 15.8 | 0.3 | 40.5 | 27.2 | 4.8 | 4.2 | 7.3 |
| 38 | 17.7 | 0.3 | 39.6 | 26.5 | 4.8 | 4.1 | 7.1 |
| 39 | 13.6 | 0.2 | 41.7 | 28.0 | 4.9 | 4.2 | 7.3 |
| 40 | 16.4 | 0.3 | 40.3 | 26.9 | 4.8 | 4.1 | 7.2 |
| 41 | 46.6 | 0.2 | 25.5 | 16.8 | 3.2 | 2.8 | 5.0 |
| 42 | 28.5 | 0.2 | 34.2 | 22.7 | 4.2 | 3.7 | 6.5 |
| 43 | 22.5 | 0.3 | 36.9 | 24.8 | 4.6 | 4.0 | 7.0 |
| 44 | 15.0 | 0.2 | 40.5 | 27.5 | 5.0 | 4.3 | 7.5 |
| 45 | 22.8 | 0.2 | 37.0 | 24.7 | 4.5 | 3.9 | 6.9 |
| 46 | 18.8 | 0.3 | 38.7 | 26.1 | 4.8 | 4.1 | 7.2 |
| 47 | 18.0 | 0.3 | 39.3 | 26.4 | 4.8 | 4.1 | 7.2 |
| 48 | 18.2 | 0.2 | 39.0 | 26.3 | 4.8 | 4.1 | 7.2 |
| 49 | 18.7 | 0.3 | 38.9 | 26.1 | 4.7 | 4.1 | 7.2 |
| 50 | 19.7 | 0.2 | 38.5 | 25.8 | 4.7 | 4.0 | 7.1 |
| 51 | 16.9 | 0.2 | 39.8 | 26.8 | 4.8 | 4.1 | 7.3 |
| 52 | 30.8 | 0.2 | 33.1 | 21.9 | 4.1 | 3.5 | 6.3 |
| 53 | 19.7 | 0.2 | 38.4 | 25.8 | 4.7 | 4.1 | 7.1 |
| 54 | 33.7 | 0.2 | 31.8 | 21.0 | 3.9 | 3.4 | 6.0 |
| 55 | 30.5 | 0.2 | 33.3 | 22.1 | 4.1 | 3.5 | 6.3 |
| 56 | 20.3 | 0.3 | 38.0 | 25.6 | 4.7 | 4.1 | 7.1 |
| 57 | 15.8 | 0.3 | 40.2 | 27.2 | 4.9 | 4.2 | 7.4 |
| 58 | 21.4 | 0.3 | 37.5 | 25.1 | 4.6 | 4.0 | 7.0 |
| 59 | 28.2 | 0.3 | 34.4 | 22.9 | 4.2 | 3.7 | 6.5 |
| 60 | 33.3 | 0.2 | 32.0 | 21.2 | 3.9 | 3.4 | 6.0 |
| 61 | 32.1 | 0.2 | 32.6 | 21.6 | 4.0 | 3.4 | 6.1 |
| 62 | 32.8 | 0.2 | 32.2 | 21.3 | 4.0 | 3.4 | 6.1 |
| 63 | 32.9 | 0.2 | 32.1 | 21.2 | 4.0 | 3.4 | 6.1 |
| 64 | 32.0 | 0.2 | 32.5 | 21.5 | 4.0 | 3.5 | 6.2 |
| 65 | 31.2 | 0.2 | 32.8 | 21.8 | 4.1 | 3.5 | 6.3 |
| 66 | 28.2 | 0.3 | 34.2 | 22.7 | 4.3 | 3.7 | 6.6 |
| 67 | 26.4 | 0.2 | 34.9 | 23.2 | 4.5 | 3.9 | 6.9 |
| 68 | 16.6 | 0.2 | 39.9 | 26.8 | 4.9 | 4.2 | 7.3 |
| Objective | 40 | | | | | | |

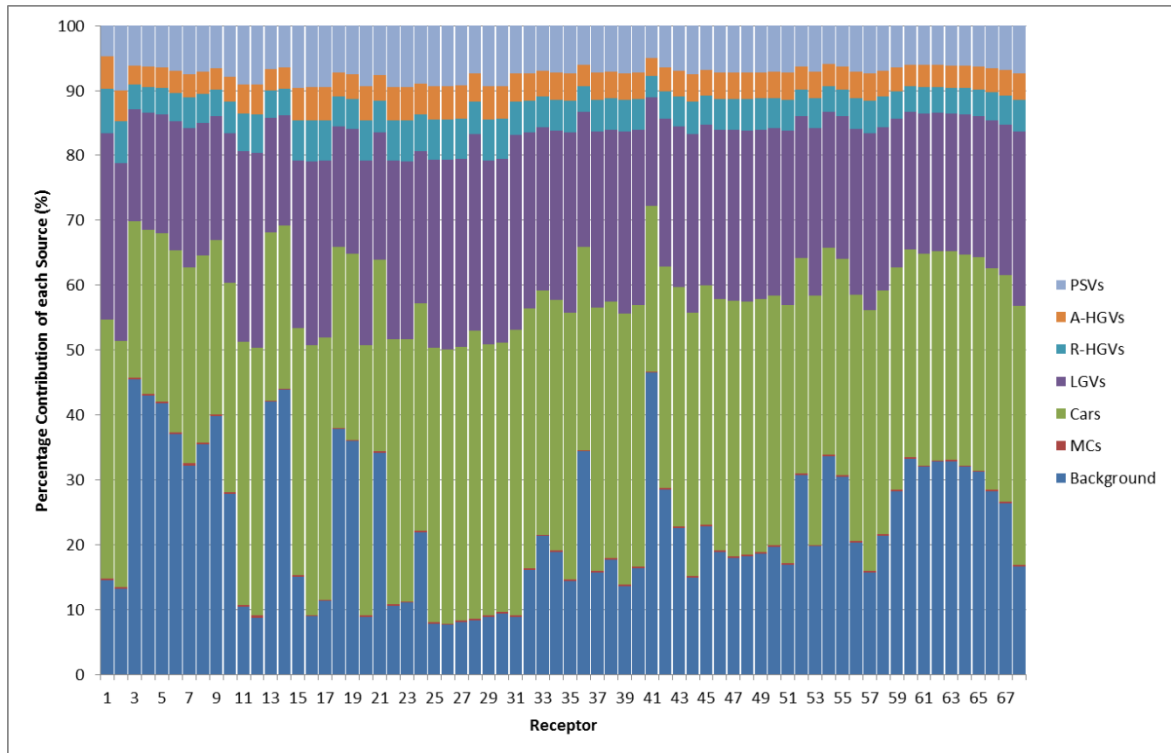


Figure 6: Percentage Contributions of Different Sources to Total Predicted Annual Mean Nitrogen Dioxide Concentrations ($\mu\text{g}/\text{m}^3$) at Each Receptor in 2017

5 Conclusions

- 5.1 An assessment has been carried out for nitrogen dioxide along the A35 in Chideock using a combination of monitoring data and modelled concentrations. Concentrations of nitrogen dioxide have been modelled for 2017 using the ADMS-Roads dispersion model. The model has been verified against measurements made at seven nitrogen dioxide diffusion tube monitoring locations which lie adjacent to the road network included in the model.
- 5.2 The assessment has identified that the annual mean nitrogen dioxide objective is being exceeded at a number of relevant locations alongside the A35. Two exceedances of $60 \mu\text{g}/\text{m}^3$ as an annual mean nitrogen dioxide concentration have been identified at locations of relevant exposure, and thus exceedances of the 1-hour mean objective are also possible.
- 5.3 Source apportionment of the local traffic emissions has been undertaken. This shows that, in the majority of cases, emissions from cars contribute the largest proportion to the overall concentration, followed by background contributions. Emissions from LGVs also contribute a significant proportion to the overall concentration.
- 5.4 A reduction in traffic emissions along the A35 would result in a decrease in the concentrations of nitrogen dioxide. Reductions in vehicle emissions from local traffic of up to 44.4% would be required to achieve the annual mean nitrogen dioxide objective where the highest concentrations are predicted to occur.

6 References

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7 Glossary

| | |
|-------------------------|---|
| AADT | Annual Average Daily Traffic |
| ADMS-Roads | Atmospheric Dispersion Modelling System model for Roads |
| AQC | Air Quality Consultants |
| AQMA | Air Quality Management Area |
| Defra | Department for Environment, Food and Rural Affairs |
| DfT | Department for Transport |
| EFT | Emission Factor Toolkit |
| Exceedance | A period of time when the concentration of a pollutant is greater than the appropriate air quality objective. This applies to specified locations with relevant exposure |
| HMSO | Her Majesty's Stationery Office |
| HGV | Heavy Goods Vehicle |
| kph | Kilometres Per hour |
| LAQM | Local Air Quality Management |
| LDV | Light Duty Vehicles (<3.5 tonnes) |
| µg/m³ | Microgrammes per cubic metre |
| MC | Motorcycle |
| NO | Nitric oxide |
| NO₂ | Nitrogen dioxide |
| NO_x | Nitrogen oxides (taken to be NO ₂ + NO) |
| Objectives | A nationally defined set of health-based concentrations for nine pollutants, seven of which are incorporated in Regulations, setting out the extent to which the standards should be achieved by a defined date. There are also vegetation-based objectives for sulphur dioxide and nitrogen oxides |
| Standards | A nationally defined set of concentrations for nine pollutants below which health effects do not occur or are minimal |
| TEA | Triethanolamine – used to absorb nitrogen dioxide |

8 Appendices

A1 Dispersion Modelling Methodology

Model Inputs

- A1.1 Predictions have been carried out using the ADMS-Roads dispersion model (v4.1). The model requires the user to provide various input data, including emissions from each section of road, and the road characteristics (including road width, street canyon width, street canyon height and porosity, where applicable). Vehicle emissions have been calculated based on vehicle flow, composition and speed data using the EFT (Version 7.0) published by Defra (2019). Vehicle emissions have been adjusted to account for increased and reduced engine-load when travelling uphill and downhill respectively, as set out in LAQM.TG16 (Defra, 2018).
- A1.2 Hourly sequential meteorological data from Yeovilton for 2017 have been used in the model. The Yeovilton meteorological monitoring station is located approximately 33 km to the northeast of Chideock. It is deemed to be the nearest monitoring station representative of meteorological conditions in the study area.
- A1.3 AADT flows have been provided by Highways England and vehicle fleet composition data have been determined from the interactive web-based map provided by DfT (2019). Traffic speeds have been estimated based on professional judgement, taking account of the road layout, speed limits and the proximity to a junction. Diurnal and monthly flow profiles for the traffic have been derived from the national profiles published by DfT (2017).

Table A1.1: Summary of Traffic Data used in the Assessment (AADT Flows) ^a

| Road Link | AADT | % Motor Cycle | % Car | % LDV | % Rigid HDV | % Articulated HDV | % Bus/Coach |
|-----------|--------|---------------|-------|-------|-------------|-------------------|-------------|
| A35 | 16,463 | 1.3 | 79.2 | 15.7 | 1.6 | 1.7 | 0.6 |

- A1.4 Figure A1.1 shows the road network included within the model and defines the study area.



Figure A1.1: Modelled Road Network

Contains Ordnance Survey data © Crown copyright and database right 2018. Ordnance Survey licence number 100046099.

Background Concentrations

A1.5 The background pollutant concentrations across the study area have been defined using the national pollution maps published by Defra (2019). These cover the whole country on a 1x1 km grid and are published for each year from 2013 until 2030. The background maps for 2017 have been calibrated against concurrent measurements from national monitoring sites (AQC, 2018).

Model Verification

A1.6 In order to ensure that ADMS-Roads accurately predicts local concentrations, it is necessary to verify the model against local measurements.

A1.7 Most nitrogen dioxide (NO_2) is produced in the atmosphere by a reaction of nitric oxide (NO) with ozone. It is therefore most appropriate to verify the model in terms of primary pollutant emissions of nitrogen oxides ($\text{NO}_x = \text{NO} + \text{NO}_2$). The model has been run to predict the annual mean NO_x concentrations during 2017 at the seven diffusion tube monitoring sites in Chideock. Concentrations have been modelled at the heights of the diffusion tubes.

- A1.8 The model output of road-NO_x (i.e. the component of total NO_x coming from road traffic) has been compared with the 'measured' road-NO_x. Measured road-NO_x has been calculated from the measured NO₂ concentrations and the predicted background NO₂ concentration using the NO_x from NO₂ calculator (Version 5.1) available on the Defra LAQM Support website (Defra, 2019).
- A1.9 An adjustment factor has been determined as the slope of the best-fit line between the 'measured' road contribution and the model derived road contribution, forced through zero (Figure A1.2). The calculated adjustment factor of 2.424 has been applied to the modelled road-NO_x concentration for each receptor to provide adjusted modelled road-NO_x concentrations.
- A1.10 The total nitrogen dioxide concentrations have then been determined by combining the adjusted modelled road-NO_x concentrations with the predicted background NO₂ concentration within the NO_x to NO₂ calculator. Figure A1.3 compares final adjusted modelled total NO₂ at each of the monitoring sites to measured total NO₂.
- A1.11 The results imply that the model has under predicted the road-NO_x contribution. This is a common experience with this and most other road traffic emissions dispersion models.

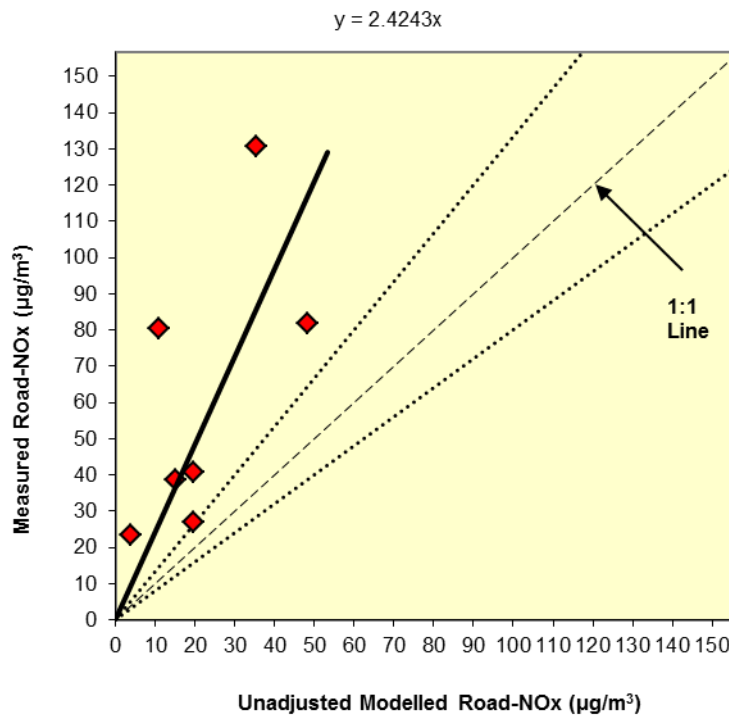


Figure A1.2: Comparison of Measured Road NO_x to Unadjusted Modelled Road NO_x Concentrations. The dashed lines show ± 25%.

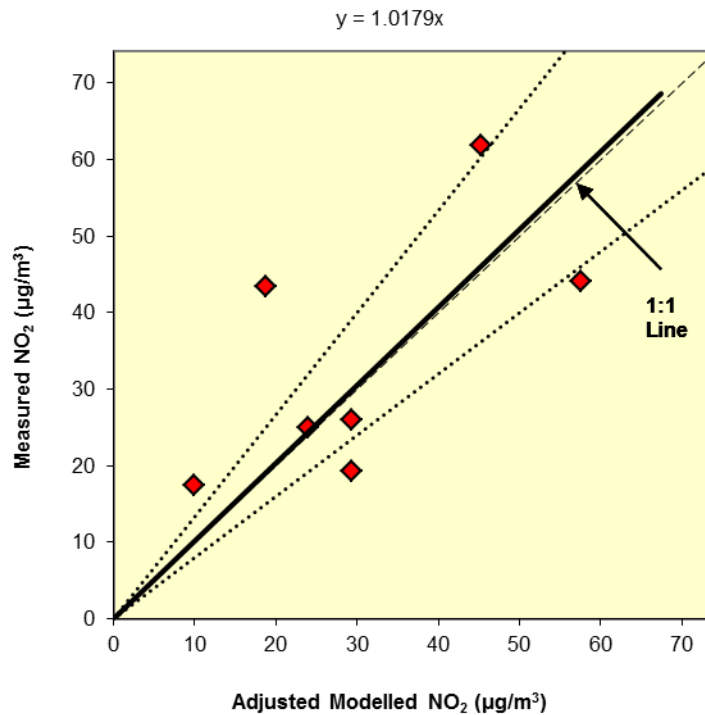


Figure A1.3: Comparison of Measured Total NO₂ to Final Adjusted Modelled Total NO₂ Concentrations. The dashed lines show ± 25%.

Model Post-processing

A1.12 The model predicts road-NO_x concentrations at each receptor location. These concentrations have been adjusted using the adjustment factor set out above, which, along with the background NO₂, has been processed through the NO_x to NO₂ calculator available on the Defra LAQM Support website (Defra, 2019). The traffic mix within the calculator has been set to “All non-urban UK traffic”, which is considered suitable for the study area. The calculator predicts the component of NO₂ based on the adjusted road-NO_x and the background NO₂.

A2 Modelled Results

A2.1 Annual mean nitrogen dioxide concentrations in 2017 at ground-floor level at each of the modelled receptors are presented in Table A2.1.

Table A2.1: Modelled Annual Mean Nitrogen Dioxide Concentrations at Specific Receptors

| Receptor | Height (m) | 2017 ($\mu\text{g}/\text{m}^3$) ^a |
|----------|------------|--|
| 1 | 1.5 | 32.5 |
| 2 | 1 | 35.7 |
| 3 | 1 | 10.4 |
| 4 | 1.5 | 11.0 |
| 5 | 1.5 | 9.9 |
| 6 | 1.5 | 11.1 |
| 7 | 1.5 | 12.8 |
| 8 | 1.5 | 11.6 |
| 9 | 1.5 | 10.3 |
| 10 | 1.5 | 14.8 |
| 11 | 1.5 | 39.5 |
| 12 | 1.5 | 47.1 |
| 13 | 2.5 | 9.8 |
| 14 | 3.5 | 9.4 |
| 15 | 1.5 | 31.3 |
| 16 | 1 | 52.8 |
| 17 | 2 | 41.8 |
| 18 | 2.5 | 12.5 |
| 19 | 2.5 | 13.2 |
| 20 | 1.5 | 53.5 |
| 21 | 1.5 | 13.8 |
| 22 | 1.5 | 44.8 |
| 23 | 1.5 | 42.7 |
| 24 | 1.5 | 21.6 |
| 25 | 1.5 | 60.6 |
| 26 | 1.5 | 61.9 |
| 27 | 1.5 | 58.7 |
| 28 | 1.5 | 56.8 |
| 29 | 1.5 | 53.1 |
| 30 | 1 | 50.4 |
| 31 | 1 | 52.9 |
| 32 | 1.5 | 29.4 |

| Receptor | Height (m) | 2017 ($\mu\text{g}/\text{m}^3$) ^a |
|------------------|------------|--|
| 33 | 1.5 | 22.2 |
| 34 | 2 | 25.0 |
| 35 | 2 | 33.0 |
| 36 | 1.5 | 13.8 |
| 37 | 2 | 30.0 |
| 38 | 2.5 | 26.7 |
| 39 | 1.5 | 34.7 |
| 40 | 2 | 28.8 |
| 41 | 2 | 10.2 |
| 42 | 1.5 | 16.6 |
| 43 | 1.5 | 21.0 |
| 44 | 1.5 | 31.5 |
| 45 | 1.5 | 20.7 |
| 46 | 1.5 | 25.1 |
| 47 | 1.5 | 26.3 |
| 48 | 1.5 | 25.9 |
| 49 | 1.5 | 25.3 |
| 50 | 1.5 | 24.1 |
| 51 | 1.5 | 28.0 |
| 52 | 1.5 | 15.4 |
| 53 | 1.5 | 23.9 |
| 54 | 1.5 | 14.0 |
| 55 | 1.5 | 15.5 |
| 56 | 1.5 | 23.2 |
| 57 | 1.5 | 30.0 |
| 58 | 1.5 | 22.1 |
| 59 | 1.5 | 16.8 |
| 60 | 1.5 | 14.2 |
| 61 | 1.5 | 14.7 |
| 62 | 1.5 | 14.4 |
| 63 | 1.5 | 14.4 |
| 64 | 1 | 14.8 |
| 65 | 1 | 15.1 |
| 66 | 1 | 16.7 |
| 67 | 0.5 | 17.9 |
| 68 | 1 | 28.4 |
| Objective | | 40 |

^a Values in bold are exceedances of the objective.

Appendix E: Defra Approval Report and Appraisal including DC response.

The Action Plan sets out information on air quality obtained by the Council as part of the Local Air Quality Management process required under the Environment Act 1995 (as amended by the Environment Act 2021) and subsequent Regulations.

This Appraisal Report covers the Air Quality Action Plan (AQAP) for 2022 – 2027 submitted by Dorset Council (DC) in relation to the Chideock Air Quality Management Area (AQMA), a village spanning the A35. This replaces the previous AQAP, published in 2008. Projects delivered through the past AQAP include a number of feasibility studies, in conjunction with National Highways, largely focussing on HGV movement, and latterly using speed limits to control traffic flow.

AQMAs have been declared by the Council in Chideock in 2007, and High East Street, Dorchester in 2009. In Dorchester, the annual mean objective for NO₂ has been met at all monitoring locations since 2015. There are, however, monitoring locations with concentrations within 10% of the annual mean objective of 40µg/m³ so whilst this AQMA has not yet been revoked, it is likely to be revoked in the near future based on further monitoring. For this reason, Dorchester is not explicitly included in this Action Plan, but it is considered that it will benefit from the wider measures included in the AQAP in any case.

The AQAP uses the Defra report template and follows the general structure of the template well, and is concise, well presented and clearly formatted.

The Council discusses air quality in the Chideock AQMA in some detail. Modelling work undertaken by independent consultants in 2018 concluded that in 2017, there were exceedances of the annual mean NO₂ objective at approximately half the properties within the AQMA along the A35. Further monitoring undertaken by National Highways in 2019 indicated further elevated concentrations in the vicinity of the AQMA, along the same road. In 2020, there was one location monitored in exceedance of the objective, N144 at Hill House.

The AQAP sets out the public health context in detail, citing the COMEAP report stating there is evidence associating NO₂ with health effects, including premature death. Public Health Dorset have drafted a Joint Strategic Needs Assessment which is being used to support Dorset Council and Bournemouth, Christchurch and Poole Health & Wellbeing Boards to identify key issues and develop Joint Health and Wellbeing Strategies.

A number of local and national scale policy documents are also referenced in the Plan. On a national scale, the Air Quality Strategy and Clean Air Strategy are referenced, as well as the Road to Zero Strategy, showing the AQAP is cognisant of wider policy.

At a more local scale, the South West Peninsula Route Strategy highlights that congestion along the A35 may increase with planned growth in nearby towns, which is of concern for the AQMA. The Road Investment Strategy 2 includes a new study to look at routing from the M4 to Dorset Coast. The current Local Transport Plan runs until 2026 and includes a focus on reducing levels of pollution in the AQMAs across Dorset, through two specific policies.

Alongside this, Local Plan policies are presented, such as Policy Env16, which stipulates that development proposals will only be permitted provided they do not generate unacceptable pollution or detrimental emissions, unless appropriate mitigation can be demonstrated. The Council has also begun to work on a new Dorset-wide Local Plan, which has a similar environmental policy within it.

Climate change is also referenced in the AQAP, as DC declared a Climate Emergency in 2019.

Source apportionment of NO₂ was also carried out as part of the 2018 assessment. The largest proportion, approximately half of the total road NO_x emissions, came from cars, with LGVs the second most significant emitters.

The required reduction in road NO_x emissions was calculated as per the methodology prescribed in LAQM.TG(16) Box 7.6. The maximum percentage reduction in road NO_x required to meet the objective was 44%, which is a relatively large reduction. However, this is based on 2017 data so should now be improved, with lesser reductions required to achieve the objective. That said, the calculations could also be presented for the more recently collected monitoring data as presented in Table 2, which present some extremely elevated concentrations and therefore potentially more significant challenges.

The following priorities to target have been set in the AQAP, namely:

- The majority of emissions arise from cars and LGVs;
- There is no decipherable contribution from point sources or industry;
- There is a small contribution from buses and HGVs;
- Congestion and delay are expected to increase (according to the South West Peninsula Route Strategy and in the short term as the restrictions on foreign travel mean more people will be holidaying in the UK); and
- At some isolated locations (e.g. at N14), exceedances of the objective are considerable and are unlikely to be resolved in the next few years.

A number of existing or historic schemes and funding streams via both National Highways and the County Council are highlighted within the AQAP, which based on the evidence provided have served to help continue to improve air quality.

On an individual measure basis, five measures have been taken forward in the Plan. These are generally focused on transport, with traffic management, promoting low emission transport and travel alternatives prioritised. The measures mention some on-going traffic related projects on the A35 and promoting behavioural change through the Transforming Cities Fund.

A further two measures focus on policy and guidance, through the Local Plan and the control of domestic emissions through solid fuel burning policies.

Additional measures have been added post consultation with Chideock Parish Council, specific and local to the AQMA. This includes more targeted road signage and a new footpath / cycleway.

The Council is also considering adopting a Supplementary Planning Document (SPD) on Air Quality, which is designed to support measures to mitigate against and even improve air quality impacts from new developments. Conditions are to be used to ensure that the SPD is delivered in full and can also be used to relate to the other AQAP measures.

The target reductions of pollution within the AQMA for all measures were not specified, as they were not supported by dispersion modelling. It is still not clear therefore which of the measures are intended to contribute the most to bringing about any reductions required to achieve compliance (based on the 2017 concentrations presented).

Details of the steering group responsible for the AQAP's development have been provided, though this was not formally designated. The intention to continue to discuss the progress of the AQAP is mentioned, though the regularity of such meetings is not.

Whilst considered as a draft AQAP, statutory consultation has been undertaken, some details of which have been populated within Appendix A. As mentioned, this includes heavy reliance on the response of Chideock Parish Council which has helped to improve the local focus of the measures included.

Several measures not pursued have also been presented within Appendix B. These include consideration of a bypass, which was considered too expensive for this specific AQMA and charging zone, which is not feasible.

Overall, the AQAP appears well considered and commensurate with the level of exceedance in the AQMAs and is therefore accepted. Specific commentary to inform the Final AQAP and future updates is provided overleaf.

The Council should take on board the following considerations when publishing the AQAP, and in any future updates.

Commentary

- The AQAP would benefit from the inclusion of a figure demonstrating the AQMA extent(s) covered in the Plan.

DC response: The figure has now been added to the Plan as Figure 1.

- The AQAP outlines the extent of air quality monitoring well, within section 2. The tables should still be updated with more recent data from 2020 and 2021 though, including the application of the appropriate bias adjustment factor for 2020, which is now available.

DC response: Updated figures have been included in Tables 1 and 2

- Reference to the most recent air quality information within the recent ASR could also be added.

DC response: Updated information has been included in the narrative of Chapter 2.

- Accepting 2020 as an anomalous year, the concentrations reported by the National Highways monitoring in 2019 are generally elevated as compared to the Council's own monitoring. Consideration should be given to either increasing monitoring in this AQMA, as changes in concentrations appear to highly localised, or updating the dispersion modelling in line with more recent data. The outcomes of this enhanced study might inform the need for the strengthening of measures.

DC response: Our ongoing monitoring locations now include all of the National Highways monitoring points of 2019. Please note that the National Highways monitoring locations are not all representative of relevant public exposure.

- The source apportionment could now be updated, as the data are several years old. The AQAP does well to consider total NO₂ concentrations, but the local and regional background contribution split could also be demonstrated, for a clearer understanding of the make-up of total ambient concentrations to which residents are exposed.

DC response: It is not considered cost effective at this stage to update the modelling, and a lack of recent traffic data (DfT traffic data in Chideock are estimated based on a 2017 count), mean that traffic data would need to be collected before any further work could be undertaken.

- The modelling study should be included as an item in Appendix C to help better understand the process in how the concentrations used for the reduction calculations has been reached.

DC response: Now included as Appendix C

- The AQAP still determines qualitatively that the actions are likely to be effective, but doesn't accurately quantify any of the specific measures' impacts, which would help the reader to understand the relative merits of particular interventions. As per paragraph 2.71 of LAQM.TG(16), an AQAP should contain quantification of the emission impacts of measures as a minimum. This could be aided by dispersion modelling to consider the reduction in NO₂ concentrations.

DC response: The measures included in the Action Plan are largely strategic in nature, and therefore very difficult to quantify, as the Action Plan outlines. Specific measures which have been investigated by Highways England, have been quantified in relation to impacts on traffic, and these studies are outlined in section 5.1.

- The fact that the Local Plan highlights potential growth in traffic along the A35 is a concern that could be more directly addressed within the AQAP. Some form of assessment of these likely impacts would be beneficial, as this has the potential to offset any improvements made by the AQAP.

DC response: For reasons outlined above, it is not considered cost effective to undertake modelling at this stage, although it will be considered in the future. Baseline traffic data would need to be collected prior to any modelling, and a traffic assessment undertaken to estimate the additional trips on the A35 from Local Plan allocations. This would take considerable resource.

- The measures are generally more strategic in nature, with the potential exception of the A35 improvements and the considerations added after the Chideock Parish Council consultation responses. Some more specific, local measures may bring further benefits, and these could be more explicitly referenced, as a separate measure, within Table 5.

DC response: The local measures highlighted have been incorporated within Action 1.

- The measures would also benefit from a more detailed cost/benefit analysis, as it is currently unclear to the lay person which of the measures will be most cost effective, and which will achieve the greater pollutant reductions.

DC response: For the strategic measures, as outlined above, because specific impacts are difficult to quantify, a detailed cost/benefit is also difficult to include. Where possible (i.e. the specific measures for Chideock) a cost has been provided, but for the more strategic measures, this will depend over what timescale and to what level they are implemented. There is no requirement in guidance for a detailed cost/benefit analysis.

- That said, the AQAP does provide an estimated cost range for the measures taken forward and identifies multiple sources of funding which have previously been utilised in order to implement the listed measures, giving greater confidence that direct air quality improvements will be achieved.

- The environmental externalities of the measures are also not discussed in detail and could be considered where possible.

DC response: Some consideration has been given, refer to page 33

- Whilst Appendix A has been completed, this could be more extensively populated, with the specific responses to consultation and where and how these have been addressed within the document.

DC response: Specific responses have now been incorporated into Appendix A.

- More information could be provided around the Steering Group and the governance of the AQAP through implementation. Details of future meetings and recorded actions might be included.

DC response: The steering group will evolve over time. Agendas will be set for meetings and minutes documented.

This commentary is not designed to deal with every aspect of the Action Plan. It highlights a number of issues that should help the local authority in maintaining the objectives of its Action Plan, namely the improvement of air quality within the AQMA.

Issues specifically related to this appraisal can be followed up by returning the attached comment form to Defra, Welsh Government, Scottish Government or DOE, as appropriate

For any other queries please contact the Local Air Quality Management Helpdesk:

Telephone: 0800 0327 953

Email: LAQMHelpdesk@bureauveritas.com

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Equality Impact Assessment (EqIA)

1. Initial information

Dorset Council Air Quality Action Plan (AQAP) 2022 - 2027

2. Is this a:

New strategy

3. Is this:

Both internal and external

4. Please provide a brief overview of its aims and objectives:

Dorset Council has a statutory duty to produce an Air Quality Action Plan (AQAP) and to monitor air quality throughout its area and in particular within the two declared air Quality Management Areas

This Action Plan will replace the previous one for Chideock.

Actions have been developed that both address the NO₂ air quality objective exceedance in Chideock, but also address more strategic issues to try and reduce emissions of both NO₂ and PM_{2.5} across the district in order to improve health in a more equitable way. The measures can be considered under five broad topics:

- Continue collaborative work with Highways England to investigate, and where appropriate implement, direct measures to improve air quality on the A35 in Chideock
- Promotion of Behaviour Change away from Single Occupancy Private Vehicle Use
- Promotion of the Use of Alternatively Fuelled Vehicles
- Developing Policies to Support Better Air Quality

- Controlling Domestic Emissions

5. Please provide the background to this proposal?

The Draft Chideock and Dorset Council Air Quality Action Plan has been produced to demonstrate how we intend to improve air quality across the entire area of Dorset Council, and, importantly focuses on the Chideock Air Quality Management Area which was declared on the basis of public exposure to nitrogen dioxide.

Improvements will reduce exposure for everyone but the positive effects will be particularly significant for those with health conditions which make them vulnerable to air pollution, contributing to reducing inequality.

The new AQAP will replace the aged one for Chideock dated 2011 and will in place for 5 years. Should the Action Plan be adopted by Dorset Council in 2022, its formal renewal will be in 2027.

Evidence gathering and engagement

6. What sources of data, evidence or research has been used for this assessment? (e.g national statistics, employee data):

Legislation

Physical air quality monitoring and modelling

Defra Guidance

Specialist consultant advice

Formal consultation process with public and statutory consultees

7. What did this tell you?

Consultation Report appended to EqIA

8. Who have you engaged and consulted with as part of this assessment?

Internal depts of Dorset Council (Highways, Climate Change, Development Control, Building Control, Natural Environment)

Public

Town & Parish Councils

Neighbouring Local Authorities

Environment Agency

National Highways

Public Health Dorset

9. Is further information needed to help inform decision making?

No

Is an EQIA required?

Not every proposal will need an EqIA. The data and research should inform your decision whether to continue with this EqIA. If you decide that your proposal does not need an EqIA, please answer the following question:

This policy, strategy, project or service does not require an EqIA because (provide details):

Assessing the impact on different groups of people

For each of the protected characteristics groups below, please explain whether your proposal could have a positive, negative, unclear or no impact. Where an impact has been identified, please explain what it is and if unclear or negative please explain what mitigating actions will be taken.

- use the evidence you have gathered to inform your decision making.
- consider impacts on residents, service users and employees separately.
- if your strategy, policy, project or service contains options you may wish to consider providing an assessment for each option.
- see guidance for more information about the different [protected characteristics](#).

Key to impacts

| | |
|-----------------|---|
| Positive Impact | <ul style="list-style-type: none">• the proposal eliminates discrimination, advances equality of opportunity and/or fosters good relations with protected groups. |
| Negative Impact | <ul style="list-style-type: none">• protected characteristic group(s) could be disadvantaged or discriminated against |
| Neutral Impact | <ul style="list-style-type: none">• no change/ no assessed significant impact of protected characteristic groups |
| Unclear | <ul style="list-style-type: none">• not enough data/evidence has been collected to make an informed decision. |

| Impacts on who or what? | Choose impact | How |
|-------------------------|-----------------|---|
| Age | Positive Impact | <p>Children and older people are susceptible to the effects of air pollution. In early life exposure can affect lung function and growth. For older people it can increase the risk of heart problems and stroke.</p> <p>The AQAP aims to improve air quality across the entire area of Dorset Council, but with a focus on the Chideock AQMA which was declared on the basis of public exposure. Improvements will reduce exposure for everyone but the positive effects will be particularly significant for age groups vulnerable to air pollution, contributing to reducing inequality.</p> <p>30% of Dorset Council's population are over 65 years of age <u>Understanding Dorset - Dorset Council</u></p> |
| Disability | Positive Impact | <p>People with existing health conditions are susceptible to the effects of poor air quality. Exposure to poor air quality can exacerbate symptoms of asthma and cardiovascular disease. It also increases the risk of heart problems and stroke for those with existing cardiovascular and respiratory conditions.</p> <p>The AQAP aims to improve air quality across the entire area of Dorset Council, but also focuses on the Chideock AQMA which was declared on the basis of public exposure. Improvements will reduce exposure for everyone but the positive effects will be particularly significant for those with health conditions which make them vulnerable to</p> |

| Impacts on who or what? | Choose impact | How |
|---|-----------------|--|
| | | air pollution, contributing to reducing inequality |
| Gender reassignment and Gender Identity | Neutral Impact | No differential impact identified with this protected characteristic. The AQAP applies to all residents of Dorset |
| Marriage or civil partnership | Neutral Impact | No differential impact identified for this protected characteristic. The Measures apply equally to all residents of Dorset |
| Pregnancy and maternity | Positive Impact | Exposure to poor air quality can affect a foetus within the first few weeks, with evidence emerging for resulting low birth weights and premature birth. Therefore pregnant women are also particularly susceptible to air pollution. As with other vulnerable groups, the aim of the AQAP to improve air quality will have positive effects particularly significant for them, contributing to reducing inequality. |
| Race and Ethnicity | Neutral Impact | The population is predominantly white British, with 4.4% of our residents from ethnically diverse communities. <u>Understanding Dorset - Dorset Council</u> |
| Religion and belief | Neutral Impact | No differential impact have been identified. The AQAP Measures apply equally to all residents of Dorset, irrespective of religion / faith |
| Sex (consider men and women) | Neutral Impact | There is no evidence to suggest that the effects of poor air quality are determined by sexual orientation. |
| Sexual orientation | Neutral Impact | There is no evidence to suggest that the effects of poor air quality are determined by sexual orientation. |
| People with caring responsibilities | Neutral Impact | No differential impact identified for this protected characteristic. The Measures apply equally to all residents of Dorset |
| Rural isolation | Positive Impact | Dorset Council identifies that there are areas of rural isolation. It is recognised that areas such |

| Impacts on who or what? | Choose impact | How |
|----------------------------|-----------------|--|
| | | as these are deprived, and subsequently likely to be adversely affected by air quality. |
| Socio-economic deprivation | Positive Impact | <p>Although air pollution can be harmful to everyone, people who live in more polluted areas are more affected. This tends to include low-income communities as they are more likely to live in areas with poorer air quality due to lower value properties often being located in more congested areas. They are also more likely to fit other criteria which indicate poorer health in general, making them more susceptible. Some of the proposed actions in the AQAP may have a financial impact on residents. The implications of these must be considered in relation to people experiencing social deprivation as there is a risk that they would be disproportionately disadvantaged.</p> <p>There are significant areas of deprivation within the Dorset Council area, mostly in urban but also some rural deprivation due to isolation Understanding Dorset - Dorset Council</p> |
| Armed forces communities | Neutral Impact | No differential impact identified for this protected characteristic. The Measures apply equally to all residents of Dorset |

Please provide a summary of the impacts:

Age, Disability, Pregnancy and Maternity, Rural isolation and Socio-economic deprivation are protected characteristics which would result from positive impacts. The remainder would have neutral impact. No protected characteristic would be negatively impacted by the AQAP. No protected characteristic has been identified to have an unclear impact, which would then require further investigation.

Action Plan

Summarise any actions required as a result of this EqIA.

| Issue | Action to be taken | Person(s) responsible | Date to be completed by |
|-------|--------------------|-----------------------|-------------------------|
| n/a | | | |
| n/a | | | |

Sign Off

Officer completing this EqIA: Coralie McGown

Officers involved in completing the EqIA: Coralie McGown

Date of completion: 25 February 2022

Version Number: 1

EqIA review date: 2027 – inline with a full review of a new AQAP

Inclusion Champion Sign Off:

Equality Lead Sign Off:

Next Steps:

- the EqIA will be reviewed by Business Intelligence & Performance and if in agreement, your EqIA will be signed off.
- if not, we will get in touch to chat further about the EqIA, to get a better understanding.
- EqIA authors are responsible to ensuring any actions in the action plan are implemented.

Please send to [Diversity and Inclusion Officer](#)

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