

### Introduction

- 6.1 This Chapter sets out the Local Planning Authority's general housing policies for the Local Plan area. Policies for specific sites and settlements are dealt with in Chapters 11-13. The strategic housing requirements that form the basis for the Local Plan Review's policies are outlined and a housing strategy is put forward which also reflects the City Council's corporate objectives, including the provision of affordable housing.

### Provisions For Housing Development

#### Strategic requirements

- 6.2 The level of housing development which the Local Plan Review must provide for is broadly determined by the Hampshire County Structure Plan 1996-2011 (Review). The Structure Plan Review's requirements have been derived from a number of factors, including demographic trends, and take into account all types of housing need. The Structure Plan Review seeks to implement the Government's policy of "plan, monitor and manage" in relation to new housing development. The Local Plan Review has been prepared in accordance with the Structure Plan's housing policies.
- 6.3 The Local Plan Review translates the housing requirements of the Structure Plan into policies that will bring forward the necessary land. The Structure Plan proposes that, from within a Hampshire-wide (including the Cities of Southampton and Portsmouth) 'base-line' housing requirement of 80,290 dwellings for the Structure Plan period, sufficient land should be brought forward in Winchester District to enable 7,295 new dwellings to be constructed in the period 1996 to 2011. Of this figure, some 5,049 dwellings were completed in the period 1996 - 2006, leaving about 2,250 dwellings to be provided in the period April 2006 to March 2011.
- 6.4 As part of the total Structure Plan requirement for Winchester District, specific Local Plan provision needs to be made for the development of a new community, in

accordance with the Structure Plan Review's Major Development Area (MDA) policies. These require the establishment of a major new development, containing 2,000 new dwellings, situated to the "West of Waterlooville". The location of this new development, centred on the existing urban area of Waterlooville, is intended to achieve a 'sustainable' community that benefits from the presence of the nearby town-centre and the access to services/facilities and local employment which this gives, contributes towards the introduction of enhanced public transport systems serving the area and helps to minimise the loss of other areas of countryside.

#### Strategic Reserve provision

- 6.5 In addition, a further requirement of the Structure Plan Review for Winchester District is that, over and above the specified base-line figure, a strategic 'reserve' housing provision amounting to a further 3,000 dwellings needs to be identified (Structure Plan Policy H4). The Structure Plan indicates that the 'reserve' should be provided for at two separate locations: West of Waterlooville (1,000 dwellings) and Winchester City (North) (2,000 dwellings). The need for the release of any strategic reserve provision will be determined by the local and strategic planning authorities, in the light of the requirements contained in Regional Planning Guidance for the South-East (RPG9, 2001). The strategic planning authorities (Hampshire County Council, Portsmouth City Council and Southampton City Council) will only support the release of sites to meet this reserve provision "where monitoring of the Structure and Local Plans indicates there is a compelling reason to do so".
- 6.6 If the regional housing requirement and the results of monitoring the supply of dwellings coming forward during the Structure Plan Review period (by the Strategic Planning Authorities) reveal a shortfall in provision, one or more of the strategic reserve sites may have to be released. The Local Plan identifies the

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location of the strategic reserve provision and sets out requirements relating to it, including the need for the production of masterplans, in Policies MDA.1 and MDA.2.

### The Housing Strategy

6.7 Taking account of strategic requirements and other objectives of the Local Plan Review, the following housing strategy is proposed:

- the implementation of more sustainable patterns of development, making the best use of land and buildings within the District's built-up areas and placing greater emphasis on accessibility to local services and facilities, education and employment and to the public transport network;
- provision for residential development or redevelopment, which achieves at least the minimum net residential densities of 30-50 dwellings per hectare recommended by Government (Planning Policy Guidance Note 3: Housing) and which provides for greater housing choice and environmental enhancement on sites within the defined policy boundaries;
- residential development which provides 2,000 new homes, as part of a Major Development Area West of Waterlooville;
- resisting development beyond the defined boundaries of the built-up areas, other than in the cases of the implementation of Local Reserve sites for urban extensions allocated in the Plan, the development of sites in accordance with the criteria of Policy H.4, and approved housing "exceptions" schemes to meet proven rural needs;
- encouragement for additional sources of "urban capacity", where their release for residential development would not conflict with other aims or provisions of the Local Plan Review.

Such sources include offices in Winchester, certain parking areas and communal garage courts, potential living accommodation over shops and other city and town centre business premises; minor areas of open space laid out in association with earlier housing developments; and development within the curtilages of existing dwellings;

- measures to maximise the supply of affordable and special needs housing;
- measures to increase diversity in the housing stock, achieve a greater mix of uses in new development and to enhance the quality of the residential environment by the consistent application of an urban design, townscape/landscape-led approach to all new development;
- the continuation of certain site-specific commitments from the Winchester District Local Plan which have not yet been implemented and, where feasible, the pursuit of redesigned 'commitment' schemes in cases where such alterations may achieve worthwhile housing gains and/or increased residential densities;
- the publication and regular updating of a register of current planning permissions, to assist in progressing urban development opportunities;
- the identification of sites at West of Waterlooville and Winchester City (North), in response to the possible need to allocate further housing land, as part of the Hampshire County Structure Plan Review's 'reserve' provision.

### Provision for Housing Development

#### Policy H.1

*Within the Local Plan area, provision will be made to meet the housing requirements of the Hampshire County Structure Plan Review by:*

- (i) *enabling the construction of 7,295 dwellings in the period from April 1996 to March 2011, of which 5,049 had been completed by March 2006 (leaving about 2,250 dwellings to be completed from April 2006 to March 2011). As part of this total, provision will be made for the comprehensive development of a new community to the west of Waterlooville, incorporating 2,000 new dwellings situated within a defined area, to be the subject of a Master Plan; and*
- (ii) *with regard to the additional requirement of the County Structure Plan for the release of a strategic 'reserve' housing provision, the Local Planning Authority will identify sites for a reserve provision of 1,000 dwellings at West of Waterlooville and 2,000 dwellings at Winchester City (North).*

### The "sequential approach" and urban capacity

- 6.8 The Local Plan's strategy for housing provision is based on achieving the non-MDA housing requirements from within the District's defined built-up areas. This calls for a positive policy lead, in order to achieve:
- net housing densities within the target range of 30-50 dwellings per hectare;
  - the further 'optimisation' of densities, in places where accessibility to local services/facilities and public transport is particularly favourable;
  - mixed developments;
  - levels of off-street parking provision which do not exceed adopted standards.
- 6.9 An "urban capacity" study has been carried out, looking at the overall potential for developing and redeveloping land and buildings within the built-up areas. The study follows advice from consultants on the scope for increasing housing provision within the District's built-up areas

("Potential for Increasing Housing Densities in the Winchester District", Chesterton Planning and Economics, Jon Rowland Urban Design, Winchester City Council, 2000). The Urban Capacity Study was published as a background document to the Local Plan (Winchester District Urban Capacity Study, Winchester City Council, 2001). An annual housing monitoring report has been produced to assess housing supply, taking account of planning approvals and housing completions, and this now forms part of the District's Annual Monitoring Report. The study examines the varying quality of 'opportunity' offered by each of the very large number of built-up area sites considered. In instances where good market conditions apply, for private or registered social landlord development, and these conditions are combined with little or no constraint or 'obstruction' to development, such sites are categorised as 'good opportunities' and are expected to come forward during the Review Plan period.

- 6.10 The Urban Capacity Study also identifies a range of 'scenarios', on which the potential capacity of each site is based. In central Winchester, which possesses good accessibility to public transport and town centre facilities, the estimated capacity of sites is optimised to take advantage of these features. Elsewhere, a 'character' approach is used, reflecting local character and built form whilst aiming to achieve residential densities in the range 30-50 dwellings per hectare.
- 6.11 To achieve an accurate assessment of the development potential of the District's built-up areas, the Local Planning Authority has calculated the potential of all those 'good opportunities' that were not particularly constrained by policies within the previous District Local Plan. That figure was then combined with the potential offered in other situations where, for example, policy constraints operated by the previous Plan are being relaxed in the Review Plan or where some existing development commitments could be re-examined in order to gain additional

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housing provision. The resultant housing supply is sufficient to satisfy the housing requirement of the current Structure Plan Review:

**Table 1: Sources of Housing Supply**

Sources of supply at April 2006	Estimated number of dwellings
Urban Capacity (good opportunities)	1430
'Living over the shop'	49
Existing Commitments & Allocations*	2326
<b>Total</b>	<b>3805</b>

\* = includes 1110 dwellings at West of Waterlooville.

Details of the urban capacity sites identified, estimated capacity and methodology are contained in the Winchester Urban Capacity Study, 2001, and subsequent monitoring reports.

### Policy Framework

- 6.12 The Local Plan promotes policies that will secure the level of urban capacity estimated. The Plan's policy framework, therefore, provides for additional and generally more intense development within the defined built-up areas, including those special character areas such as "low density/important tree cover" areas, previously subject to specific policies. Such changes are not, however, intended to indicate a lowering of design standards. On the contrary, they put the strongest emphasis on high standards of development in all parts of the District.
- 6.13 To deliver this housing potential and achieve the necessary intensity of development, the Local Plan stipulates an 'urban design' and townscape/landscaped approach to all new development. These policies are set out in Chapter 3: Design and Development Principles. This approach aims to make the most productive use of land within the defined settlements. It envisages the development of under-used land, the redevelopment of

previously developed land or premises and the adaptation/conversion of buildings.

- 6.14 However, not all sites within the built-up areas are suitable for development. Many open areas are of considerable value in providing the setting for important buildings, some of which are listed as being of historic and/or architectural interest. Other undeveloped areas provide important public and recreational amenities and must be retained, in accordance with the provisions of Policies RT.1 and RT.2. Similarly, some existing employment land and premises and 'community facilities' play an important role in the vitality and social/economic cohesion of the District's settlements. Consequently, the Plan includes policies to resist development proposals that would result in the loss of essential local services/facilities.
- 6.15 Proposals to replace with housing those current employment sites or premises which, by reason of their location in relation to public transport or other particular circumstances, are considered to be both sustainable and well suited to meeting local needs are unlikely to be acceptable. The Plan does, however, address the current surplus of industrial land within the District and makes provision for a mix of uses on some of the employment allocations made under the previous District Local Plan.
- 6.16 Development proposals within areas where there is a known flood risk are unlikely to be acceptable, particularly where the development itself could be affected by flooding incidents or where, as a consequence of its siting, design or construction it might add to the risk of future flooding.
- Sources of additional urban capacity**
- 6.17 In order to maximise urban capacity and to satisfy the requirements of Government policy, the Local Plan provides for development from within the following categories of 'opportunity':

- minor open spaces, often provided in association with former development, which are not of significant local amenity or recreational importance;
- car parking and communal garage-court areas which are no longer needed to meet off-street requirements or no longer function as originally intended;
- town centre car parking facilities where the present level of provision could be satisfactorily maintained and consolidated, as part of the re-development of the existing site;
- accommodation above shops and other commercial premises in town centre locations;
- office accommodation in parts of Winchester, where planning policies provide for residential accommodation;
- employment sites reallocated for suitable mixed use and the development of some existing employment sites.

6.18 To facilitate and encourage the release of urban capacity the Local Planning Authority may need to take positive action to help deliver certain development opportunities within the settlements. Where an element of land assembly would be required and, for example, the City Council has a direct land ownership or housing authority function, the Authority may be in a position to take on a co-ordinating role.

6.19 In areas of significant development potential it will be particularly important to involve the local community and gain its support. In some circumstances it will be appropriate to produce a community plan (see Chapter 14, paragraph 14.22). Such a plan could, for example, identify sites for redevelopment, the redistribution of parking, public transport improvements, landscaping and opportunities for improving recreational/community facilities.

This would enable the local community to consider the potential for positive gains directly linked to any initial loss of parking, open space or other amenities.

6.20 The Local Planning Authority may, as a result of monitoring the supply of housing, have to undertake a review of other sites identified by the Urban Capacity Study. A number of these were considered to be less likely to come forward during the Review Plan period and were, therefore, categorised as 'medium' or 'poor' opportunities (these opportunities are not identified in the Winchester District Urban Capacity Study, 2001). With the positive policies that the Local Plan promotes, some of these sites and buildings are likely to come forward for development in the Plan period, without the need for any action on the part of the Authority. Nevertheless, it is also possible that some action may become necessary, in order to stimulate the delivery of certain development 'opportunities'.

### Allocated sites

6.21 Table 2 lists the sites within the District's built-up areas which are allocated by this Plan for residential development. The table is not intended to be a comprehensive list of all sites that can be developed for housing purposes. Many other sites within the built-up areas already benefit from planning permission and others, particularly those identified by the Urban Capacity Study, are suitable for development and will come forward under the terms of the Plan's general policies. The Table includes estimates of the number of dwellings that each of the allocated sites might accommodate, based on their character and surroundings and the aim of maximising the capacity of development opportunities.

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**Table 2: Estimate of Housing Supply from Allocated Sites**

Site	Policy no.	Estimated no. of dwellings
West of Waterlooville	MDA.1	1110*
Whiteley Farm, Whiteley	S.11	50
Whiteley Green, Whiteley	S.12	90
Broadway/Friarsgate, Winchester	W.2	100
<b>Total</b>		<b>1350</b>

\* Table 1 assumes completion of 1110 dwellings by 2011

- 6.22 All the sites in Table 2 are capable of accommodating 10 or more dwellings. Whilst the table shows general estimates of the capacity of certain sites, a more detailed site evaluation may reveal that constraints on potential development are less or greater than envisaged. Development schemes should comply with the requirements of those policies that set out guidelines for development of sites, in particular those in Chapters 3 and 11-13. It may be possible, given the emphasis which the Plan puts on making the best use of land in built-up areas, to draw up schemes which exceed these estimates, while continuing to satisfy relevant planning criteria.
- 6.23 The figures in Tables 1 and 2 above do not include any allowance for residential development on the mixed employment/housing allocations at Cheriton and Sutton Scotney. These sites may provide a further 70-110 dwellings which, when added to the supply shown in Table 1, indicates that the Structure Plan's housing requirements are likely to be met easily, even allowing for the possibility of some sites not coming forward.

### Local Reserve Sites

- 6.24 Notwithstanding the strict control of residential development in the countryside, development will be permitted on the "Local Reserve" sites as extensions to Policy

H.3 settlements if considered necessary to meet the housing provision required under Policy H.1.

### Policy H.2

*The following sites with estimated housing capacities as shown, are identified as Local Reserve Sites on the relevant Inset Maps:*

*Pitt Manor, Winchester 200 Inset Map 31S*

*Worthy Road/ Francis Gardens, Winchester 80 Inset Map 31N*

*Little Frenchies Field, Denmead 70 Inset Map 7*

*Spring Gardens, New Alresford 35 Inset Map 16*

*The Local Planning Authority will permit housing and related development on one or more of the Local Reserve Sites only if monitoring indicates that the Structure Plan baseline housing requirement for the District is unlikely to be achieved from the sources of housing supply identified in Tables 1 and 2 of the Plan, or from windfall sites.*

*The sites will remain subject to countryside policies unless and until the Local Planning Authority identifies a need for them to be released for housing.*

- 6.25 A decision to permit the development of one or more of the Local Reserve sites, or to invite the submission of a planning application(s), will be made by the Local Planning Authority in the light of regular and detailed monitoring of the sources of housing supply coming forward. It may be necessary for the Council's annual monitoring report to be supplemented by a more frequent review of planning approvals and housing completions to assess whether an adequate supply of housing is coming forward to meet the Structure Plan baseline housing requirement for the District.
- 6.26 A decision to permit development on any one or more of the sites will be related to

the extent of the shortfall that the Local Planning Authority anticipates in meeting the baseline housing requirement at the time of its monitoring report. A decision to permit development will have regard to the expected supply of housing over the whole of the remaining part of the Local Plan period and will take account of the lead time required before houses can be completed on the site(s). This will include the necessary time for the preparation, submission and consideration of planning applications and for any land assembly, site preparation work and infrastructure provision.

- 6.27 In the event that a shortfall in meeting the baseline housing requirement is forecast but the shortfall is not so great as to require the development of all of the Local Reserve sites, the Local Planning Authority will also need to consider the order in which the sites should be released. This will depend partly on the scale of the anticipated shortfall. Other factors to be considered in the prioritisation of the sites will be related to the relative sustainability of the development proposed, that of the sites and of the settlements within which they are located, the nature of the identified shortfall in terms of housing location or type, and whether there is a particularly acute need for affordable housing in the locality of the site, which the site could help to remedy. The Council will consult with a range of stakeholders on its initial conclusions, in the light of annual monitoring. This will enable comments to be made on the Council's initial conclusions about the need to release sites, and any new issues, before the Council makes a formal decision annually about the release of any specific site(s). More detailed guidance is set out in the Supplementary Planning Document "Implementation of Local (Housing) Reserve Sites Policy" as to how the Policy will be applied and the criteria to be used in prioritising the sites, if a need is proven.
- 6.28 The Inspector's Report includes a number of site-specific conclusions which he reached relating to the development of the

sites. Developers will need to take account of these in any planning brief or design statement that they submit to accompany planning applications. They will also need to take account of, and comply with, other relevant policies in the Plan that may apply to Local Reserve Sites, in particular those relating to nature conservation, flood risk, sustainable development and pollution, and other policies relevant to a particular reserve site. The Inspector highlighted the suitability of the Pitt Manor, Winchester site for a park and ride scheme on about 1 hectare of land. The need for such provision will be reviewed if and when the site is released and provision should be made if a need exists. If park and ride provision is not required the estimated site capacity is likely to increase by 30-50 dwellings.

### Development in the Built-Up Areas

- 6.29 In addition to the housing which is to be provided within the West of Waterlooville Major Development Area and which may also need to be provided under the 'reserve' housing provisions, there is scope for development on sites within the defined built-up areas of the settlements. Policy H.3 provides for such development to take place.

#### Policy H.3

*Residential development or redevelopment will be permitted within the defined policy boundaries of:*

<i>Bishop's Waltham</i>	<i>New Alresford</i>
<i>Cheriton</i>	<i>Old Alresford</i>
<i>Colden Common</i>	<i>Otterbourne</i>
<i>Compton Down</i>	<i>South Wonston</i>
<i>Corhampton</i>	<i>Southdown</i>
<i>Denmead</i>	<i>Southwick</i>
<i>Droxford</i>	<i>Sparsholt</i>
<i>Hambledon</i>	<i>Sutton Scotney</i>
<i>Hursley</i>	<i>Swanmore</i>
<i>Itchen Abbas</i>	<i>Twyford</i>
<i>Kings Worthy</i>	<i>Waltham Chase</i>
<i>Knowle</i>	<i>West Meon</i>
<i>Littleton</i>	<i>Whiteley</i>
<i>Micheldever</i>	<i>Wickham</i>
<i>Micheldever Station</i>	<i>Winchester</i>

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- 6.30 In a District context, the settlements to which Policy H.3 applies tend to be the larger ones, with sufficient depth and complexity of development to give them a more obviously built-up character. Between them, they also contain a high proportion of the District's services, facilities, medical and educational establishments, employment, public transport and interchange provision, although not every settlement listed contains such provision. Such attributes complement and support the relative self sufficiency and social and commercial durability of these settlements. In terms of creating and maintaining the most sustainable patterns of development which can be achieved, these locations are considered the most suitable. They are generally capable of absorbing development which can be well related to local services and facilities and which, together with an increased emphasis on public transport and providing better facilities for pedestrian movement and cycling, can help to reduce the need to travel, particularly by private car.
- 6.31 Policy H.3 presumes in favour of residential development within the defined built-up areas. It anticipates development at densities that comply with Government guidance, normally falling within the range of 30-50 dwellings per hectare. In central locations within Winchester, and possibly the District's country towns, where accessibility on foot and by cycle to local services and public transport is best, higher densities may be appropriate.
- 6.32 The presumption in favour of residential and appropriate mixed-use development, within the defined built-up areas, does not apply in those important open areas subject to Policy RT.1 or recreational areas subject to Policy RT.2. Development proposals will also be subject to the requirements and provisions of other policies of the Local Plan Review and, particularly, those contained in Chapter 3: Design and Development Principles.

- 6.33 Outside the defined policy boundaries of the settlements listed in Policy H.3, development will need to be strictly controlled to protect the countryside and to prevent intrusive development which fails to conform to the overall housing strategy described above. The policy boundaries define the areas within which development is acceptable in principle, even though these may not correspond to property boundaries or the fullest extent of a settlement as local people understand it. To permit development beyond the specified boundaries of the built-up settlements would normally release land for development which would not be acceptable according to the 'brownfield first, greenfield last' principles of the sequential approach. Areas of land that should remain undeveloped, for example because of the existence of important open areas or the significance of such areas to the setting of the settlement, are excluded from the defined policy boundaries. These areas are treated as countryside in policy terms as are villages, hamlets and areas of scattered development.

### Policy H.4

*Outside the built-up areas of settlements listed in Policy H.3, schemes for limited infill residential development will only be permitted where the proposal accords with other relevant policies of the Plan and satisfies all of the following criteria:*

- (i) the site is well related to an existing village or settlement in that at least one side would adjoin an existing residential boundary;*
- (ii) the principle of development on the site and the scale and form of the proposal would not harm the rural character and appearance of the area and that of the existing village or settlement to which it relates;*
- (iii) the development would be consistent with the Council's objectives for the promotion of a sustainable pattern of development of the area.*

- 6.34 Housing development that relates to existing development in the countryside or that has a need to be there is described in Policies CE.19 – CE.27 in Chapter 4. Policy H.2 provides for the development of ‘Local Reserve’ sites as extensions to Policy H.3 settlements if considered necessary to meet the housing provision required under Policy H.1. Housing development elsewhere outside the defined policy boundaries of the settlements listed in Policy H.3 will need to be strictly controlled to protect the countryside and to prevent intrusive development which fails to conform to the overall housing strategy described above.
- 6.35 Notwithstanding this strict control of residential development in the countryside, Policy H.4 also recognises that there may be some scope for limited infilling in the villages and settlements in the designated countryside outside the settlement policy boundaries of Policy H.3. The criteria listed in Policy H.4 will ensure that any proposal is consistent with Government guidance in PPS7: “Sustainable Development in Rural Areas” in that it meets local needs but does not harm the character of the countryside or result in the formation or consolidation of unsustainable patterns of development. Policy H.4 should be read in conjunction with the Council’s Supplementary Planning Document (SPD) “Implementation of Infilling Policy” which assists in the interpretation of the policy. The number of dwellings permitted under this Policy is expected to be limited and will be the subject of annual monitoring.
- 6.36 Infill development is defined in the Glossary to the Plan and is further amplified in the SPD for the purposes of implementing this Policy. The Local Planning Authority will expect applicants seeking planning permission for development covered by this policy to demonstrate how their applications will meet **all** of the criteria included in the Policy, as amplified below and set out in greater detail in the SPD.
- 6.37 In determining whether a settlement is a sustainable location for infill development, particular consideration will need to be given to the range of facilities either within the settlement, or within safe and convenient distance of the proposed site by means of transport other than the private car. Alternatively, there may be instances where a particular local need for the form of development proposed has been identified in a Parish Plan, which has been endorsed by the Local Planning Authority, that is sufficient to outweigh the lack of local facilities or services in or within easy reach of the settlement.
- 6.38 In considering the size of sites where ‘limited infill’ development may be permissible, consideration will be given to the width of typical nearby dwelling plots. The SPD also sets out the circumstances in which the redevelopment for housing of non-residential buildings on infill sites, and where the intensification by redevelopment of residential properties, may be permissible.
- 6.39 Proposals for terraced or denser dwelling layouts, especially where they make provision for smaller households, will be permitted where they reflect the character of the area or would enhance the street scene. However, many of the settlements in the countryside consist mainly of frontage development, which will mean that ‘in-depth’ development is unlikely to reflect their character.
- 6.40 In determining whether or not a proposal would harm the rural character and appearance of the area and that of the existing village or settlement to which it relates, particular consideration will be paid to the content of Conservation Area Appraisals and adopted Village Design Statements, including the identification of any gaps or natural features that should be retained because of their importance to the character of the area.
- 6.41 The provisions of this Policy would not justify an exception to Policy CE.3 to allow for residential development within the

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Strategic and Local Gaps. Development within the East Hampshire Area of Outstanding Beauty (AONB) or the proposed South Downs National Park, or other statutorily designated areas, would need to be the subject of very careful consideration. The landscape and scenic beauty of the AONB and the proposed National Park are of national importance and these areas are therefore subject to particular protection.

- 6.42 The Policy H.3 boundaries denote the areas within which appropriate development can acceptably be accommodated. Conversely, the development of sites adjoining but outside of those boundaries would be harmful to the character of the settlements, intrusive in the countryside, or be contrary to other policies of the Plan, and will not therefore be permissible under Policy H.4.

### Affordable Housing

- 6.43 The District has some of the highest house prices in Hampshire, and these continued to rise during the 1990s and into the 21st century. The Government's Housing Policy Statement "The Way Forward for Housing"(2000) recognises the high demand for housing, and consequent high house prices, that exist in many urban and rural areas in the south of England. This has placed acute pressure on the social housing stock owned by the Local Authority and registered social landlords, and many people with average incomes are unable to find properties they can afford. The Local Plan therefore seeks the provision of housing designed to meet these needs.
- 6.44 This Plan defines "affordable housing" as "housing provided, with subsidy, for people who are unable to resolve their housing requirements in the local housing market because of the relationship between housing costs and incomes". This definition is based on that provided by the Winchester Housing Needs Survey 2002.
- 6.45 The Local Authority aims to increase the amount of affordable housing in the District primarily through the provision of

more subsidised homes, normally provided by registered social landlords. In addition to subsidised housing, the Plan promotes the provision of smaller open market homes, to address an identified imbalance in the housing stock and to bring home ownership within financial reach of more households on modest incomes.

- 6.46 Government policy on the provision of affordable housing is set out in Planning Policy Guidance Note 3; Housing (PPG 3), supplemented by more detailed advice in Circular 6/98 on Planning and Affordable Housing (soon to be replaced by PPS3). Government advice is that a community's need for a mix of housing types, including affordable housing, should be addressed in local plans. The majority of affordable homes should be provided within existing larger towns, near to a range of local facilities and public transport, but the needs of rural areas are also to be addressed. Where up to date survey and other information demonstrates a lack of affordable housing to meet local needs, local plans should include a policy for seeking an element of such housing in suitable housing developments.

### Affordable housing need

- 6.47 The need for affordable housing in the District has been assessed in the Winchester Housing Needs Survey, carried out by consultants on behalf of the Local Authority in 2002. This Survey examined the level of housing need in the District during the period up to 2011. It examined incomes, house prices and other local data to assess the ability of households to access accommodation. The Local Authority will ensure that this housing needs information is kept up to date.
- 6.48 The Survey took account of existing and concealed households in need, and made an allowance for re-lets of the existing affordable stock. It identified a net annual outstanding need for 779 new subsidised affordable homes, which, projected over the period of the Survey to 2011, would result in a total of 7,011 units.

6.49 The Survey's results confirm the significant need for affordable housing in the District, primarily for subsidised housing provided for rent, although shared equity housing may have a wider role to play in the future. It will not be possible to meet all the need identified in the Survey time-scale, but the Local Authority will aim to meet as much of the need as possible, by maximising the provision of affordable housing on suitable sites wherever possible.

### Addressing the need

6.50 The 2002 Winchester Housing Needs Survey recognises the problem of meeting the high level of need found, and the substantially increased level of need since the last Survey was carried out in 1999. It therefore recommends that the maximum achievable target level of affordable housing is sought from new developments. To achieve this, it recommends that a higher proportion of affordable homes should be sought within the District than is currently the case, increasing the proportion sought on suitable sites up to 40%.

6.51 There are two main ways that affordable housing needs can be addressed through the planning system:

- (i) by seeking a proportion of subsidised affordable housing as part of market housing sites; and
- (ii) by permitting small-scale affordable housing schemes in sustainable locations outside defined settlement boundaries (rural exception sites).

6.52 The Government advocates that most affordable housing should be provided on sites within the larger settlements, which are defined as those over 3000 population. Currently these include Winchester, Bishop's Waltham, Colden Common, Denmead, Kings Worthy, New Alresford and Whiteley. The populations of all the settlements are reviewed annually, and therefore may from time to time move between the categories. Developers should therefore check with the Strategic

Planning Division of the City Council to ascertain the precise category of each settlement. There is, however, also a need for affordable housing in the smaller towns and villages.

6.53 The Local Planning Authority has been seeking a proportion of 30% subsidised affordable homes on sites of 15 or more dwellings (or 0.5 hectares or more) in the larger settlements, and on sites of 5 or more dwellings elsewhere in the District. If the Local Authority continued to seek this proportion, on sites above these sizes, it is estimated that only about 200 affordable homes could be achieved in the remainder of the Plan period, a very small proportion of the identified need for 7,011 units. A number of changes are therefore proposed in this Plan to enable more affordable homes to be provided where they are needed.

6.54 The Council has had regard to the recommendation in the 2002 Housing Needs Study that they should seek up to 40% affordable housing provision on all suitable sites coming forward for planning permission during the Plan period. It has also taken account of the findings of the 2004 study on the deliverability and impact of the affordable housing policies that were contemplated in the Deposit Plan, in order to ensure there is no negative impact on housing site viability. In the light of these it is therefore considered that there should be an increase in the provision of affordable housing from the 30% figure sought hitherto on some sites to an overall target provision of 35% of housing in the District as affordable housing. The proportions of affordable housing sought and the minimum sizes of sites on which it should be provided take account of the need to maximise the provision of affordable housing in the various parts of the District, and the economics of its provision within different types of settlement.

6.55 This is a modest increase in the proportion formerly sought and the additional requirement should provide for a range of types of affordable housing, including housing for key workers on suitable sites.

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Generally, larger housing sites will be more suitable for mixed tenure affordable housing (for rent and shared equity) but the City Council's Housing Development Team will advise on the types of property needed on each site. The greatest need in the District is for affordable rented housing.

- 6.56 Some affordable homes will also be provided in the West of Waterlooville Major Development Area (MDA) to meet the District's needs. A Housing Need Survey centred upon the Waterlooville MDA area, undertaken in 2002 on behalf of Winchester City Council and the neighbouring authorities of Havant Borough Council, East Hampshire District Council and Portsmouth City Council, concluded that a 50% proportion of affordable housing would be justified in the MDA. The Local Planning Authority recognises the need for the MDA to fulfil its important role in the provision of affordable housing and therefore the proportion sought will need to ensure that a viable development is achieved. A proportion of up to 40% subsidised affordable homes will be sought within the MDA, including within the reserve area, should it be required. A joint housing register for the MDA is likely to be the preferred means of allocating housing on the basis of priority need arising in the surrounding MDA catchment area.
- 6.57 There is also the possibility of a Major Development Area at Winchester City (North), although this has not yet been confirmed by the three strategic authorities. Should this area be confirmed as an MDA, any affordable housing is likely to make a significant contribution towards the District's needs, in view of the close relationship it would have with Winchester. The reserve MDA will be required to provide up to 40% of its housing as affordable dwellings in recognition of the considerable demand for such accommodation in the city and also to provide parity with the major greenfield urban extension site at the West of Waterlooville MDA.

- 6.58 The Local Reserve sites adjacent to Winchester, Denmead and New Alresford, should provide a minimum of 35% of their housing as affordable dwellings, if the release of any of the four sites be required as a result of the annual monitoring of housing supply in the District. The precise proportion of affordable housing for each of the Local Reserve sites will, however, be negotiated at the time any site is released, taking account of the need for affordable housing at that time.
- 6.59 Policy H.5 therefore indicates the Local Authority's intention to negotiate with applicants for housing development to secure an appropriate proportion of affordable housing on a site by site basis, taking into account the District target for affordable housing and individual site and market conditions. The provision of affordable housing is a material consideration in the determination of planning applications. Policy H.5 applies to all sites, including allocated and reserve sites, sites developable under the terms of Policy H.3, and other sites that may come forward elsewhere in the District.

### Policy H.5

*The Local Planning Authority will permit housing development on suitable sites where affordable housing forms:*

- (i) - 40% provision within the defined built-up area of Winchester; and
- 30% provision within the defined built-up areas of the other larger settlements;

*where 15 or more dwellings are proposed, or the site is 0.5 hectares or more;*

- (ii) 40% provision within the Major Development Area at Waterlooville and the Strategic Reserve Major Development Areas at Waterlooville and Winchester City (North), if confirmed.
- (iii) 30% provision within the defined built-up areas of the smaller settlements and elsewhere in the

*District, where the site can accommodate 5 or more dwellings, or exceeds 0.17 hectares.*

(iv) *35% of the housing provision within the Local Reserve housing sites at:*

- *Pitt Manor, Winchester;*
- *Worthy Road/Francis Gardens, Winchester;*
- *Little Frenchies Field, Denmead;*
- *Spring Gardens, New Alresford;*

*should the need for the release of any of these sites be confirmed.*

*The number, type and tenure of the affordable dwellings will be negotiated for each development, taking into account the need for affordable housing, market and site conditions, and other relevant factors.*

*The Local Planning Authority will need to be satisfied that appropriate arrangements are in place to ensure that the affordable housing remains genuinely available to those in housing need as long as the need exists (subject to any relevant statutory provisions).*

6.60 The affordable housing element of any housing scheme should primarily be provided on-site as part of the housing development and designed to provide a mix of sizes, types and tenures throughout the site. All whole affordable units within the proportion sought should be provided as part of the development, but any part affordable units will be accepted as an equivalent financial contribution. The contributions will then be used to provide affordable housing in the locality. For developments within the smaller settlements, off-site contributions will be sought where they will be more effective in achieving affordable housing provision, having regard to site and viability considerations.

6.61 The Local Authority must be satisfied that affordable homes will continue to be available to local people in need. An effective way of ensuring that the homes remain affordable for local people is by

involving a registered social landlord in the development and management of the scheme. Developers of schemes involving a proportion of affordable housing should approach the Local Authority's Housing Development Team for advice on involving a Registered Social Landlord. One of the means used to secure the implementation of affordable housing is for developers to provide serviced land free of charge. The Council will also seek appropriate financial contributions, where necessary, to ensure that the dwellings provided can be made available to meet local needs. It will negotiate with applicants to secure an acceptable Section 106 obligation to control the occupancy of the homes.

### Housing for local needs in rural areas

6.62 Frequently people living or working in the rural areas are unable to afford accommodation in their town or village, and the Local Authority recognises that it will be difficult to achieve the number of homes needed. Where there is a genuine need for affordable homes to meet the needs of a particular community, the Local Authority may be prepared to release land within or outside a settlement that would not otherwise be released for housing. The land should be suitable for a small-scale scheme, with all the homes genuinely affordable to local people.

### Policy H.6

*As an exception to other policies of the Local Plan, small-scale housing schemes will be permitted on sites well related to existing defined and other settlements, to meet the needs of local people unable to afford to rent or buy property on the open market, provided that:*

- (i) *the Local Planning Authority is satisfied that the need cannot be met within the settlement where the need exists;*
- (ii) *the development provides affordable housing in perpetuity for local people in proven housing need, who cannot afford accommodation locally on the open market;*

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- (iii) there is access by public transport, walking or cycling to local facilities (particularly shops and schools);*
- (iv) the development is well related to the scale and character of adjacent settlements;*
- (v) it does not intrude unduly into the countryside or harm the landscape character or setting of settlements, particularly in the East Hampshire Area of Outstanding Natural Beauty.*

- 6.63 The Local Authority must be satisfied, either from the Winchester Housing Needs Survey information or through the Local Authority's Housing Registers, that there is a need for affordable housing in the settlement concerned. The need should relate only to the settlement or parish concerned and not to the wider area, and the Local Authority will involve the relevant Parish Council in establishing the level of local need. A local person is generally defined as one who lives or works in the town or village, or who has strong family connections with the village or parish where the scheme is proposed.
- 6.64 The homes provided should be available for all time for those in need. An effective way of securing this is for the scheme to be developed and managed by a registered social landlord. The Local Authority will negotiate with applicants to secure an acceptable Section 106 Planning Obligation to control the occupancy of homes permitted in accordance with Policy H.6.
- 6.65 The site should be well related in scale and character to the existing settlement. Ideally it should adjoin the edge of the developed area, although this may not be feasible in the case of some smaller villages. The occupants should have easy access to local facilities, particularly a school, shop and public transport, to ensure that they become an integral part of the community. The scheme should be sympathetic to the size of the rural settlement concerned, taking account of the housing need identified, the physical

characteristics of the preferred site, and the relationship of the site to the particular settlement.

- 6.66 In implementing Policy H.6, the Local Planning Authority will ensure that the Plan's policies for conservation and the protection of the environment are not compromised. Every scheme should be sensitively designed and sited to respect its surroundings. Where schemes are on the edge of settlements or otherwise in the countryside, they should always respect the local landscape character, but particularly within the Area of Outstanding Natural Beauty.
- 6.67 The initiative for "exceptions" schemes should normally come from the community they will serve. As few exception sites have been developed in recent years, the Local Authority is reviewing the way that schemes are promoted and investigating ways of involving Parish Councils from the start of the process. Any Parish Council considering an exception scheme should approach the Local Authority at an early stage.
- 6.68 Settlements where "exception" schemes would be considered would normally be those subject to Policy H.3, although in certain circumstances schemes may be considered in other small villages.

### Housing Mix And Density

#### The need for smaller dwellings

- 6.69 The District's housing stock is a long term resource, and imbalances or deficiencies in the stock are therefore only remedied very slowly. In recent years in the District there has been a trend towards the development of larger houses, and most developments have incorporated only a limited range of dwelling types, sizes and tenures. Any new dwellings provided, either in new developments or by conversion of existing properties, should be better suited to the District's needs.
- 6.70 The Government's household projections,

and forecasts for Hampshire carried out by Hampshire County Council, indicate that an increasingly high proportion of new homes will be needed for single and two-person households. Some of these will choose to buy larger dwellings, but a significant number will seek smaller accommodation because that is all they need or can afford. The Winchester Housing Needs Survey provides information at District level and indicates that most of the need from local households is for one and two bedroom accommodation.

- 6.71 Smaller dwellings would help to meet the needs of newly forming households and young couples, provide for other smaller households, and provide housing for those on modest incomes currently unable to afford to enter the housing market. One of the key findings of the 2002 Winchester Housing Needs Survey was that about 90% new households need a one or two bedroom property. There will also, however, be scope for some higher standard small one and two bedroom accommodation for those households who may wish to downsize their homes.
- 6.72 The Hampshire County Structure Plan (Review) Monitoring Report 2004 includes data on the sizes of new dwellings being built in the Structure Plan area, and this indicates that in 1997/8 64% dwellings built were 3 or 4 bed roomed units, whereas only 10% were 1 bed roomed units. During the 1990s there was no evidence that the house builders responded to the increasing number of small households by increasing the number of small dwellings. The 2002 Winchester Housing Needs Survey, supplemented by a Stock Analysis report, indicated that there is an over-provision of 4 bed roomed properties throughout the District, and an under-provision of both 1 and 2 bed roomed dwellings in most parts of the District. The Survey also indicated a particular shortage of flats and terraced houses which are in high demand, and this contributes to the high prices demanded for these properties.
- Influencing dwelling sizes and types**
- 6.73 The Local Planning Authority has considered all these factors and will seek to influence the types of dwellings provided in new housing developments, to achieve a better housing mix in the District.
- 6.74 In August 2000, the Local Planning Authority adopted planning guidance "Achieving a Better Mix in New Housing Developments" to supplement the complementary Proposal H.7 in the previous Winchester District Local Plan. The guidance contains a set of principles that are now embodied in Policy H.7 and the accompanying text of this Plan.
- 6.75 Through Policy H.7, the Local Planning Authority will ensure that a better choice of housing is available in the District, by requiring developers to provide a better mix of housing sizes, types and tenures, and a higher proportion of the dwelling types and sizes that are needed. On sites capable of accommodating two or more dwellings, the Authority will therefore expect at least 50% of the housing units to be one or two bed roomed properties, to increase the availability of dwelling sizes in most demand, but currently in short supply.
- 6.76 The gross floor area of these small units should normally not exceed 75m<sup>2</sup> floorspace. Exceptionally, in conversion schemes, where higher standard units are needed to reflect the physical characteristics of the building, this may be exceeded. The Local Authority may also impose conditions prevent the conversion of two small dwellings into one.
- 6.77 Where sites are large enough for it to be feasible, they should also accommodate a wider mix of dwelling types, including terraced houses and flats that are in particularly short supply. Where housing sites incorporate a proportion of subsidised housing, and these units include one or two bed roomed properties, they will count towards the overall proportion of small units.

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6.78 Developers should have regard to any extreme shortages of particular dwelling types in the area in which their development is proposed. Guidance is provided in Appendix 1 of the publication "Achieving a Better Mix in New Housing Developments" (Winchester City Council, 2000). Updates to this Appendix will be published on the Council's web-site.

### Achieving higher densities

6.79 The Government expects housing developments to make efficient use of land and to be built to a minimum density of 30 dwellings per hectare net (PPG3: Housing). This means that housing densities in future will be considerably higher than in previous years. The minimum proportion of small dwellings that the District expects to see on most housing sites within the settlements will help achieve this minimum density. Densities of up to 50 dwellings per hectare net will be encouraged where the site location and characteristics make it acceptable.

6.80 On housing sites close to town and city centres, having good public transport accessibility, a higher proportion of small units may allow a density higher than 50 dwellings per hectare.

6.81 If sites are to be developed at higher densities, it is crucial that they are designed imaginatively without compromising the quality of the environment, in accordance with the design principles set out in the Design and Development Principles Chapter of this Plan. Every development should take account of the wider context, and have regard to Village or Neighbourhood Design Statements where they have been prepared and adopted for the area. In some locations the space about buildings in an area, often combined with the type and extent of tree cover, is such an intrinsic part of its character that even the lower end of the density threshold cannot be successfully achieved without harm being caused. Applicants should submit a design statement with their proposals, including a contextual analysis of the site and

demonstrate that the design principles of their scheme are derived from that analysis.

### Policy H.7

*Residential development, which accords with other policies of this Plan, will be permitted on sites capable of accommodating 2 or more dwellings where:*

- (i) it includes a range of dwelling types and sizes, with at least 50% of the properties provided as small 1 or 2 bedrooomed units suitable for small households;*
- (ii) it includes, wherever appropriate, types of dwellings known to be in short supply in the District or locality, particularly flats and terraced houses;*
- (iii) it achieves a net density of 30-50 dwellings per hectare, and potential for a higher density is utilised on sites close to town centres or public transport corridors. Where the site contains features that contribute to the character of the wider area (whether natural or man-made) it may be appropriate to exclude these from the developable area for the purposes of calculating net density.*

### Special Needs Housing

6.82 Special needs housing is provided for particular categories of people, such as the elderly, the physically handicapped or those with learning difficulties. They may require housing specially adapted or built to assist mobility, or require varying degrees of care and support to maintain independent living, particularly under the Government's "Care in the Community" policy.

6.83 Registered Social Landlords or other specialist agencies normally provide such housing, working in conjunction with the Local Authority, and it should generally be built on sites within the settlements. Group homes for up to 6 people with learning difficulties do not normally require planning permission for the

conversion of an existing dwelling, but sites should be within the settlements and well related to facilities.

### Accommodation for the elderly

- 6.84 The District has a high proportion of elderly residents, with 17.2% of the population over 65 in 2003, compared to 16% in the County as a whole. Hampshire County Council forecasts indicate that there is an increasing proportion of elderly people within the population, with the period 1991 - 2011 showing a 30% increase in the 65 - 74 age-group, and a 64% increase in those over 85.
- 6.85 The Council's policy is that elderly people should be able to remain in their own homes as long as possible, although some may wish to move to smaller homes, increasing the demand for smaller properties. Residential accommodation specifically designed for both active and frail elderly people will, however, be required for them as they get older. This should be located within existing communities.
- 6.86 It is important that sheltered accommodation is provided on level sites within settlements, in locations allowing easy access to shops, public transport, and health and community facilities. Residential care homes and/or nursing homes may be located elsewhere within a settlement, but should conform to the standards set by Hampshire County Council's Adult Services Department and Health Authorities for registration purposes. In the countryside, Policy CE.25 provides for the change of use of existing large buildings to institutional uses such as residential care and/or nursing homes.
- 6.87 Where existing residential care homes and/or nursing homes require extensions to meet the standards of the County Council's Adult Services Department and Health Authorities, applicants should liaise with the Local Planning Authority at an early stage. It will consider such planning applications favourably where a need can be demonstrated, and an extension in proportion to the existing building can be accommodated without harming the

character of the surroundings. Where residential care and/or nursing homes are located in the countryside, such extensions should be designed particularly sensitively to minimise the impact on the immediate setting of the building and the wider locality.

- 6.88 Contributions to off-site children's play and sports facilities will not be sought from developers of specialised accommodation for elderly people, but generous provision of on-site open space will be expected. This should be attractively designed to include visually interesting spaces and sitting out areas.

~~Policy H.8~~ This policy expired on 7th July 2009

*Within the settlements subject to Policy H.3, accommodation specifically designed for the elderly will be permitted provided:*

- (i) *it is accessible by public transport, and close to local facilities, particularly shops, health and community facilities;*
- (ii) *the site has level access to an attractive area of private communal open space, provided with sitting out areas.*

*Where residential care and/or nursing homes are proposed, they should:*

- (a) *use a detached building of sufficient size, and not require inappropriate extensions, to make it suitable for a care home;*
- (b) *have sufficient space within the curtilage to provide adequate car parking.*

*Where additional space within a residential care and/or nursing home is required to meet the current standards applied by the Adult Services Department or Health Authority, an extension may be permitted where it is in proportion to the main building.*

### Mobile Homes

- 6.89 Residential caravans and mobile homes are treated as permanent housing, and

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therefore they are normally only acceptable within existing settlements. However Policy H.9 recognises that their appearance can make them visually unacceptable in many locations. Therefore, sites for caravans and mobile homes must be carefully chosen, and have good existing screening.

### Policy H.9

*The Local Planning Authority will permit proposals for permanent mobile homes/residential caravans in accordance with Policy H.3. This will be subject to other relevant policies of this Plan dealing with permanent housing, and subject to the visual impact of such sites being overcome by landscaping or screening, using existing buildings or features. Such proposals will not be permitted in settlements within the East Hampshire Area of Outstanding Natural Beauty or in Conservation Areas.*

- 6.90 It is not anticipated that sites could be acceptably integrated in the smaller settlements (to which Policy H.4 applies), or in areas of high visual quality such as the East Hampshire Area of Outstanding Natural Beauty or Conservation Areas. Sites will, therefore, only be permitted in the settlements to which Policy H.3 applies.
- 6.91 Although mobile homes/caravans can be more difficult to integrate into the townscape or landscape character of an area, they can provide valuable affordable housing. The Local Planning Authority will therefore generally resist the loss of permanent mobile home/caravan parks.

- 6.92 Policy H.10 applies to mobile home/caravan parks in the settlements and the countryside, provided they meet the criteria. It does not apply to holiday accommodation, agricultural workers' caravans, sites with temporary planning permission, or any type of unauthorised site. The Policy provides for the use of permanent mobile home/caravan parks to cease where they are causing particular problems. However, its general aim is to resist the loss of this source of affordable accommodation. Proposals for the storage of touring caravans will be considered in the context of the Local Plan's aims for leisure development (see Policies RT.15-RT.17).

### Policy H.10

*The Local Planning Authority will not permit the change of use or redevelopment of existing mobile home/caravan parks where:*

- (i) the site is authorised and is used to provide permanent residential accommodation (rather than transit, storage, or holiday facilities);*
- (ii) the site is not unduly intrusive and does not create particular problems, such as traffic generation or other disturbance;*
- (iii) the site is not used to provide accommodation for an agricultural worker, or otherwise restricted so that the need for it may change in the future.*