



DRAFT PORTFOLIO HOLDER DECISION NOTICE

PROPOSED INDIVIDUAL DECISION BY THE PORTFOLIO HOLDER FOR PLANNING AND TRANSPORT

TOPIC - WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK - AFFORDABLE HOUSING SUPPLEMENTARY PLANNING DOCUMENT – DRAFT FOR CONSULTATION

PROCEDURAL INFORMATION

The Access to Information Procedure Rules – Part 4, Section 22 of the Council's Constitution provides for a decision to be made by an individual member of Cabinet.

In accordance with the Procedure Rules, the City Secretary and Solicitor, the Chief Executive and the Director of Finance are consulted together with Chairman and Vice Chairman of the Principal Scrutiny Committee and all Members of the relevant Scrutiny Panel (individual Ward Members are consulted separately where appropriate). In addition, all Members are notified.

Five or more of these consulted Members can require that the matter be referred to Cabinet for determination.

If you wish to make representation on this proposed Decision please contact the relevant Portfolio Holder and the following Committee Administrator by 5.00pm on Tuesday 15 May 2007

Contact Officers:

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Committee Administrator:

Colin Veal, Tel: 01962 848 438, Email: cveal@winchester.gov.uk

SUMMARY

Enabling affordable housing is amongst the Council's key priorities. One of the principal ways of ways of doing this is through the application of Local Plan Policy H5 which requires, on suitable sites, a proportion of housing to be set aside as affordable housing. This is achieved through negotiation with land owners and developers.

In 2006 the Council adopted its Affordable Housing Development Guide (AHDG) that sets out in detail how Policy H5 will be implemented. In order to increase the weight that can be attached to the guidance as a material planning consideration it is necessary to develop it into a formal Supplementary Planning Document (SPD).

The intention to produce an Affordable Housing Supplementary Planning Document (SPD) is included within the Local Development Scheme 2007 that was approved by Cabinet (17 January 2007, report CAB 1389 refers) for submission to the Government Office for the South East. At its February 2007 meeting Cabinet (Local Development Framework) Committee endorsed the approach to be taken for production of the SPD (CAB1399LDF).

A draft document has now been prepared that will be published for consultation in May 2007. A copy of the draft document (including the Appendices referred to therein) is attached to this Notice.

The proposal has been discussed with the Portfolio Holder for Housing and Communities and meets with his approval.

The SPD will support the Corporate Strategy Objectives of *Economic Prosperity; High Quality Environment; Safe and Strong Communities and Efficient and Effective Council*.

PROPOSED DECISION

That the draft SPD be published for consultation.

REASON FOR THE PROPOSED DECISION AND OTHER ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

See summary

FURTHER ALTERNATIVE OPTIONS CONSIDERED AND REJECTED FOLLOWING PUBLICATION OF THE DRAFT PORTFOLIO HOLDER DECISION NOTICE

N/A

DECLARATION OF INTERESTS BY THE DECISION MAKER OR A MEMBER OR OFFICER CONSULTED

None

DISPENSATION GRANTED BY THE STANDARDS COMMITTEE

N/A

Approved by: (signature)

Date of Decision

Councillor Keith Wood – Portfolio Holder for Planning and Transport

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Particular Needs

If you have any particular needs which affect how you are able to use or be involved in our services or how you would like to receive information – for example translation, interpreters, Braille, audio tape, large print, sign language – please contact the Customer Service Centre.

By Telephone: 01962 840 222

By Email: customerservice@winchester.gov.uk

Preface

Housing affordability is one of the biggest challenges facing the District.

Local communities continually identify the high cost of housing as being one of the most serious problems in the area. These views are backed up by research and a robust evidence base. In 2006 an income of over £80,000 was needed to buy the average house, there has been an increase of over 50% in the number of households on the Council's Housing Register since 2001, and if, up to 2011, every new home that was built was an affordable home there would still not be enough homes to meet existing and newly arising need.

It goes without saying that good quality homes are needed for everyone as basic shelter. But it is important to remember that inadequate housing can lead to a whole range of problems and inequalities, including health, environmental, economic prosperity (both of individuals and an area), educational attainment, and family cohesion. This means that not only are there personal consequences of inadequate housing, there is also a cost to society.

Increasing the supply of affordable housing is one of the most important local priorities and its provision is more important than the provision of other forms of housing.

However, not only do we need more affordable housing, it needs to be the right kind of housing and of the right quality. The Council will encourage innovative development and the adoption of best practice, in particular Building for Life principles.

This document is intended to guide the development process to ensure that the right kind of high quality affordable housing is provided.

PART 1 Background and Priorities

Purpose of the Supplementary Planning Document

- 1.1 This Supplementary Planning Document (SPD) provides details of how affordable housing needs should normally be addressed on sites where planning policies require an element of the housing to be affordable¹.
- 1.2 The SPD is based on policies contained within the adopted Local Plan and it is considered necessary in order to add certainty and clarity to the affordable housing development process. The only other realistic option is to *do nothing* and this would be likely to lead to difficulties in achieving planning and housing objectives.
- 1.3 The SPD applies to all housing development irrespective of whether public subsidy will be involved in the provision of affordable housing.
- 1.4 The requirements in this document (and the Local Plan and Housing Strategy²) should be taken into account when considering acquiring or developing a site. Landowners, developers and agents should discuss affordable housing issues with the Council at an early stage.
- 1.5 In view of the scale of the District's affordable housing problem it is important that all suitable sites provide on-site, affordable housing. This includes sites which owners and developers propose be used for sheltered or other specialist housing. In land use terms if a site is suitable for housing, then it is also suitable for the provision of affordable housing. Developers and architects should regard the need to provide affordable housing as a key driver in determining how, and for what, a site should be developed.
- 1.6 By following the guidance and discussing proposals with the Council the time it takes to determine a planning application will be minimised and the probability of success increased.
- 1.7 **A planning application that does not comply with local planning policy will be refused.**
- 1.8 A Sustainability Appraisal has been carried out to ensure that this SPD supports sustainable development in the Winchester District.

¹ The guide does not apply to rural exception sites where affordable housing may be allowed as an exception to usual planning policies.

² www.winchester.gov.uk

Housing Needs and Policy Background

Housing Needs in Winchester District

- 1.9 In 2001 Winchester City Council commissioned DCA Ltd to undertake a Housing Needs Survey to update the need for affordable housing in the District. This Survey was published in 2002, identifying an overall annual shortfall of 779 dwellings, confirming the significant need for affordable housing in the District.
- 1.10 Area based Housing Market Assessments that cover part of the District, namely the West of Waterlooville Major Development Area and the part of the District that lies within the South Hampshire (*PUSH*) Sub-Region were carried out in 2005 and 2006. These assessments support the need for affordable housing provision.
- 1.11 The 2002 DCA Housing Needs Survey currently provides the most up-to-date comprehensive survey information, pending the Central Hampshire/New Forest Housing Market Assessment in 2007. This Assessment will provide more up-to-date information on housing need in the District, however while some of its conclusions and recommendations will inform this SPD, due to planning regulations others can only be addressed through the preparation of documents for the Local Development Framework process.
- 1.12 The Council holds a Housing Register that provides up to date information on households seeking affordable housing. There are currently around 2600 households on the register. The Housing Corporation's Zone Agents (Swaythling Housing Society) operate the Council's Low Cost Home Ownership Housing Register. There are currently 280 households registered on this.

Government Planning Policy on Affordable Housing

- 1.13 Government policy on affordable housing is now contained in **Planning Policy Statement 3 (PPS 3) on Housing**, supplemented by advice in "**Delivering Affordable Housing**", both published in November 2006. They supersede the earlier Planning Policy Guidance Note 3, and Circular 6/98 on Planning and Affordable Housing.
- 1.14 A substantial amount of the advice on affordable housing in PPS 3 is directed towards the new planning system, with Strategic Housing Market Assessments being produced to inform Regional Spatial Strategies and Local Development Documents within the Local Development Framework.
- 1.15 The PPS does, however, emphasise the key role of the planning system in securing the delivery of new affordable housing (paragraphs

27 – 30) and, until replaced by relevant Local Development Documents, this will continue to be achieved through affordable housing policies in the Local Plan Review, which is a “saved plan” within the District’s Local Development Framework.

1.16 The PPS reflects the Government’s main aims for affordable housing, to provide everyone with an opportunity for a decent home which they can afford, within a sustainable mixed community. The PPS refers to strategic policy objectives (in paragraph 9), to provide a wide choice of high quality homes, both market and affordable, to meet the needs of the whole community in terms of tenures and price ranges. The Government’s affordable housing policy is therefore based around 3 themes:

- Providing high quality homes in mixed sustainable communities for those in need;
- Widening the opportunities for home ownership;
- Offering greater quality, flexibility and choice to those who rent.

1.17 Advice on the nature and provision of affordable housing includes a definition of **affordable housing** which the Government has adopted:

“Affordable housing includes social-rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- *Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.*
- *Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative housing provision.”*

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1.18 The PPS recognises that affordable housing can take more than one form:

Social rented housing is defined as:

“Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. ...it may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant”.

Intermediate affordable housing is defined as:

“Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products, other low cost homes for sale and intermediate rent”.

- 1.19 The PPS clarifies that the definition of affordable housing can include homes provided by private sector bodies or provided without grant funding, whereas ‘low cost market’ housing will not be considered, for planning purposes, as affordable housing.
- 1.20 The PPS emphasises the need for a good mix of tenures, with affordable housing provided as an integral part of sustainable mixed communities, in both urban and rural areas.
- 1.21 The presumption is that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing. However, where robustly justified, off-site provision or a financial contribution may be accepted as long as the agreed approach contributes to the creation of mixed communities in the City Council area and achieves a benefit at least equivalent to on-site provision.
- 1.22 The document **Delivering Affordable Housing** is published to be read in conjunction with PPS 3, and aims to support local authorities and others *“in delivering more high quality affordable housing within mixed sustainable communities by using all the tools available to them”*. It provides more detailed information on the roles of local and national government, different types of affordable housing, affordable housing providers, the HomeBuy scheme, and provision of grant and developer contributions.

Development Plan Policies and Local Plan Strategy

- 1.23 The Hampshire County Structure Plan 1996 – 2011 and the adopted Winchester District Plan Review 2006 together form the statutory development plan for the District. Both contain policies requiring the negotiation of an element of affordable housing on development sites which include housing.

- 1.24 The Local Plan’s overall aim is:

To guide development in the District to meet the needs of the local community and the strategic responsibilities imposed on the Local Planning Authority, to ensure that necessary development is located, designed and implemented to protect and enhance the character of its setting, to help sustain a buoyant local economy and to avoid the wasteful use of resources.

- 1.25 A key objective of this aim is:

To promote development which meets local needs, particularly for housing which is affordable and of an appropriate type and tenure, as well as to meet local business, shopping, leisure and facility needs.

- 1.26 The more recent definition of affordable housing is in PPS 3 and is consistent with the principles of the definition set out in the Local Plan. The PPS definitions are, however, more generalised as they are intended to apply nationally. .
- 1.27 The 2002 Housing Needs Survey identified a significant need for affordable housing in the District and the Local Plan recognises that it would not be possible to meet all the need in the Plan's timescale. The City Council therefore aims to maximise the provision of affordable housing on suitable sites, by seeking the maximum achievable target level of affordable housing from new developments. The proportion sought varies within different parts of the District, but is up to 40% on suitable sites. The different proportions sought are set out in Policy H.5 and amplified in paragraphs 6.43 – 6.51 of the Local Plan.
- 1.28 The Local Plan requires the affordable housing element of any housing scheme to be provided on-site as part of the housing development, and designed to provide a mix of sizes, types and tenures. However, the Plan allows for any part-units negotiated as a proportion of the total units to be accepted as an equivalent financial contribution. Contributions would then be used to provide affordable housing in the locality. The Plan also allows for off-site contributions to be sought within the smaller settlements (of less than 3000 population), where they would be more effective in achieving affordable housing, having regard to site and viability considerations.
- 1.29 The City Council needs to be satisfied that affordable homes will continue to be available to local people in need. The Local Plan therefore indicates that an effective way of achieving this is by involving a registered social landlord to develop and manage the scheme. The Plan also sets out the City Council's intention to negotiate an acceptable Section 106 obligation to control the occupancy of the homes.

Affordable Housing Requirements

District Local Plan Review (Adopted July 2006) 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%³ of the housing within the Local Reserve housing sites at:

Pitt Manor, Winchester;

Worthy Road/Francis Gardens, Winchester;

Little Frenchies Field, Denmead;

Spring Gardens, 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 statutory provisions).

³ Para 6.58 of the Local Plan Review indicates that these sites should provide a minimum of 35% of the housing as affordable dwellings if the release of any of the four sites is required as the result of the annual monitoring of housing supply in the District.

Affordable Housing Development Guide

- 1.30 The Guide was adopted by the Council's Cabinet in 2006. It provides details of how affordable housing needs should normally be addressed on sites where Local Plan Policy H.5 requires affordable housing to come forward as part of development proposals. The Guide was adopted as an interim measure pending the production of SPD and is superseded by this document.

South East Regional Housing Strategy

- 1.31 This Strategy, published in 2006, has as a priority the need to build more affordable homes, recognising that the need is most acute for social rented housing and that there is a need to encourage social cohesion, create sustainable communities and to promote good design and environmental sustainability. The 2007 draft strategy promotes similar themes.

Winchester Housing Strategy

- 1.32 The Council's Housing Strategy was adopted in 2004. It will be reviewed in 2007 following the completion of the aforementioned Housing Market Assessment. The Strategy identifies the need to provide more affordable housing as its top priority. It explains that while a significant proportion of households in housing need aspire to some form of home ownership, because of prices and incomes this is only a reality for a minority. This means that while a range of new affordable housing tenures need to be provided the emphasis is on homes for social rent. The Strategy also identifies the need to meet a range of housing needs, create mixed, diverse, dynamic communities and see affordable housing being built in small pockets on larger private development sites.

The Community Strategy

- 1.33 The Community Strategy, adopted by the Winchester District Strategic Partnership in 2007, indicates that house prices are well beyond the reach of many households and that this has far reaching implications for the sustainability of the area. It acknowledges the contribution affordable housing makes to economic prosperity and social inclusion and that it is necessary to meet housing needs of all sectors of the community. It has as a priority the need to improve the supply of affordable homes.

The Priorities

- 1.34 The vast majority of households on the housing registers need, and can only realistically afford, social rented housing. The priority is, therefore, the provision of social rented housing.

Priority 1: To meet Council objectives by providing additional social rented housing.

- 1.35 It is, however, important that other forms of affordable housing are provided in order to establish mixed and balance communities and to avoid polarisation. For this reason, in appropriate circumstances, as set out below, intermediate affordable housing will be promoted as part of mixed tenure schemes.
- 1.36 There is a need for a range of types of housing; small dwellings, family housing, bungalows for older people for instance. Developments will need to reflect this range of needs and take account of the flows that can be created in the housing stock by building particular kinds of units. They must also take account of the sustainability benefits of providing a range of housing types and sizes. Most developments will be expected to provide a range of housing sizes and/or types, including a significant proportion of family homes. The Housing Enabling team will be able to provide advice on individual schemes.
- 1.37 Quality and sustainability are also key priorities and it is crucial that these issues are taken into account in designing new development. New dwellings must be of a high quality, contribute towards the creation of mixed, sustainable communities and be of a size and type that meet housing needs.

Priority 2: To meet Council objectives by promoting high quality affordable housing that contributes towards sustainability, provides a suitable range of housing types and sizes, and helps create mixed and balanced communities.

Part 2 Detailed Guidance

- 2.1 This section sets out a series of principles that should guide the design and development process.
- 2.2 It is essential that affordable housing requirements are considered at the outset of the design process. Details of how affordable housing requirements have been taken account of should be contained within the design statement and an Affordable Housing Statement (see 13. below) should be prepared.
- 2.3 Discussion with the Council on affordable housing issues should be an integral part of pre-application discussions.

1. What type and size of dwellings should be provided?

Policy 1: A variety of affordable dwelling types and sizes should be provided to meet the wide range of identified housing needs.

- 2.4 Though in absolute terms single people form the highest number of households on the Housing Register, families with children often have to wait longer for homes. Providing larger homes can also help families living in overcrowded conditions in smaller accommodation move to more suitable accommodation and free up a smaller home for a single person. On occasions there may be need for more specialist accommodation, such as bungalows, and sometimes these will need to be wheelchair accessible.
- 2.5 The mix of housing required on individual sites will be determined by the local planning authority taking account of local housing needs and the character of the remainder of the development and neighbourhood. The affordable housing element will be of a similar size and character to the market dwellings on the development site, unless identified housing needs indicate an alternative dwelling type is required.
- 2.6 Most developments will be expected to provide a range of housing sizes and/or types, including a significant proportion of family homes. As a general rule smaller homes, including flats, are more likely to be acceptable in city centre locations, whereas in the suburban parts of the City and beyond the City there will be a greater emphasis on houses. Houses rather than flats are preferred as family homes. The Housing Enabling team will be able to provide advice on individual schemes.

- 2.7 The precise mix must be agreed with the Council, but Local Plan Policy H.7 requires that at least 50% of the total number of dwellings (market and affordable) will be either 1 or 2 bed⁴.
- 2.8 1 bed properties should be able to accommodate 2 people, 2 beds 4 people, 3 beds 5 people, 4 beds a minimum of 6 people.⁵

2. What tenure is required?

Policy 2: Priority is given to the provision of affordable housing for social rent. Where 5 or less affordable dwellings are to be provided all should be for social rent. Any additional affordable dwellings provided should be split evenly between social rented and intermediate tenures.

- 2.9 Where more than 5 affordable dwelling are proposed then, unless there are local reasons that suggest otherwise, such as housing need or neighbourhood tenure mix, the spilt between any affordable dwellings over 5 should be 50% social rent, 50% intermediate affordable housing (provided the dwellings are considered affordable).
- 2.10 The City Council will determine the tenure mix within the intermediate affordable housing element based on affordability⁶ and relative housing need. Intermediate affordable housing will normally take the form of shared ownership or equity homes. Providers will need to ensure that rental charges on any unsold equity do not render the homes unaffordable and also that the equity share is sufficiently low to be attractive to the Council's identified target market. In some cases, with the Council's agreement, again taking account of affordability and relative need, other forms of intermediate housing may be permitted, for instance intermediate rent.
- 2.11 In accordance with PPS3 and the District Local Plan Review low cost market housing is not considered to be affordable housing within the district.

⁴ See District Local Plan Policy H.7 www.winchester.gov.uk/planning

⁵ Winchester Affordable Housing Quality Framework

⁶ In this context the aim should be to ensure housing costs (mortgage (at a lender's standard variable rate), rent & service charge) account for 30% or less of the lower quartile gross annual household income of residents on the Zone Agent's Register.

3. How should the layout be designed?

Policy 3: Affordable housing should be well integrated with market housing, in a way which results in different kinds of housing being in close proximity to each other. Large groupings of single tenure dwellings or dwelling types should be avoided.

- 2.12 As a guide, there should normally be no groupings of more than 5 affordable dwellings, except where they are provided in flats, when a higher number may be appropriate. However, rather than simply “design by numbers” in applying this guide figure account will be taken of the overall design philosophy underpinning the scheme and the need to meet its functional requirements, for instance communal private spaces for flats.
- 2.13 In designing a scheme it is important to take account of the value that informal resident interaction has on creating a sustainable community. Opportunities for interaction can be created in several ways, for instance through the use of well designed and located open space, communal space and footpaths. The attention that developers pay to such issues will be important in judging the acceptability of a scheme.
- 2.14 Where a design code is being prepared this should reflect these objectives.
- 2.15 The principles of Secured by Design should be adopted and schemes should be eligible for the award.
- 2.16 If a developer’s design means that the required form of affordable housing cannot be accommodated then the proposals should be redesigned to allow provision.

4. Are there any dwelling design requirements?

Policy 4: Affordable housing should be indistinguishable from market housing in terms of appearance and meet the design standards set out below.

- 2.17 Dwellings should be built to Lifetime Home Standards⁷, meet Housing Corporation Design and Quality Standards⁸ and achieve, at least, Code for Sustainable Homes Level 3⁹ (or equivalent Housing Corporation required to secure funding). Winchester’s Affordable Housing Quality Framework sets out local agreed standards aimed at

⁷ www.jrf.org.uk

⁸ www.housingcorp.gov.uk

⁹ www.communities.gov.uk

ensuring customer satisfaction. Developers should work to these standards and to individual Registered Social Landlord (RSL) design briefs.

- 2.18 Again, if a developer's design means that the required form of affordable housing cannot be accommodated then the proposals should be redesigned to allow provision.

5. Who will provide the affordable housing?

Policy 5: Provision should, preferably, be by a partner RSL, although an alternative provider may be agreed with the Council, provided the requirements set out below are met.

- 2.19 The preferred provider should be identified at an early stage so they can be involved in the design process. The Housing Enabling Team will advise on which partner RSL is best placed to become involved in a scheme.

Working with partner RSLs or other providers means:

- There is no need for developers to seek prior approval for affordable housing providers or managers, other than agreeing which partner to work with;
- Council support for discussions with the Housing Corporation, and;
- There is no impact on how market homes are implemented as partner RSLs have funds available to implement schemes, irrespective of grant availability at the time a developer wishes to build.

- 2.20 Alternative providers (for instance non-partner RSLs or developers) will be considered if they agree to the Council's nomination requirements, can demonstrate, to the Council's satisfaction, suitable long term management, community development and involvement arrangements and have been approved by the Housing Corporation as an accredited landlord. This will allow Winchester's needs for affordable housing to be effectively tackled and ensure providers can work with the Council to create sustainable communities.

- 2.21 Providers should agree to recycle capital receipts from staircasing, Right to Acquire or Social HomeBuy acquisitions into the provision of more affordable housing in the City Council area.

Non-partner RSLs or other providers must be approved by the Council. Where they are proposed as landlords a statement should be submitted to the Council providing details of:

- The accountability of the organisation
- Resident involvement
- Community development
- Sustainable management arrangements
- Service delivery
- Track record
- Agreement to the Council's nomination arrangements and the recycling of receipts.
- References

6. How will the affordable housing be provided?

Policy 6: Affordable housing land should be made available clean and serviced, and at nil cost. Reasonable build costs can be required.

- 2.22 Land owners will be required to transfer clean, serviced land to the affordable housing provider that is sufficient to accommodate the required affordable housing at nil-cost. Land should be serviced to the site boundary.
- 2.23 The affordable housing provider will then be responsible for the construction of the dwellings. In some cases a build contract may be agreed with the developer of the market units. The price negotiated should reflect the build cost not the property value. In the interests of affordability and to ensure value for money in terms of public investment only reasonable build costs may be required of a RSL or other provider. If necessary, arbitration measures will be adopted.
- 2.24 Where flats are to be transferred as part of a mixed tenure block the costs of transfer should take account of the nil value land transfer approach and servicing should be up to the front door of each dwelling.
- 2.25 Due to high values and the level of affordable housing sought by Local Plan Policy H.5 it is not expected that requirements will render development proposals unviable. Where a developer does wish to contend that requirements make a scheme unviable an open book approach must be adopted and the claim substantiated by detailed evidence that allows viability to be tested. Developers should consider fully the financial implications of affordable housing provision before

acquiring land. Failure to do so will not be accepted as justification for departing from planning policy.

- 2.26 Land for housing should be transferred freehold. In the case of flats a lease of a minimum of 125 years would be appropriate.
- 2.27 Where the developer is to construct the affordable housing prior approval of a programme and timetable for implementation will need to be obtained from the Council.

7. Who will live in the dwellings?

Policy 7: Affordable housing should be reserved for households identified as being in housing need and registered on one of the Council's housing registers or a register, such as the Zone Agent's register, approved by them. Nominations will be made by the Council from those registers.

- 2.28 Nominations of eligible households will be made to all dwellings from the Council's housing registers, or, with agreement, registers held by RSLs and Zone Agent. This provides an objective, open and accountable way of allocating properties.
- 2.29 The RSL or other provider will be required to accept nominations that have been made in accordance with appropriate allocations policies.
- 2.30 While the need for housing for key workers is an issue of strategic relevance, the Council does not normally expect developers or landowners to require the occupation of affordable housing to be restricted to this particular client group. It is important that the Council retains the flexibility to use affordable housing in a way that best meets local priorities. The provision of housing for key workers will be dealt with through allocation policies taking account of Government funding requirements.
- 2.31 Where employers wish to provide accommodation for their employees as part of a development proposal this should normally be in addition to the affordable housing provision. In exceptional circumstances where there is a strong community benefit, and taking account of the economics of development and any special circumstances, the local planning authority may permit such housing to form part of the affordable element.

8. Does the affordable housing need to be provided on-site?

Policy 8: Affordable housing should be provided on-site, except as set out below.

- 2.32 Where the proportion sought would result in a part of a dwelling being required (e.g. 10.2) then a financial contribution may be offered in lieu of that part (0.2). Details of the contribution required should be discussed with the Housing Enabling Team at an early stage.
- 2.33 In smaller settlements¹⁰ off-site contributions will be sought if this is a more effective way of achieving affordable housing provision (for instance greater numbers of dwellings, or better location), having regard to site and viability considerations.
- 2.34 Where an applicant wishes to displace all or part of the affordable housing requirement (whole dwellings only) to another site this will only be permitted where:
- a) alternative provision is proposed that would allow priority housing needs to be better met, or;
 - b) provision on-site would necessitate an unacceptable level of alteration to a listed building.
- 2.35 In assessing whether alternative provision would be acceptable account will be taken of the affordable housing requirement that would also have been generated by the development of any alternative site that is proposed.
- 2.36 Where an off-site contribution is accepted a developer should make a contribution of clean serviced land (in the same settlement, unless alternative provision would better meet needs) with the necessary planning permission at nil cost.
- 2.37 It is important that off-site provision does not compromise the aim of achieving mixed and balanced communities. It will not normally be acceptable to provide alternative land in areas where there is already a high concentration, or perceived high concentration, of affordable housing.
- 2.38 The Council will not accept offers by an applicant to buy into the existing housing stock as a way of providing affordable housing off-site, particularly if it is proposed to purchase into the existing supply of smaller and access-level market dwellings. By doing so the overall supply of smaller cheaper dwellings in the local housing market would be reduced. In terms of meeting overall housing needs in the District it is important that the existing pool of such dwellings is retained.

¹⁰ Smaller settlements are those with a population of 3000 or less – details can be obtained from the Strategic Planning Team

- 2.39 Other than contributions for parts of dwellings, only in exceptional circumstances might a financial contribution be accepted in lieu of provision.

9. How long must the affordable housing that is provided be available for?

Policy 9: The affordable housing that is provided must be available for as long as the need exists.

- 2.40 For as long as the need exists. Given that the need for affordable housing greatly outstrips supply it is unlikely that this need will disappear.

10. How are service charges dealt with?

Policy 10: Service charges should not render dwellings unaffordable.

- 2.41 Levels should be discussed at an early stage. A benchmark of up to £8 per week for flats and £2 per week for houses (index linked to the Retail Price Index) will act as a guide. All items must be eligible for housing benefit or there should be an option to opt-out of non-housing benefit eligible items. Consideration could alternatively be given to an opt-in discount arrangement.

11. Will any public subsidy be available?

Policy 11: Affordable housing should be delivered free of public subsidy, unless the use of subsidy would improve the numbers or mix of dwellings, in which case the level of subsidy needed should be minimised.

- 2.42 The Housing Corporation expects that affordable housing should be provided on the type of sites covered by this SPD without the need for public subsidy. However, the Council recognises that in some cases subsidy will be needed in order to achieve housing objectives. In such circumstances the aim must be to minimise public subsidy requirements.
- 2.43 While, from time to time, limited local resources may be available, the Housing Corporation is likely to be the main source of public subsidy. The Council will only support bids for Housing Corporation subsidy by partner RSLs or other providers it has agreed to work with, and provided it is satisfied with their proposals.

- 2.44 Subsidy is secured through a competitive process which is only open to certain affordable housing providers, most particularly RSLs. It is important that the Housing Corporation are involved in discussions at a very early stage on any schemes that may require subsidy. RSLs or other providers must involve the Council in discussions with the Housing Corporation.
- 2.45 In view of the competitive process for securing subsidy it is vital that requirements for subsidy are minimised, that it can be demonstrated that the subsidy would allow for either more affordable housing or a more appropriate mix, and that costs are not artificially inflated by subsidy, thus offsetting the benefit of free land.
- 2.46 In most cases partner RSLs are willing to forward fund schemes in anticipation of grant being received. This is a further reason for working with partner RSLs who have a long term commitment to the area. It maximises the chances of the desired scheme being achieved and ensures that grant availability has no impact on the development of the market homes.

12. Will a planning obligation be required?

Policy 12: Affordable housing will be secured through a planning obligation.

- 2.47 The heads of terms must be agreed prior to the submission of an application and a draft obligation (based on the City Council's model) submitted with the planning application.
- 2.48 Planning applications may be refused if the details and terms proposed for provision and management cannot, or the local planning authority believe will not, be agreed in a timely manner.
- 2.49 It is important to bear in mind that the model obligation only covers affordable housing issues and other common issues. There may be other planning requirements that need to be built into the obligation. These should be discussed with a planning officer at an early stage. Applicants will be expected to meet the Council's reasonable legal expenses.

13. What information should accompany a planning application?

Policy 13: An Affordable Housing Statement should accompany a planning application.

2.50 An Affordable Housing Statement that should include:

- a schedule of the number, size and type (bedroom numbers and floorspace (gross internal area)) of dwellings. Both market and affordable dwellings should be clearly marked on a plan.
- a site layout plan showing the location of dwellings and the area of land to be transferred for affordable housing (including external spaces and areas that will not be transferred but to which rights of access will be granted e.g. parking courts, footpaths, play spaces, public open space);
- information relating to tenure;
- a statement indicating compliance with design standards, most particularly the Quality Framework and Design and Quality Standards, and how the required Code for Sustainable Homes Level will be achieved;
- a transfer statement or schedule detailing the transfer arrangements for land/dwellings, including details of where access/parking rights will exist, and;
- a statement accepting the terms of the affordable housing planning obligation.

Failure to provide a suitable Affordable Housing Statement may lead to a delay in determination of a planning application or a refusal.

Part 3 - Glossary

Affordable Housing	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.
Clean and serviced land	Land free from any contamination which would prejudice the use of the land for affordable housing. Services include electricity, telephone, gas, water, foul and surface water drainage, cable television and other services.
Eligible households	Households who are registered by the Council as in need of affordable housing and unable to buy or rent suitable housing unassisted.
Housing Corporation	An executive agency of the Government that regulates and provides funding for affordable housing.
Intermediate Affordable Housing	Housing at prices or rents above those of social rent but below market prices or rents. Housing can include shared ownership/equity (e.g. HomeBuy) or rented housing with rents typically 75% of market rent. Low cost market housing is not considered to be affordable housing.
Key Workers	Employees who are eligible for housing assistance under the Government's key worker housing scheme or certain other employees who provide an essential public service in Winchester. Further details can be found in the Council's Key Worker Housing Strategy (www.winchester.gov.uk) and from www.HomesinHants.co.uk . Eligible employees include some NHS staff and teachers.
Right to Acquire	A scheme allowing the outright purchase of a social rented RSL dwelling.
RSL	Registered Social Landlord, most commonly a housing association.
Social HomeBuy	A scheme allowing the purchase of an equity stake in a social rented home.
Social Rented Housing	Rented housing owned by RSLs, local authorities or other eligible bodies available to eligible households at target rent levels (target rents being determined through the national regime set out in the Government's <i>Guide to Social Rent Reforms 2001</i> or equivalent rental arrangements).
Staircasing	Purchases by the householder of additional shares in shared ownership/equity dwellings.

This glossary provides a non-technical description of some of the terms used in this document. The descriptions should not be taken as precise legal or policy definitions.

Affordable Housing Quality Framework

Preface

Good quality homes are important not only for shelter, but also as a contributor to a range of other objectives, including those related to health, the environment, economic prosperity (both of individuals and an area), educational attainment, and family cohesion.

This document is an appendix to Winchester City Council's Affordable Housing Development Supplementary Planning Document. It is relevant to all new affordable housing development proposed in the area setting out a range of standards and objectives the Council is seeking to achieve for new affordable housing development, irrespective of tenure or public subsidy..

Its fundamental aim is to improve residents' satisfaction with the homes they live in.

It has been developed taking account of the significant body of research on satisfaction and well-being, a range of guidance from statutory and non-statutory bodies and the views of residents. It also takes account of local circumstances, highlighting issues that are particularly significant in the local context.

Headings and sub-topics follow the format adopted by the Code for Sustainable Homes (Communities and Local Government 2006). Providers are encouraged to meet all the recommendations contained in Annex 2 of the Housing Corporation's Design and Quality Standards 2007 and to adopt Building for Life Principles.

Main Aims - Improved comfort, satisfaction & well-being of residents and communities.

Other Aims - Lower *home running* costs for residents; limitation of environmental impact.

This document applies to all affordable housing development in Winchester District; regardless of tenure and irrespective of whether public subsidy is being used to support the scheme.

General Principles

- Building for Life Principles should be adopted and application for the award is strongly encouraged, a score of at least 14 should be achieved.
- Layout and design should aim to create safe and attractive places, limit the use of private cars and improve local biodiversity.
- Information from tenants and residents should be used to inform the design process, through, for instance, design panels, satisfaction surveys, tenant choice and community plans.
- Scheme reviews and impact assessments, including customer satisfaction surveys, should be carried out and reported to Winchester City Council within 14 months of completion.
- Account should be taken of how the use of a building and the needs of occupants may change over the development's lifespan.
- Design approaches to issues such as space, privacy and flexibility should take account of the needs arising from the designed level of occupancy.
- Designs should take account of the needs of those with a mobility or visual impairment.
- Design and layout should provide opportunities for informal social interaction, including safe play for children, while maintaining privacy.
- Secured by Design principles should be adopted and award sought.
- Consideration should be given to child densities when planning a scheme. Account should also be taken of the Council's scheme of allocations and a local lettings plan agreed if necessary.
- Developments should contribute to the range of housing types available in the neighbourhood.
- Appropriate levels of community support should be put in place.
- There must be adherence to Housing Strategy objectives; Local Plan policies and Supplementary Planning Document requirements.
- Schemes should be conceived using a design and access statement approach and discussed at an early stage with Winchester City Council. Designs should take account of context and the likely nature of demand that is likely to arise from the location. The statement should also set out how the issues raised in this document have been addressed and should form part of the pre-application discussions.

Affordable Housing Quality Framework

- Design standards for all schemes must be at least at the level required by the Housing Corporation to make schemes eligible for funding.

Category 1 Energy/CO2

- Orientation of dwelling to maximise the potential for passive solar gain and daylight to main living spaces (aim to achieve 4.0 extra Code for Sustainable Homes Daylight points).

Benefits: Environment; running cost to resident; fuel poverty; health, well being.

- Covered, lockable, external bike store for all dwellings.

Benefits: Environment; congestion; health; travelling costs; reducing the need to travel.

- Home Office - Space for home working for adults & children.
 - Quiet, private area - separate from sources of noise e.g. TV.
 - Double socket & phone line.
 - Space for desk & chair.
 - Consideration of position of ducting for smart cabling.

Benefits: Economy; educational attainment; reduce commuting.

- Low energy bulbs fitted on first occupation and a scheme in place to make replacements available.

Benefits: Environment; running cost to resident; fuel poverty.

Category 2 Water

- Bath; energy efficient shower & shower screen/tiling.
- Dual flush WC.
- Flow reducing/aerating taps.
- Water butt.
- Water consumption less than 105 litres per person per day.

Benefits: Reducing; running cost to resident, water consumption and surface water run off.

Category 3 Materials

- No local standards.

Category 4 Surface Water Run-Off

- Porous paving used on outside surfaces.

Benefits: Environment.

Category 5 Waste

- Internal space for bins for 3 forms of waste
- Composting facilities where communal gardens.
- Composting bin for houses with gardens.
- Bin stores/spaces to be well screened and accessible to people with disabilities and to comply with the Council's draft SPD Storage and Collection of Domestic Waste and Recyclable Materials

Benefits: Environment, accessibility.

Category 6 Pollution

- No local standards.

Category 7 Health and Wellbeing

- Schemes should achieve a score of at least 60 for HQI Internal Environment.
- Internal and external storage should exceed the HQI unit layout requirement for the designed occupancy.
- Flexible homes
 - Changing space
 - Lifetime Home Standards should be achieved.
 - Consider how the design can assist future remodelling to meet changing needs; for instance, non load bearing walls, wide span floor construction to allow for repositioning of partition walls.
 - Consider positioning of services and windows so that flexibility is not compromised – see also home office, above.
 - Consider larger 1 bedroom dwellings suitable for conversion to 2 beds.
 - Consider possible multifunctional use of rooms, including size of bedrooms to allow for dual use e.g. home office, space for reading.
 - Expanding space
 - Roof design to allow for loft conversion to habitable room & space on lower floor for potential staircase.
 - Consideration of how a single storey extension could be accommodated.

Benefits: Meet changing needs over time; wider appeal e.g. diverse BME community (extended families), older people (adaptability); health advantages by reducing overcrowding; home working; community stability; reduced cost of alterations; mixed communities.

- Internal Space
 - 1 bed 2 person property
 - Minimum 45 sq.m. Gross Internal Area (GIA).
 - 2 bed property
 - Separate kitchen; space for comfortable chair in 1 bedroom if only one living area provided.
 - 3 person property – minimum 65 sq.m.GIA
 - 4 person property - minimum 75 sq.m. GIA
 - Larger dwellings
 - Two living areas provided separated by wall/door.
 - Separate kitchen; space for casual dining.
 - 3 bed 5 person property - minimum 85 sq.m. GIA
 - 4 bed 6 person property - minimum 100 sq.m. GIA

Note: Winchester District Local Plan Review Policy H7 requires that at least 50% of any development should be 1 and 2 bedroom dwellings (not exceeding 75 sq.m. floor area).

- Noise
 - Between properties: For terraced properties and flats - achieves standards in excess of Building Regulations; demonstrated by post-completion testing or Robust Details.
 - Within properties: see home office/internal space and flexible homes above.
- Private Open Space
 - Balconies –sufficient space for chairs/table; privacy screen.
 - Communal spaces.
 - Resident input into design.
 - Creates opportunities for informal interaction.
 - Seating provided where residents wish.
 - Opportunities for safe, informal play for children (family dwellings).
 - Direct access from ground floor flats.
 - Private back gardens.
 - Sizes of back gardens to houses to reflect likely maximum occupancy level.
 - Private back gardens to be provided to ground floor flats where space will remain for communal provision for upper floor flats. Direct access to private gardens from ground floor flats.
 - 1.8m high fence extending 2m from wall of house into garden.
- Parking
 - Clear arrangements publicised for the use of parking outside curtilages. Allocated spaces preferred; including disabled parking.

- Bungalows should include space for wheelchair storage and provide for a charging facility.
- Mixed and Balanced Communities
 - The external appearance of affordable housing should mirror that of market housing.
 - No more than 5 affordable houses of a single tenure grouped together (larger numbers may be acceptable for flats).
 - Street level mixing of tenures
 - No more than 6 flats off a single access; or landing in larger schemes.
 - Separate front door access for ground floor flats.
 - Design and layout should provide opportunities for informal social interaction; particularly for children.
 - Developments should provide active frontages/front door access to streets and create natural surveillance of public/semi public spaces.
 - Developments should contribute to the range of housing types available in the neighbourhood.

Benefits: Health and wellbeing; community interaction; neighbourhood relations; fuel poverty; mixed communities; family cohesion; privacy.

Category 8 Management

- Heating system easily programmable
- Home user guide
 - To include relevant non-technical information on the operation and environmental performance of the home.
 - Information on the use of low energy light bulbs and signposting to suppliers/provision by landlord.
 - Information on recycling and composting.
 - An explanation of how to minimise condensation.
 - Available in languages other than English.
 - Available in alternative formats, e.g. large print, CD, website, Makaton.
 - Support provided by trained housing management staff.
- Secured by Design Achieved.
- Entry phone to main entrances of flats.
- Hard wired smoke alarms on each floor and in each bedroom.
- “Conveyance” plan attached to tenancy agreement setting out areas of tenant’s responsibility.
- Nominations should be sought early enough to give tenants the opportunity to have a choice of finishes.
- Appropriate levels of community support should be put in place to help new communities establish themselves and assist individuals.

Benefits: Health and Wellbeing/Safety and Security/Environmental; reduced running costs to residents; fuel poverty

Category 9 Ecology

- No local standards

Affordable Housing Commuted Sums Table 2007/8

1 bed property	£115,860
2 bed property	£143,820
3 bed property	£184,100
4 bed property	£206,650

Figures calculated using assumed open market values minus the mortgage that RSL target rental streams could support.

Figures to be reviewed annually.

Draft Affordable Housing Supplementary Planning Document

Statement of Participation

Community Involvement Requirements

The Council's Statement of Community Involvement, adopted in 2007, sets out the consultation requirements for Supplementary Planning Documents (SPD).

This explains there will be "front loaded" participation prior to a draft SPD being published, the level and scope varying according to the nature of the SPD.

Community Involvement Arrangements

The pre-production consultation arrangements (i.e. the consultation prior to a draft being produced) were considered by Winchester City Council's Cabinet (Local Development Framework) Committee on the 7 February 2007.

Because of the nature of the SPD it was considered that consultation should largely be targeted at those involved in the development of new homes. This included developers, land owners, planning consultants, the Home Builders Federation (HBF), Registered Social Landlords (RSLs), the Government Office for the South East, Housing Corporation, Winchester Housing Board, other local authorities and parish councils. Some individual members of the community, who had previously been closely involved in planning debates with the Council, were also targeted.

Consultation largely took the form of a written exercise where consultees were asked for their views on a Background Paper that set out the principal issues, and specifically to focus on the following 3 issues:

1. The issues that should be covered in the SPD
2. Experiences of working with the current Affordable Housing Development Guide
3. Alternative options, within the current planning policy context, to improve the delivery and quality of affordable housing.

In addition to writing to stakeholders all details were posted on the Council's web site together with an on-line questionnaire. Discussions were also held with RSLs, other local authorities and the Winchester Housing Board.

Outcomes of the Community Involvement Exercises

In addition to the individual discussions noted above, 7 representations were received. In summary the main comments raised were:

General Issues

- Welcome Council taking action to address affordable housing problems.
- Production of SPD should be taken against a background of a wider assessment of housing need.
- Guidance needs to be simple and clear.
- SPD should not create new policy.
- Details regarding rural exception sites should be laid out.
- Affordable homes should not be required to be more sustainable than market homes.
- The Council should not concern itself with affordable housing quality, Housing Corporation standards should be relied on.
- People would be glad of a home irrespective of tenure or design.
- Reduce affordable housing threshold.
- Concern about the financial impact on purchasers of affordable housing requirements
- Affordability concerns for shared ownership/equity homes; and the possibility of households choosing a larger property outside the area rather than a smaller one inside.
- Too many 1 bed properties are being produced.

Issues to be covered

- Consideration of proximity to existing affordable housing.
- Development in villages and other settlements should be available only to those with a local connection to that, or neighbouring, villages/settlements.
- Flexible approaches to housing provision, e.g. the £60,000 house, promoting and making shared equity more affordable, self build, allowing employers to hold equity shares.
- There should be an emphasis on crime and disorder.
- Must apply to all affordable housing irrespective of public subsidy.
- Sizes of dwellings, more larger dwellings, e.g. 2 beds rather than 1 beds. More family housing and bungalows.
- Key worker definition needs to be broad.
- Open space should be provided with properties.
- Gardens needed for families with children.
- Affordable homes should be available for the long term.
- Quality of affordable housing needs to be improved.
- Allowing shared ownership/equity on smaller sites.
- Transfer costs of land/building to affordable housing providers.
- Need for a commuted sums table.
- Requirement for a timetable for provision to be agreed.

- Provision of lifetime homes in all/some cases & create flexible accommodation.
- Develop a quality or design guide.
- Integration/'pepper-potting' of affordable homes.
- Need to improve sustainability.
- Need to improve customer (occupier) satisfaction.
- Need to ensure community support provided to help establish new communities.
- There should be an emphasis on empty properties.

Experiences of the Affordable Housing Development Guide

- General support for using the current Affordable Housing Development Guide as a basis for the SPD, adds clarity and certainty.
- Question the need for an SPD at all - the current guide is sufficient.
- Insufficient account taken of local views.
- Concern about management issues arising from individual properties amongst market properties.
- Need to review service charge levels.

Alternative Options

- Release Local Plan Reserve Sites to increase supply.
- More land should be released for housing.

The views of some respondents conflicted with those of others, and some of the issues were not appropriate for inclusion within SPD. However, as a result of the 'front-loading' several issues have been developed and incorporated into the draft SPD, including:

- The production of design/sustainability guide – The Quality Framework.
- Revision of service charge guidelines.
- Greater focus on larger homes.
- Amendment to thresholds for providing shared ownership/equity homes on a site.
- Addition of a commuted sums table.
- Guidance included regarding open/garden space.
- Guidance/a requirement for flexible accommodation/lifetime homes.
- Guidance regarding the need to inform the design process my customer satisfaction surveys/views.

Comments Received as a result of the Written/Internet Consultation Exercise and Discussions from:

A2 Winchester	Itchen Valley Parish Council
The Alresford Society	Littleton and Harestock Parish Council
Atlantic Housing	New Forest District Council
Denmead Parish Council	Swanmore Parish Council
Eastleigh Borough Council	Swaythling Housing Society
Mr Hayter (resident)	Wessex Housing Group
Home Builders Federation	Winchester Housing Board/New Homes Task Group
Hyde Housing Association	



Winchester City Council



Affordable Housing Supplementary Planning Document (SPD)



Sustainability Appraisal



May 2007



Affordable Housing Supplementary Planning Document (SPD)

Sustainability Appraisal

Prepared for: Winchester City Council

<i>date:</i>	May 2007	
<i>prepared for:</i>	Winchester City Council	
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Affordable Housing Supplementary Planning Document (SPD) Sustainability Appraisal

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 - Objectives Compatibility Analysis
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- 1 Draft Interim SA Framework
- 2 Appraisal of Saved Policy H.5 adopted Winchester District Plan Review 2006
- 3 Compatibility Analysis
- 4 Appraisal of SPD Policies



1.0 Introduction

- 1.1 The purpose of Sustainability Appraisal (SA) is to promote sustainable development through the integration of environmental, social and economic considerations in the preparation of Local Development Documents (LDDs). This requirement is set out in Section 39 (2) of the Planning and Compulsory Purchase Act, 2004 and Planning Policy Statement 12: Local Development Frameworks, 2004. Local Development Documents must also be subject to Strategic Environmental Assessment ¹² (SEA) and it is advised³ that an integrated approach is adopted so that the SA process incorporates the SEA requirements.
- 1.2 Winchester City Council is undertaking Sustainability Appraisal of its Local Development Documents as they are prepared and in accordance with this legislation and guidance. At the time of writing at the beginning of May 2007, the SA is at the scoping stage with other relevant plans identified, baseline data collected, and initial sustainability issues identified. Informal consultation with key stakeholders has commenced through workshops with Council Members and Officers to inform the preparation of the SA Framework that will be used to appraise the LDDs. The draft SA Framework will be discussed at a SA Scoping Workshop during June 2007 and further refined as a result of wide and public consultation.
- 1.3 This document reports the Sustainability Appraisal of the Draft Affordable Housing Development Supplementary Planning Document (SPD) with an Affordable Housing Quality Framework as an appendix. This appendix expands on the policies in the SPD and has been considered in the SA where appropriate. Government guidance on SA/SEA advises that in most cases SA of SPDs will draw extensively on appraisals undertaken at the higher level for policies within the DPD and the need for new work may be limited. Information should be taken from existing baselines and Plans/Programmes that have been prepared as part of the Sustainability Appraisal Scoping process.
- 1.4 Some authorities have screened out the need for SEA of SPD where it is proven that there is no significant environmental effect and where the policy on which the SPD is based has been the subject of SA incorporating SEA. This approach has been agreed by the three statutory consultees (English Heritage, Environment Agency, and Natural England) on several occasions. Whilst this is an option it has been decided to use a full SA Framework incorporating SEA due to the reasons below.
- 1.5 This Draft Affordable Housing Supplementary Planning Document has been developed from the existing Affordable Housing Development Guide and is supplementary to the saved policy H.5 from the current adopted Winchester District Plan Review 2006 (which was only subject to SA under the earlier and less extensive regulations). Therefore the policy will be assessed as part of this Sustainability Appraisal.

¹ EU Directive 2001/42/EC

² Environmental Assessment of Plans and Programmes Regulations 2004

³ ODPM, 2005 *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*

- 1.6 Because it is based on an existing Guide, this SPD has been produced very early in the Local Development Framework process and, as such, there is no SA Framework yet that has been agreed through the consultation processes. To expedite the adoption of this important SPD a draft interim SA Framework has been used for appraisal. This is based on the SA objectives from the SA/SEA Framework⁴ used for the South East Plan and incorporates local issues for planning and sustainability identified so far through workshops, including Members, Officers and a number of Community Events. This draft interim SA Framework is presented in Table1.

2.0 Methodology

- 2.1 The methods used for the sustainability appraisal comprise the following elements:

- Identifying relevant baseline information and other plans or programmes
- Appraisal of the saved policy H.5 adopted Winchester District Plan Review 2006
- Testing the objectives of the SPD for compatibility with the SA Framework objectives
- Testing the individual policies contained within the SPD, for compatibility with the SA Framework. This will identify in which areas the SPD will have most impact and inform the next stage of the process
- Comments on each objective of the SA Framework, drawing out, and dealing with in detail, the areas where the SPD has specific potential impacts and highlighting short/long term effects, cumulative effects, and proposed mitigation
- Comparison with a "*do nothing*" option. The SA Regulations and Guidance require that options and alternatives are given consideration, including the "*do nothing*". In the case of this SPD the purpose is to introduce clarity to developers and others on the implementation of Policy H.5 and to ensure conformity with other government guidance on the provision of affordable housing. Therefore the content of the SPD is constrained and as such a strategic approach has been taken to the issue of options.

3.0 Local Plans, Programmes & Baseline Relevant to the SPD

- 3.1 **Hampshire Local Area Agreement:** A 3 year agreement between partners in Hampshire and the Government to improve sustainable communities and develop the quality of life by looking at the needs of children and young adults, helping to alleviate unemployment and economic inactivity, reduce domestic violence and improve the support of those reliant on care to reduce the pressures on hospitals. Note Priority D that seeks to improve access to Housing and Accommodation.
- 3.2 **Hampshire County Structure Plan 2006-2011:** Proposes a Strategy for development, travel, housing, economic growth and protecting the environment and heritage within the county. The Strategy adopts a sustainable approach

⁴ <http://www.southeast-ra.gov.uk/southeastplan/key/sustainability.html>

- balancing development, environment and transport needs across the whole range of issues, ultimately classing the population's quality of life as a real indicator.
- 3.3 **Winchester City Council Housing Strategy for 2004 – 2007 *Shaping up for the Future – Promoting Quality, Availability and Choice***. Sets out the identified needs for the area and the Strategy to achieve meeting these needs including the provision of affordable housing.
- 3.4 **Winchester City Council Draft Corporate Strategy 2007-2012** The Strategy sets out the broad aims of the City Council in delivering a good quality of life for the well being of the district balancing economic, environmental and social pressures.
- 3.5 **Winchester City Council Housing Services Black and Minority Ethnic Strategy 2005-2008** This follows from the 2002-2005 Strategy and updates the aims of the Housing Service in meeting the needs of a culturally diverse community to reduce the likelihood of discrimination and isolation.
- 3.6 **Winchester City Council Health and Housing Department Homelessness Strategy 2003-2008** The Strategy develops local initiatives to comply with the Homelessness Act 2003 to reduce and prevent homelessness within the community through understanding the causes and preparing specific courses of action.
- 3.7 Between 1991 and 2001 Winchester Council's population grew from 96,386 to 107,222, an increase of 11.2%; 35% of the population lives within Winchester City and the other 65% in the rural area beyond. Winchester's population has increased through a net gain in migration, the 2001 census showed 7.3% of the population as internal migrants. This may be linked directly to the city's proximity to London, attractive as a major commuting area.
- 3.8 Households with no adults in employment: with dependent children (%) 2001 = 1.89% compared to 3.29% in the South East Region. There are over 2000 households who are currently on housing registers for the area and average property prices are over £300k.

4.0 Sustainability Appraisal

Appraisal of Saved Policy H.5 adopted Winchester District Plan Review 2006

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 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).

4.1 The detailed SA of the saved policy is presented in Table 2; the appraisal illustrates that the policy has significant benefits in terms of social and economic objectives, particularly relating to balanced communities, housing and health. The need for such housing is clearly defined in the Winchester City Council's Housing Strategy for 2004 – 2007 *Shaping up for the Future – Promoting Quality, Availability and Choice* and the policy is fundamental to the Strategy. As affordable housing provided through this policy will inevitably be part of an overall site, the wider environmental issues such as impact on landscape, transport, biodiversity, the water environment, should have been thoroughly assessed as a housing allocation and/or will be subject to other specific policies in the forthcoming LDDs which have undergone Sustainability Appraisal.

4.2 As this is saved policy no options have been considered and a “do nothing” option is not appropriate as such a policy is a requirement of PPS 3.

Testing the Objectives of the SPD for Compatibility with the SA Framework Objectives

4.3 The SPD sets out priorities which reflect Council objectives and these are being interpreted for this SA as the objectives of the SPD. The priorities are:

- To meet the Council Objectives by providing additional social rented housing.
- To meet Council objectives by promoting high quality affordable housing that contributes towards sustainability, provides a suitable range of housing types and sizes and helps create mixed and balanced communities.

4.4 The first priority is achieved through the implementation of Policy H.5 which has been assessed above, but the second priority is concerned with the quality and mix of the accommodation provided. The priority clearly strategically reflects the SA Framework with reference to communities, housing and the issues which

contribute to sustainability and it is not considered to be necessary to test it against each and every SA Framework objective.

Appraising the Individual SPD Polices for Compatibility with the SA Framework

4.5 The Draft SPD contains the following polices:

1. A variety of affordable dwelling types and sizes should be provided to meet the wide range of identified housing needs
2. Priority is given to the provision of affordable housing for rent. Where 5 or less affordable dwellings are to be provided all should be for social rent. Any additional affordable dwellings provided should be split evenly between social rented and intermediate tenures.
3. Affordable housing should be well integrated with market housing in a way which results in different kinds of housing being in close proximity to each other. Large groupings of single tenure dwellings or dwelling types should be avoided.
4. Affordable housing should be indistinguishable from market housing in terms of appearance and meet Lifetime Home Standards, Housing Corporation development standards and at least Code for Sustainable Homes Level 3
5. Provision should preferably be by a partner Registers Social Landlord, although an alternative provider may be agreed with the Council, subject to criteria.
6. Affordable housing land should be made available clean and serviced at nil cost. Reasonable build costs can be required.
7. Affordable housing should be reserved for households identified as being in housing need and registered on one of the Council's housing registers, or register such as the Zone Agent's register, approved by them. Nominations will be made by the Councils from those registers.
8. Affordable housing should be provided on site except as in specific circumstances.
9. Affordable housing must be available as long as the need exists.
10. Service charges should not render dwellings unaffordable
11. Affordable housing should be delivered free of public subsidy, unless the use of subsidy would improve the numbers or mix of dwellings in which case the level of subsidy needed should be minimised.
12. Affordable housing should be secured through a planning obligation
13. An affordable housing statement should accompany a planning application.

4.6 Appraising these policies for compatibility with the SA Framework identifies in which areas the SPD could have most impact and inform the next stage of the process. Table 3 presents the compatibility analysis and illustrates that the SPD is compatible with the proposed draft interim Sustainability Appraisal Framework; it highlights the policies that are most relevant in this appraisal and on which can be considered to have significant impact. No areas of incompatibility have been disclosed. The policies below are those given more detailed consideration as presented later in Table 4.

- 1 A variety of affordable dwelling types and sizes should be provided to meet the wide range of identified housing needs
- 2 Priority is given to the provision of affordable housing for rent. Where 5 or less affordable dwellings are to be provided all should be for social rent. Any additional affordable dwellings provided should be split evenly between social rented and

- intermediate tenures.
- 3 Affordable housing should be well integrated with market housing in a way which Results in different kinds of housing being in close proximity to each other. Large groupings of single tenure dwellings or dwelling types should be avoided.
 - 4 Affordable housing should be indistinguishable from market housing in terms of appearance and meet Lifetime Home Standards, Housing Corporation development standards and at least Code for Sustainable Homes Level 3.
 - 9 Affordable housing must be available as long as the need exists.
 - 12 Affordable housing should be secured through a planning obligation
-
- 4.7 **Social Issues:** The policies contained in the SPD ensure that the required mix of affordable housing in terms of dwelling size and tenure will be provided in perpetuity. Matters of social balance and integration are addressed through the requirement that the affordable housing should be indistinguishable from market housing and should be in groups of no larger than five and generally dispersed throughout the site. There are often perceived social problems associated with affordable housing and this approach should alleviate such concerns.
 - 4.8 The beneficial impact on health that accompanies the provision of quality housing for all is recognised including the “knock on” effects which can include improved family relationships and educational attainment.
 - 4.9 The SPD fully accords with the social objectives of the proposed SA Framework and the short and long term effects should be beneficial.
 - 4.10 **Economic Issues:** As with other localities, young people are often forced to leave areas, or unable to move to areas to take up employment opportunities, due to house prices. The provision of affordable housing for social rent or the opportunity to engage in a shared equity scheme could enable young people to live and work in the area would be beneficial to the local economy and reduce in and out commuting for work.
 - 4.11 The Quality Framework encourages the provision of flexible dwellings which can accommodate home offices and will therefore support the self-employed/small business sector of the local economy. Overall, therefore, the SPD has positive impacts for the economy and the short and long term effects should be beneficial.
 - 4.12 **Environmental Issues:** As detailed in Table 4, the affordable housing will generally be a component part of a larger site which will have been the subject of individual SA, or at least subject to policies that have been appraised. Therefore there should be no issues around the impact on the built, natural and historic environments which have not been assessed in this wider context and there will be no further impact through the provision of affordable housing.
 - 4.13 However the requirement that affordable housing achieves the Code for Sustainable Homes Level 3 has significant environmental benefits. The Code sets minimum standards for energy and water use at each level and, within England, replaces the EcoHomes scheme, developed by the Building Research Establishment (BRE). Some of the aims of the Code are set out in Table 4 and the benefits of adopting this best practice on issues of climate change, energy use

and water management are noted. Level 3 of the Code for Sustainable Homes also specifies energy saving for both construction and operation of dwellings well above the current average standards further promoting reduced adverse effects on the environment.

- 4.14 The SPD strives to minimise any adverse effects on the environment and will have a very positive effect in both the short and long term effects, especially when considered against the option of not having this guidance in place.
- 4.15 **Overall Sustainability:** From the compatibility tables and appraisal of sustainability effects detailed in Tables 2, 3 and 4, it is clear that the SPD is very positive in achieving the aim of producing affordable housing in a sustainable manner. Key to achieving this objective are the policies in the SPD on mix, layout, tenure and management of housing, together with the achievement of Level 3 of the Code for Sustainable Homes. Apart from looking at very minor alternative wording to some of the policies, the only other alternative is a “do nothing” option which it is clear would not help achieve the requirement to provide such housing in such an environmentally sensitive manner. The SPD will provide clarity for developers and Registered Social Landlords (RSLs) and be instrumental in expediting the provision of the much needed affordable housing in the locality.
- 4.16 Whilst Policy H.5 sets out the requirement for affordable housing on sites of specific size and location, the SPD sets out policies that guide the implementation of the policy. These policies clarify the detail of provision and cover issues of tenure, design, integration, management, nomination rights and the need for a legal agreement (Sec 106) to secure provision and the need for housing to remain affordable in perpetuity. However there is also some flexibility expressed over providers and subsidy which may help achieve provision. All these issues are very positive in terms of achieving the sustainability objectives of balanced communities and achieving housing for all.

Table 1: Draft Interim SA Framework

	SA OBJECTIVE	DECISION-AIDING QUESTIONS
1	Building Communities <i>SEA topics: Population</i>	
	To promote, create and sustain communities that meet the needs of the population and reduce social exclusion.	Does the option/policy: <ul style="list-style-type: none"> ▪ Help provide adequate facilities for social interaction ▪ Promote balanced communities with a range of housing size and tenure ▪ Reduce exclusion of groups including the young and elderly ▪ Support the vulnerable and disadvantaged
2	Infrastructure <i>SEA topics: Material Assets</i>	
	To provide adequate infrastructure to support new and existing development	Does the option/policy: <ul style="list-style-type: none"> ▪ Encourage the development of green infrastructure ▪ Ensure that new development minimises pressure on existing infrastructure e.g. road systems, water supply
3	Housing <i>SEA topics: Population</i>	
	Provision of good quality housing for all	Does the option/policy: <ul style="list-style-type: none"> ▪ Deliver affordable housing both in urban and rural areas ▪ Assist in the accommodation of housing growth and achieving positive benefits for communities ▪ Balance housing and employment land delivery ▪ Provide for an appropriate mix of dwelling size, type, density and phasing on appropriate sites ▪ Provide for a range of housing to meet the needs of specific groups, e.g. the elderly and disabled
4	Economy and Employment <i>SEA topics: Population</i>	
	To develop a dynamic, diverse and knowledge based economy	Does the option/policy: <ul style="list-style-type: none"> ▪ Provide high quality jobs in sustainable locations ▪ Reduce out commuting ▪ Help to establish Winchester as a major focus of learning and education ▪ Recognise the role of retail in the local economy ▪ Support workplace homes ▪ Balance employment and housing growth ▪

	SA OBJECTIVE	DECISION-AIDING QUESTIONS
5	Transport <i>SEA topics: Air, Climatic Factors, Population, Material Assets</i>	
	Reduce car dependency whilst retaining Winchester as an attractive place to live and work	Does the option/policy: <ul style="list-style-type: none"> ▪ Facilitate the establishment of safe and regular public transport ▪ Promote the creation of footpaths and cycle links between settlements, homes and work and community facilities ▪ Locate new development to reduce the need for use of the private vehicle ▪ Help create an integrated public transport system e.g. park and ride, safe storage for bicycles at train stations ▪ Adopt maximum parking standards and requirement for safe motorbike and cycle storage and the provision of changing facilities in work places
6	Health <i>SEA topics: Human Health</i>	
	To improve the health and well being of the population and reduce inequalities in health	Does the option/policy: <ul style="list-style-type: none"> ▪ Protect and increase the provision of public open spaces, sports facilities and play areas, ▪ Promote design that reduces crime and fear of crime ▪ Increase accessibility to health facilities ▪ Recognise the relationship between health and education
7	Water <i>SEA topics: Water</i>	
	Protect and enhance the water environment and manage water resources in a sustainable way	Does the option/policy: <ul style="list-style-type: none"> ▪ Promote the use of water efficiency measures such as grey water recycling ▪ Promote the use of sustainable urban drainage systems ▪ Protect water sources and quality ▪ Consider water demand when assessing new development
8	Waste <i>SEA topics: Material Assets</i>	
	To reduce waste generation and land disposal and achieve the sustainable management of waste	Does the option/policy: <ul style="list-style-type: none"> ▪ Help reduce waste and facilitate recycling ▪ Encourage composting ▪ Support alternatives to landfill
9	Climate Change <i>SEA topics: Climatic Factors</i>	
	To address the causes of climate change through reducing emissions of greenhouse gases and to mitigate against the	<ul style="list-style-type: none"> ▪ Help reduce carbon emissions ▪ Support higher level policy ▪ Help mitigate against the impact of climate change

	SA OBJECTIVE	DECISION-AIDING QUESTIONS
	impact of change	<ul style="list-style-type: none"> ▪ Help adaptation to climate change ▪ Assist education programmes in environmental issues
10	Energy <i>SEA topics: Climatic Factors, Population, Material Assets</i>	
	To increase energy efficiency and the proportion of energy generated from renewable sources	<ul style="list-style-type: none"> ▪ Adopt a flexible approach to energy saving design ▪ Encourage the use of micro generation and passive solar gain ▪ Seek a percentage of energy from renewable sources in new development
11	Sustainable Construction <i>SEA topics: Air, Water, Climatic Factors</i>	
	Promote sustainable design and construction practices	<p>Does the option/policy:</p> <ul style="list-style-type: none"> ▪ Ensure new development is located with sustainable principles as far as possible, in particular, focusing development on the urban areas ▪ Seek the incorporation of energy efficiency measures in new development aiming for carbon neutral dwellings and workplaces ▪ Seek high density in new development in appropriate locations ▪ Encourage the reuse of materials in construction ▪ Promote the sourcing of locally and sustainably sourced and recycled materials in construction and renovation
12	Biodiversity <i>SEA topics: Biodiversity, Fauna and Flora</i>	
	To conserve and enhance biodiversity	<p>Does the option/policy:</p> <ul style="list-style-type: none"> ▪ Protect and enhance valuable flora, fauna, wildlife habitats and species, both those statutorily designated and those of local value ▪ Avoid and reverse, where possible, habitat fragmentation ▪ Result in no net loss of biodiversity ▪ Provide opportunities for provision and enhancement of greenspace
13	Cultural Heritage <i>SEA topics: Cultural Heritage</i>	
	Protect and enhance the built and natural historic heritage and culture	<p>Does the option/policy:</p> <ul style="list-style-type: none"> ▪ Support locally-based cultural resources and activities ▪ Protect and improve historical and archaeological environment including archaeological sites, listed buildings, conservation areas and the historic

	SA OBJECTIVE	DECISION-AIDING QUESTIONS
		landscape <ul style="list-style-type: none"> ▪ Help accommodate new development without detriment to the existing
14	Landscape <i>SEA topics: Landscape</i>	
	Protect Winchester's landscape setting and the wider landscape	<ul style="list-style-type: none"> ▪ Minimise impact on the landscape setting of the town ▪ Prioritise the use of previously developed land to minimise greenfield development ▪ Ensure protection of the AONB, National Park and local landscape designations
15	Built Environment <i>SEA topics: Cultural heritage, Population</i>	
	Secure high standards of design	Does the option/policy: <ul style="list-style-type: none"> ▪ Promote recognition of local distinctiveness in style and materials ▪ Make best use of existing buildings and promote innovation
16	Pollution <i>SEA topics: Air, Climatic Factors and Human Health</i>	
	Protect and improve local and global air quality and manage other sources of pollution	Does the option/policy: <ul style="list-style-type: none"> ▪ Maintain or improve local air quality, through transport management and reduction of employment related emissions ▪ Reduce and manage air and noise pollution particularly with regard to sensitive developments ▪ Consider the impact of light pollution ▪ Ensure there is no pollution of water sources

Table 2: Appraisal of Saved Policy H.5 adopted Winchester District Plan Review 2006

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).

D PLAN

Sustainability Appraisal Key	
DG	Development actively encouraged as it would resolve an existing sustainability problem
LG	No sustainability constraints and development acceptable
B	Neutral or unknown effect
Y	Potential sustainability issues; mitigation and /or negotiation possible
O	Problematical and improbable because of known sustainability issues ; mitigation or negotiation difficult and /or expensive
R	Absolute sustainability constraints to development

	SA Objectives	Comment	
1.	To promote, create and sustain communities that meet the needs of the population and reduce social exclusion	The policy is fundamental to achieving this objective which includes promoting balanced communities with a range of housing size and tenure and to support the vulnerable and disadvantaged.	DG
2.	To provide adequate infrastructure to support new and existing development	As part of proposed larger developments there should be no further impact on existing infrastructure or that proposed to serve the development.	LG
3.	Provision of good quality housing for all	Again this policy is fundamental to the delivery of affordable housing in Winchester and other urban and rural areas.	DG
4.	To develop a dynamic, diverse and knowledge based economy	The provision of affordable housing may assist the loss of younger people from the economy who are forced to leave the area because of house prices.	DG
5.	Reduce car dependency whilst retaining Winchester as an attractive place to live and work	The impact on transport will depend on the location of sites but these should be subject to SA and therefore in acceptable locations.	LG
6.	To improve the health and well being of the population and reduce inequalities in health	There is an accepted relationship between quality of housing and health and the proposed sites should be located with good access to health and other community facilities.	DG
7.	Protect and enhance the water environment and manage water resources in a sustainable way	As part of larger sites which should have a thorough assessment of water issues there should be no further impact.	LG
8.	To reduce waste generation and land disposal and achieve the sustainable management of waste	As part of larger sites there should be provision of kerbside collection and the provision of recycling/composting facilities; the Quality Framework requires achievement of Level 3 of Code for Sustainable Homes including specific requirements for waste management.	LG
9.	To address the causes of climate change through reducing emissions of greenhouse gases and to mitigate against the impact of change	All development has the potential to address these issues and will be dependent on agreements between the developers, the RSLs and the LPA.	B
10.	To increase energy efficiency and the proportion of energy generated from renewable sources	All development has the potential to address these issues and will be dependent on agreements between the developers, the RSLs and the LPA. This will also be subject to other policies in the LDF. The Quality Framework requires achievement of Level 3 of	B

		Code for Sustainable Homes including specific requirements for energy efficient light fittings and energy produced from renewable sources.	
11.	Promote sustainable design and construction practices	All development has the potential to address these issues and will be dependent on agreements between the developers, the RSLs and the LPA. This will also be subject to other policies in the LDF.	B
12.	To conserve and enhance biodiversity	The impact on biodiversity will depend on the location of the overall sites but these should be subject to SA and therefore in acceptable locations.	B
13.	Protect and enhance the built and natural historic heritage and culture	The impact on Conservation Areas, Listed Buildings, archaeological remains etc. will depend on the location of the overall sites but these should be subject to SA and therefore in acceptable locations.	B
14.	Protect Winchester's landscape setting and the wider landscape	The impact on the landscape will depend on the location of the overall sites but these should be subject to SA and therefore in acceptable locations.	B
15.	Secure high standards of design	All development has the potential to address these issues and will be dependent on agreements between the developers, the RSLs and the LPA. This will also be subject to other policies in the LDF.	B
16.	Protect and improve local and global air quality and manage other sources of pollution	All development has the potential to address these issues and will be dependent on agreements between the developers, the RSLs and the LPA. This will also be subject to other policies in the LDF.	B

Table 3: Objectives Compatibility Analysis

		SA Framework Objectives															
Draft Affordable Housing SPD Policies		1. Building Communities	2. Infrastructure	3. Housing	4. Economy & Employment	5. Transport	6. Health	7. Water	8. Waste	9. Climate Change	10. Energy	11. Sustainable Construction	12. Biodiversity	13. Cultural Heritage	14. Landscape	15. Built Environment	16. Pollution
1	A variety of affordable dwelling types and sizes should be provided to meet the wide range of identified housing needs	+	+	+	+	+	+	?	?	?	?	?	?	?	?	?	?
2	Priority is given to the provision of affordable housing for rent. Where 5 or less affordable dwellings are to be provided all should be for social rent. Any additional affordable dwellings provided should be split evenly between social rented and intermediate tenures.	+	0	+	+	+	+	0	0	0	0	0	0	0	0	0	0
3	Affordable housing should be well integrated with market housing in a way which results in different kinds of housing being in close proximity to each other. Large groupings of single tenure dwellings or dwelling types should be avoided.	+	+	+	0	0	+	0	0	0	0	0	0	0	0	+	0
4	Affordable housing should be indistinguishable from market housing in terms of appearance and meet Lifetime Home Standards, Housing Corporation development standards and at least Code for Sustainable Homes Level 3	+	+	+	0	0	+	+	+	+	+	+	0	0	0	+	+

5	Provision should preferably be by a partner Registers Social Landlord, although an alternative provider may be agreed with the Council, subject to criteria.	+	0	+	0	0	+	0	0	+	+	+	0	0	0	0	0
6	Affordable housing land should be made available clean and serviced at nil cost. Reasonable build costs can be required.	+	0	+	0	0	+	0	0	+	+	+	0	0	0	0	0
7	Affordable housing should be reserved for households identified as being in housing need and registered on one of the Council's housing registers, or register such as the Zone Agent's register, approved by them. Nominations will be made by the Councils from those registers.	+	0	+	0	0	+	0	0	0	0	0	0	0	0	0	0
8	Affordable housing should be provided on site except in specific circumstances.	+	?	+	0	0	0	0	0	0	0	0	0	0	0	0	0
9	Affordable housing must be available as long as the need exists.	+	+	+	+	0	0	0	0	0	0	0	0	0	0	0	0
10	Service charges should not render dwellings unaffordable	+	0	+	+	0	+	0	0	0	0	0	0	0	0	0	0
11	Affordable housing should be delivered free of public subsidy, unless the use of subsidy would improve the numbers or mix of dwellings in which case the level of subsidy needed should be minimised.	+	+	+	0	0	0	0	0	0	0	0	0	0	0	0	0
12	Affordable housing should be secured through a planning obligation	+	+	+	0	0	0	0	0	0	0	0	0	0	0	0	0
13	An affordable housing statement should accompany a planning application.	+	0	+	0	0	0	0	0	0	0	0	0	0	0	0	0

Key to Appraisal:

+	Potentially compatible
-	Potentially incompatible
?	Uncertain
0	Not relevant to SA Objective

Table 4: Appraisal of SPD Policies

1. Building Communities		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>A stated aim of this objective is the creation of balanced communities with a range of housing size and tenure and the reduction of social exclusion. The clarification of matters such as provision, management and the integration of affordable housing with market housing will be fundamental to achieving these aims. The SPD also seeks and defines “intermediate” affordable housing which will normally take the form of shared ownership or equity homes. Certainty of provision, and its’ retention in perpetuity will be achieved through the SPD requirement for a section 106 agreement. The SPD requires that opportunities for resident interaction are built into design to assist the creation of cohesive communities. The RSLs have an important role in building communities, particularly on large sites.</p>	<p>The provision of good quality affordable housing (in all forms) should improve social cohesion in and reduce social exclusion. Clarity of expectations and procedure for developers should expedite provision the short and long term.</p>	<p>The SPD requires that affordable housing should be indistinguishable from, and integrated with, market housing and preferably managed by RSLs. This should avoid any cumulative impacts of the stigmatisation that can arise through concentrations of affordable housing.</p>
2. Infrastructure		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The SPD seeks on-site provision wherever possible and as such this maximises use of new infrastructure being provided to serve the “parent” open market site.</p>	<p>There should be no significant effects in the short or long term.</p>	<p>N/A</p>

3. Housing		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The provision of good quality housing for all, including affordable housing, is an objective stated throughout the Council's policy objectives and strategies. Again the provision of a mix of accommodation to meet all needs is fundamental to achieving this aim and is expressed clearly in the SPD as is quality of development. Quality of development is covered clearly in Appendix 1 to the SPD, the Affordable Housing Quality Framework, which adds further detail to the policies in the SPD. The SPD also seeks and defines "intermediate" affordable housing which will normally take the form of shared ownership or equity homes and further widen the opportunities to provide for the needs of all. Certainty of provision and its retention in perpetuity will be achieved through the SPD requirement for a section 106 agreement. Encouraging the construction of homes that are accessible to everybody and where the layout can easily be adapted to fit the needs of future occupants are aims of both the Code for Sustainable Homes and Lifetime Homes, both of which are required in the SPD.</p>	<p>Bringing forward affordable housing through the allocation of, and granting permission for, larger sites may mean delay in provision. Therefore some beneficial effects of provision will probably be felt in the short term with increasing impact as the larger sites are built out; the SPD may speed up delivery by adding certainty and reducing the number of lengthy S106 negotiations.</p>	<p>There should be no adverse impacts or need for mitigation.</p>

4. Economy and Employment		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The provision of both affordable rented and shared equity housing may assist in retaining a young workforce which currently cannot enter the housing market and therefore leave the area. Flexible homes including home working and more affordable housing will have positive impacts in respect of reducing benefit dependency,</p>	<p>As above the time scale for provision will dictate the effects but the long term effects for the economy should be positive; in the</p>	<p>There should be no adverse impacts or need for mitigation.</p>

avoiding benefit trap, and promoting economic activity.	short term benefits should also occur as a result of the SPD as delivery will be speeded up.	
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5. Transport		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The provision will be on larger sites which should be subject to appraisal and/or policies which have been appraised and there should be no further significant impact on transport. Car ownership can be lower amongst residents of affordable housing and will give further reasons for attention to accessibility of the site by public transport and walking and cycling. Level 3 encourages the wider use of bicycles as transport by providing adequate and secure cycle storage facilities, thus reducing the need for short car journeys.</p>	<p>The transport impact of new development has to be carefully managed and it is important that any transport improvements are provided in the short term. The Quality Framework includes standards for cycle parking.</p>	<p>Agreements over issues such as location, the provision of public transport and safe cycling and walking routes can all mitigate against the transport impact of new development.</p>

6. Health		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The relationship between good housing and health is clearly recognised by the Council. Affordable housing should have good access to all community facilities, including doctor's surgeries and sporting facilities. The SPD requires that affordable housing should achieve Code for Sustainable Homes Level 3 and under health the aim is to improve the quality of life in homes through good daylighting and to reduce the need for energy to light the home.</p>	<p>Increasing benefits to health should be seen as more good quality affordable homes are provided.</p>	<p>There should be no adverse impacts or need for mitigation.</p>

<p>The SPD also seeks homes built to Lifetime Home Standards to meet changing needs over time. The involvement of the RSLs can help to improve physical & mental health through their support and advice for example on energy, affordable warmth, and debt management.</p>		
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7. Water		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The SPD requires that affordable housing should achieve Code for Sustainable Homes Level 3. The aims are to reduce and delay water run-off from the hard surfaces of a housing development to public sewers and watercourses, thus reducing the risk of localised flooding, pollution and other environmental damage. To reduce the consumption of drinkable water in the home. The Affordable Housing Quality Framework seeks water consumption less than 105 litres per person per day. Level 3 also recommends greywater and rainwater harvesting.</p>	<p>The SPD requires best practice for water management and as such there should be no adverse effects.</p>	<p>There should be no adverse impacts or need for mitigation.</p>

8. Waste		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>As part of a larger site there should be no problem with kerbside recycling collections. Where possible composting facilities should be provided. This is stipulated in the Affordable Housing Quality Framework.</p>	<p>The SPD requires best practice for waste management and as such there should be no adverse effects.</p>	<p>There should be no adverse impacts or need for mitigation.</p>

9. Climate Change		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The SPD requires that affordable housing should achieve Code for Sustainable Homes Level 3. Stated aims are to limit emissions of carbon dioxide (CO₂) to the atmosphere arising from the operation of a dwelling and its services and to reduce global warming from blowing agent emissions arising from the manufacture, installation, use and disposal of foamed thermal and acoustic insulating materials.</p>	<p>All new development will have an impact on climate change from construction through to living in a dwelling. Through the adoption of Level 3 the authority is minimising this impact but there will inevitably be both short and long term impact as the homes and lifestyles will not be carbon neutral.</p>	<p>The authority is adopting best practice advice and standards on the construction of sustainable homes.</p>

10. Energy		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The SPD requires that affordable housing should achieve Code for Sustainable Homes Level 3 and a stated aim is to limit emissions of carbon dioxide (CO₂) to the atmosphere arising from the operation of a dwelling and its services. The code encourages the use of energy efficient lighting. Providing energy efficient homes for those on lower incomes is both environmentally and socially desirable.</p>	<p>Reduced running costs and energy use will be positive in both the short and long term and can encourage other sustainable modes of behaviour.</p>	<p>The cumulative effect of the new development is already being mitigated by the adoption of best practice.</p>

11. Sustainable Construction		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The SPD requires that affordable housing should achieve Code for Sustainable Homes Level 3. The Code sets minimum standards for energy and water use at each level and, within England, replaces the EcoHomes scheme, developed by the Building Research Establishment (BRE). This includes the use of materials.</p> <p>The Housing Corporation sets targets for RSLs to use modern methods of construction to improve sustainability. By requiring RSLs to be involved the SPD is doing a similar thing. Requiring free clean service land will mean RSLs have greater potential to afford to adopt techniques that may add to build costs.</p>	<p>Sustainable construction covers both the embodied energy used in the construction of the dwelling and reduced running costs through the introduction of high levels of insulation from sustainable sources.</p>	<p>The cumulative effect of the new development is already being mitigated by the adoption of best practice.</p>

12. Biodiversity		
Comment	Short/long term effects	Cumulative effects and mitigation
<p>The SPD requires that affordable housing should achieve Code for Sustainable Homes Level 3. which seeks to encourage development on land that already has a limited value to wildlife, and discourage the development of ecologically valuable sites. The provision will be on larger sites which should be subject to appraisal and/or policies which have been appraised and there should be no further significant impact on biodiversity through part of the site being affordable housing.</p>	<p>The SPD requires best practice with regard to biodiversity and as such there should be no adverse effects.</p>	<p>There should be no adverse impacts or need for mitigation.</p>

13. Cultural Heritage		
Comment	Short/long term effects	Cumulative effects and mitigation
The provision will be on larger sites which should be subject to appraisal and/or policies which have been appraised and there should be no further significant impact on cultural heritage through part of the site being affordable housing.	There should be no significant effects in the short or long term.	There should be no adverse impacts or need for mitigation.

14. Landscape		
Comment	Short/long term effects	Cumulative effects and mitigation
The provision will be on larger sites which should be subject to appraisal and/or policies which have been appraised and there should be no further significant impact on the landscape.	There should be no significant effects in the short or long term.	There should be no adverse impacts or need for mitigation.

15. Built Environment		
Comment	Short/long term effects	Cumulative effects and mitigation
The provision will be on larger sites which should be subject to appraisal and/or policies which have been appraised and there should be no further significant impact on the built environment. The affordable housing component of sites should be as carefully designed as the market housing and the SPD requires that the affordable housing be indistinguishable.	There should be no significant effects in the short or long term.	There should be no adverse impacts or need for mitigation.

16. Pollution		
Comment	Short/long term effects	Cumulative effects and mitigation
Requirement for level 3 housing means that both the global and local aspects of pollution are addressed. Aims of the guidance are to ensure the provision of improved sound insulation to reduce the likelihood of noise complaints from neighbours, and to reduce global warming from blowing agent emissions arising from the manufacture, installation, use and disposal of foamed thermal and acoustic insulating materials.	There should be no significant effects in the short or long term.	There should be no adverse impacts or need for mitigation.