



Winchester City Council



Affordable Housing Supplementary Planning Document (SPD)



Sustainability Appraisal



January 2008



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Prepared for: Winchester City Council

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Affordable Housing Supplementary Planning Document (SPD) Sustainability Appraisal

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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 Assessment¹² (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. In of May 2007 [when this SPD underwent its appraisal] the LDF SA was at the scoping stage with other relevant plans identified, baseline data collected, and initial sustainability issues identified. Consultation with key stakeholders had commenced through workshops with Council Members and Officers and this subsequently informed the preparation of the SA Framework used to appraise the LDDs. The SA Framework was reviewed at a SA Scoping Workshop during June 2007 and finalised following wider public consultation.
- 1.3 This document reports the Sustainability Appraisal of the Draft and Final 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 SPDs 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 was an option for the Council it was 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 This SPD is based on an existing Guide, and as noted above was produced very early in the Local Development Framework process, prior to the finalisation of the SA Framework. To expedite the adoption of this important SPD, appraisal was undertaken using the interim SA Framework (which was still subject to final consultation comments). The SA Framework was considered robust as it was based on the SA objectives from the SA/SEA Framework⁴ used for the South East Plan and it incorporated local issues for planning and sustainability identified through the LDF workshops that included Members, Officers and a number wider public stakeholders. This interim SA Framework is presented in Table 1.

Consultation

- 1.7 The Affordable Housing SPD and the accompanying Sustainability Appraisal were placed on public consultation 1 May – 30 June 2007. Consultation comments on the Sustainability Appraisal and the Council's responses are shown in Table 5. Following the consultation, some minor amendments to policy wording were agreed, these changes are shown in Table 6. The changes to the policy are not significant and no additional sustainability appraisal was undertaken on the SPD policies.

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.

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

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 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 a 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 Policies for Compatibility with the SA Framework

- 4.5 The Draft SPD contains the following policies:
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

Social Issues

- 4.7 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.

Economic Issues

- 4.10 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.

Environmental Issues

- 4.12 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.

Overall Sustainability

- 4.15 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.

5.0 Monitoring

- 5.1 Proposals for monitoring the significant effects of implementing the DPDs and SPDs are a core part of the SA process. Government advises a pragmatic approach and encourages synergy between the monitoring requirements for the SA, the LDF and the Annual Monitoring Report (AMR) (a requirement of the Planning Act, 2004). Indicators and targets need to be relevant, strategic and manageable. Affordable Housing indicators are currently part of the Core Indicator set for Winchester's Annual Monitoring Report.
- 5.2 The SA Scoping Report for Winchester's LDF proposes a number of indicators and targets for the SA objectives, including those for housing – with a focus on delivering the commitments on affordable housing set out in this SPD. Current suggested indicators include: % of housing stock available [that is affordable]; number of affordable housing unit completions/ per year.⁵
- 5.3 This approach links effectively with the aims and objectives of the AMR and data gathering and reporting in relation to the SA/SEA and the AMR should benefit from this shared approach.

⁵

<http://www.winchester.gov.uk/Housing/Planning/LocalDevelopmentFramework/SustainabilityAppraisals/>

Table 1: 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
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.	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.	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.

6. Health		
Comment	Short/long term effects	Cumulative effects and mitigation
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.	Increasing benefits to health should be seen as more good quality affordable homes are provided.	There should be no adverse impacts or need for mitigation.

<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.

Table 5: Consultation Responses

Affordable Housing Supplementary Planning Document: Analysis of Comments on Written Consultation					
No	Consultee	Ref	Comment	Response	Recommended Change
1	Environment Agency	Appendix 4	Recognition to be given to draft SE Plan Policies CC2 and CC3.	The South East Plan's policies are not yet adopted and therefore the SPD's Sustainability Appraisal addresses these issues through the application of a national recognised standard – the Code for Sustainable Homes Level 3.	No change.
			Policies CS1 and CS2 of the PUSH Draft Environmental Sustainability Policy Framework should be taken into consideration	Only part of the District is within the PUSH area, and therefore the Policy Framework, when finalised, will not apply to the whole District. The Framework is intended to inform each authority's Core Strategy, whereas this SPD supports the adopted Local Plan's policies and takes account of more recent national advice. It therefore appropriately reflects the need to meet the Code for Sustainable Homes.	No change.
			Include SA Objective on Green Infrastructure	This is part of the Health Objective which covers access to open space of all kinds.	No change.
2	Mr Hayter	Appendix 4	The appraisal gives credit for some issues not referred to in SPD. In para 4.11, the SPD does not consider whether social housing can be used for employment purposes.	The reference here relates to Category 1 in the Quality Framework. The issue here is having space within the home for home working for adults and children.	No change

Table 6: SPD Policy Revisions

SPD Amendments/ Revisions to Policy Following Consultation	
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 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.
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 the design standards set out below . 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 will 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 set out below . in specific circumstances.
9	The affordable housing that is provided 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.

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