

6. HOUSING

Introduction

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

Provisions For Housing Development

Strategic requirements

- 6.2 The level of housing development which the Local Plan Review must provide for is broadly determined by the Hampshire County Structure Plan 1996-2011 (Review). The Structure Plan Review's requirements have been derived from a number of factors, including demographic trends, and take into account all types of housing need. The Structure Plan Review seeks to implement the Government's policy of "plan, monitor and manage" in relation to new housing development. The Local Plan Review has been prepared in accordance with the Structure Plan's housing policies.
- 6.3 The Local Plan Review translates the housing requirements of the Structure Plan into proposals that will bring forward the necessary land. The Structure Plan proposes that, from within a Hampshire-wide (including the Cities of Southampton and Portsmouth) 'base-line' housing requirement of 80,290 dwellings for the Structure Plan period, sufficient land should be brought forward in Winchester District to enable 7,295 new dwellings to be constructed in the period 1996 to 2011. Of this figure, some 2,160 dwellings were completed in the period 1996-2000, leaving about 5,135 dwellings to be provided in the period April 2000 to March 2011.
- 6.4 As part of the total Structure Plan requirement for Winchester District, specific Local Plan provision needs to be made for the development of a new community, in accordance with the Structure Plan Review's Major Development Area (MDA) policies. These require the establishment of a major new development, containing 2,000 new dwellings, situated to the "West of Waterlooville". The location of this new

development, centred on the existing urban area of Waterlooville, is intended to achieve a 'sustainable' community that benefits from the presence of the nearby town centre and the access to services/facilities and local employment which this gives, contributes towards the introduction of enhanced public transport systems serving the area and helps to minimise the loss of other areas of countryside. Meeting this particular requirement would then leave 3,135 dwellings to be brought forward on other sites in the District during the Local Plan period.

"Reserve" provision

- 6.5 In addition, a further requirement of the Structure Plan Review for Winchester District is that, over and above the specified base-line figure, a 'reserve' housing provision amounting to a further 3,000 dwellings needs to be identified (Structure Plan Policy H.4). The Structure Plan indicates that the 'reserve' should be provided for at two separate locations: West of Waterlooville (1,000 dwellings) and Winchester City (North) (2,000 dwellings). The need for the release of any reserve provision will be determined by the local and strategic planning authorities, in the light of the requirements contained in Regional Planning Guidance for the South-East (RPG9, 2001). The strategic planning authorities (Hampshire County Council, Portsmouth City Council and Southampton City Council) will only support the release of sites to meet this reserve provision "where monitoring of the Structure and Local Plans indicates there is a compelling reason to do so".
- 6.6 If the regional housing requirement and the results of monitoring the supply of dwellings coming forward during the Structure Plan Review period reveal a shortfall in provision, one or more of the reserve sites may have to be released. The implications of this for the Local Plan will depend on the stage in the adoption process that has been reached, if and when a decision to release the reserve provision is made. The issue of an alteration to the Local Plan Review might then arise, depending on the extent to which the Local Plan anticipates any need to release reserve provision. On the basis of the present uncertainties concerning the possible future need for an additional 'reserve' provision at West of Waterlooville and/or a reserve Major

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Development Area at Winchester City (North), the Local Planning Authority intends only to identify “areas of search” for reserve housing provision at this stage.

The Housing Strategy

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

- the implementation of more sustainable patterns of development, making the best use of land and buildings within the District’s built-up areas and placing greater emphasis on accessibility to local services and facilities, education and employment and to the public transport network;
- provision for residential development or redevelopment, which achieves at least the minimum net residential densities of 30-50 dwellings per hectare recommended by Government (Planning Policy Guidance Note 3: Housing) and which provides for greater housing choice and environmental enhancement on sites within the defined policy boundaries or development frontages of specified settlements;
- residential development which provides 2,000 new homes, as part of a Major Development Area West of Waterlooville;
- resisting development beyond the defined boundaries of the built-up areas, other than in the case of approved housing “exceptions” schemes to meet proven rural housing needs;
- encouragement for additional sources of “urban capacity”, where their release for residential development would not conflict with other aims or provisions of the Local Plan Review. Such sources include offices in Winchester, certain parking areas and communal garage courts, potential living accommodation over shops and other city and town centre business premises; minor areas of open space laid out in association with earlier housing developments; and; development within the curtilages of existing dwellings;
- measures to maximise the supply of affordable and special needs housing;
- measures to increase diversity in the housing stock, achieve a greater mix of

uses in new development and to enhance the quality of the residential environment by the consistent application of an urban design, townscape/landscape-led approach to all new development;

- the continuation of certain site-specific commitments from the Winchester District Local Plan which have not yet been implemented and, where feasible, the pursuit of redesigned ‘commitment’ schemes in cases where such alterations may achieve worthwhile housing gains and/or increased residential densities;
- the publication and regular updating of a register of current planning permissions, to assist in progressing urban development opportunities;
- the identification of ‘areas of search’ at West of Waterlooville and Winchester City (North), in response to the possible need to allocate further housing land, as part of the Hampshire County Structure Plan Review’s ‘reserve’ provision.

Provision For Housing Development

Proposal H.1

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

- (i) *enabling the construction of 7,295 dwellings in the period from April 1996 to March 2011, of which 2,160 had been completed by March 2000 (leaving 5,135 dwellings to be completed from April 2000 to March 2011). As part of this total, provision will be made for the comprehensive development of a new community to the west of Waterlooville, incorporating 2,000 new dwellings situated within a defined area, to be the subject of a Master Plan; and*
- (ii) *with regard to the additional requirement of the County Structure Plan for the release of a ‘reserve’ housing provision, the Local Planning Authority will identify “areas of search” for a reserve provision of 1,000 dwellings at West of Waterlooville and 2,000 dwellings at Winchester City (North).*

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The “sequential approach” and urban capacity

6.8 The Local Plan’s strategy for housing provision is based on achieving the non-MDA housing requirements from within the District’s defined built-up areas. This calls for a positive policy lead, in order to achieve:

- net housing densities within the target range of 30-50 dwellings per hectare;
- the further ‘optimisation’ of densities, in places where accessibility to local services/facilities and public transport is particularly favourable;
- mixed developments;
- levels of off-street parking provision which do not exceed adopted standards.

6.9 An “urban capacity” study has been carried out, looking at the overall potential for developing and redeveloping land and buildings within the built-up areas. The study follows advice from consultants on the scope for increasing housing provision within the District’s built-up areas (“Potential for Increasing Housing Densities in the Winchester District”, Chesterton Planning and Economics, Jon Rowland Urban Design, Winchester City Council, 2000). The Urban Capacity Study is published as a background document to the Local Plan (Winchester District Urban Capacity Study, Winchester City Council, 2001). The study examines the varying quality of ‘opportunity’ offered by each of the very large number of built-up area sites considered. In instances where good market conditions apply, for private or housing association development, and these conditions are combined with little or no constraint or ‘obstruction’ to development, such sites are categorised as ‘good opportunities’ and are expected to come forward during the Review Plan period.

6.10 The Urban Capacity Study also identifies a range of ‘scenarios’, on which the potential capacity of each site is based. In central Winchester, which possesses good accessibility to public transport and town centre facilities, the estimated capacity of sites is optimised to take advantage of these features. Elsewhere, a ‘character’ approach is used, reflecting local character and built form whilst aiming to achieve residential densities in the range 30-50 dwellings per hectare.

6.11 To achieve an accurate assessment of the development potential of the District’s built-up areas, the Local Planning Authority has calculated the potential of all those ‘good opportunities’ that are not particularly constrained by policies within the current District Local Plan. That figure is then combined with the potential offered in other situations where, for example, policy constraints operated by the current Plan are being relaxed in the Review Plan or where some existing development commitments can be re-examined in order to gain additional housing provision. The resultant housing supply is sufficient to satisfy the housing requirement of the current Structure Plan Review:

Table 1: Sources of Housing Supply

Sources of supply at April 2000	Estimated number of dwellings
Urban Capacity (good opportunities)	2117
‘Living over the shop’	109
Existing Commitments & Allocations*	3227
TOTAL	5453

* = includes 2000 dwellings at West of Waterlooville.

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

Policy Framework

6.12 The Local Plan promotes policies that will secure the level of urban capacity estimated. The Plan’s policy framework, therefore, provides for additional and generally more intense development within the defined built-up areas, including those special character areas such as “low density/important tree cover” areas, previously subject to specific policies. Such changes are not, however, intended to indicate a lowering of design standards. On the contrary, they put the strongest emphasis on high standards of development in all parts of the District.

6.13 To deliver this housing potential and achieve the necessary intensity of development, the Local Plan stipulates an ‘urban design’ and

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townscape/landscape-led approach to all new development. These proposals are set out in Chapter 3: Design and Development Principles. This approach aims to make the most productive use of land within the defined settlements. It envisages the development of under-used land, the redevelopment of previously developed land or premises and the adaptation/conversion of buildings.

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

Sources of additional urban capacity

- 6.17 In order to maximise urban capacity and to satisfy the requirements of Government policy, the Local Plan provides for development from within the following categories of 'opportunity':
- minor open spaces, often provided in association with former developments but which may no longer fulfil their original purpose;
 - car parking and communal garage-court areas which are no longer needed to meet off-street requirements or no longer function as originally intended;
 - town centre car parking facilities where the present level of provision could be satisfactorily maintained and consolidated, as part of the re-development of the existing site;
 - accommodation above shops and other commercial premises in town centre locations;
 - office accommodation in parts of Winchester, where planning policies provide for residential accommodation;
 - employment sites reallocated for suitable mixed use and the development of some existing employment sites.
- 6.18 To facilitate and encourage the release of urban capacity the Local Planning Authority may need to take positive action to help deliver certain development opportunities within the settlements. Where an element of land assembly would be required and, for example, the City Council has a direct land ownership or housing authority function, the Authority may be in a position to take on a co-ordinating role.
- 6.19 In areas of significant development potential it will be particularly important to involve the local community and gain its support. In some circumstances it will be appropriate to produce a Neighbourhood Plan. Such a plan could, for example, identify sites for redevelopment, the redistribution of parking, public transport improvements, landscaping and opportunities for improving recreational/community facilities. This would enable the local community to consider the potential for positive gains directly linked to any initial loss of parking, open space or other amenities.
- 6.20 The Local Planning Authority may, as a result of monitoring the supply of housing, have to undertake a review of other sites identified by the Urban Capacity Study. A number of these

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

Allocated sites

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

Table 2: Estimate of Housing Supply from Allocated Sites

Site	Proposal number	Estimated no. of dwellings
Knowle Hospital	NC.1	575
West of Waterlooville	NC.2	2000
Mill Close, Denmead	S.11	20
Forest Road, Denmead	S.12	80
Whiteley Farm, Whiteley	S.18	400
Whiteley Green, Whiteley	S.19	90
Total		3165

- 6.22 All the sites in Table 2 should be capable of accommodating 10 or more dwellings. Whilst the table shows general estimates of the capacity of certain sites, a more detailed site evaluation may reveal that constraints on potential development are less or greater than envisaged. Development schemes should comply with the requirements of those proposals that set out guidelines for development of sites, in particular those in Chapters 3 and 11-13. It may be possible, given the emphasis which the Plan puts on making the best use of land in built-up areas, to draw up schemes which exceed these estimates, while continuing to satisfy relevant planning criteria.

- 6.23 The figures in Tables 1 and 2 above do not include any allowance for residential development on the mixed employment/housing allocations at Cheriton, Durley, Sutton Scotney and Waltham Chase. These sites may provide a further 50-100 dwellings which, when added to the supply shown in Table 1, indicates that the Structure Plan's housing requirements are likely to be met easily, even allowing for the possibility of some sites not coming forward.

- 6.24 The current Local Plan's only allocated 'greenfield' site which does not yet have planning permission is situated at Area 2, Whiteley (WDLP 1998, Proposal NC.4). In accordance with the sequential approach, this site will be held back unless monitoring of the housing supply indicates that it needs to be brought forward, in which case its development will be permitted in preference to the release of the Structure Plan's "reserve" provision at West of Waterlooville or Winchester City (North).

Development in the Built-Up Areas

- 6.25 In addition to the housing which is to be provided within the West of Waterlooville Major Development Area and which may also need to be provided under the 'reserve' housing provisions, there is scope for development on sites within the defined built-up areas of the settlements. Proposals H.2 - H.3 provide for such development to take place.



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Proposal H.2

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

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

provided that development proposals accord with Proposal DP.3 and other relevant proposals of the Plan.

- 6.26 In a District context, the settlements to which Proposal H.2 applies tend to be the larger ones, with sufficient depth and complexity of development to give them a more obviously built-up character. Between them, they also contain a high proportion of the District's services, facilities, medical and educational establishments, employment, public transport and interchange provision, although not every settlement listed contains such provision. Such attributes complement and support the relative self sufficiency and social and commercial durability of these settlements. In terms of creating and maintaining the most sustainable patterns of development which can be achieved, these locations are considered the most suitable. They are generally capable of absorbing development which can be well related to local services and facilities and which, together with an increased emphasis on public transport and providing better facilities for pedestrian movement and cycling, can help to reduce the need to travel, particularly by private car.
- 6.27 Proposal H.2 presumes in favour of residential development within the defined built-up areas. It anticipates development at

densities that comply with Government guidance, normally falling within the range of 30-50 dwellings per hectare. In central locations within Winchester, and possibly the District's country towns, where accessibility on foot and by cycle to local services and public transport is best, higher densities may be appropriate.

- 6.28 The presumption in favour of residential and appropriate mixed-use development, within the defined built-up areas, does not apply in those important open areas subject to Proposal RT.1 or recreational areas subject to Proposal RT.2. Development proposals will also be subject to the requirements and provisions of other proposals of the Local Plan Review and, particularly, those contained in Chapter 3: Design and Development Principles.

Proposal H.3

Residential development or redevelopment will be permitted within the defined development frontages of:

<i>Abbots Worthy</i>	<i>North Boarhunt</i>
<i>Compton Street</i>	<i>Owslebury</i>
<i>Curdridge</i>	<i>Shawford</i>
<i>Durley</i>	<i>Shedfield</i>
<i>Durley Street</i>	<i>Shirrell Heath</i>
<i>Itchin Abbas (part)</i>	<i>Soberton</i>
<i>Lower Upham</i>	<i>Soberton Heath</i>
<i>Meonstoke</i>	<i>Stoke Charity</i>
<i>Newtown</i>	<i>Upham</i>

provided that development proposals accord with Proposal DP.3 and other relevant proposals of this Plan and:

- (i) *respect and respond positively to the particular character of the locality, whilst making efficient use of the site;*
- (ii) *avoid the development of plots in depth, in such a manner as to create backland or tandem development, or place existing properties in a backland position;*
- (iii) *provide for vehicles to turn and park within the site and combine access points wherever possible, to avoid the proliferation of accesses.*

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Proposals for terraced or other dwellings, especially those suitable for smaller households, will be encouraged where they reflect the character of the area or would enhance the street scene.

- 6.29 The settlements listed in Proposal H.3 consist mainly of development which follows the frontages of existing roads. Although these frequently have a semi rural setting, such settlements have an identity and integrity that clearly incorporates built-up area characteristics. In defining development frontages, the Local Planning Authority has taken account of the existing form of each settlement and opportunities for consolidation, without materially harming intrinsic local character. The 'urban capacity' opportunities identified in these settlements were subject to the same assessment criteria used for Winchester and other built-up area settlements referred to under Proposal H.2 and, therefore, fully respect existing gaps or open spaces which are an important feature of these settlements and their identity.
- 6.30 The frontages defined are intended to indicate the acceptable extent of development for that settlement. In accordance with the Plan Review's aim to make the most efficient and effective use of land resources, development within the defined frontages should aim to conform to the target range of 30-50 dwellings per hectare, required by Government policy.
- 6.31 As with all new development in other parts of the District, a positive and creative design-led approach is required (see the Proposals contained in Chapter 3). Development should be sensitive to the townscape and/or landscape setting of each location. A design-led strategy puts emphasis on respecting established local character and is not intended to suggest that development "in depth" is being promoted or that important trees or other features can be lost. Nevertheless, in order to develop sustainable site opportunities in a creative way which responds to traditional patterns and layouts of development, it may be possible to achieve imaginative designs involving more than a strictly "single-house" depth, from the road frontage. Such schemes may, for example, be appropriate where terraced or other grouped or linked dwellings are concerned, particularly, those suitable for smaller households.

Development Constraints

- 6.32 Outside defined policy boundaries and development frontages development will need to be strictly controlled, to protect the countryside of the area and to prevent intrusive development which fails to conform to the overall housing strategy described above. The policy boundaries and development frontages define the areas within which development is acceptable in principle, even though these may not correspond to property boundaries or the fullest extent of a settlement as local people understand it. To permit development beyond the specified boundaries of the built-up settlements would release land for development which would not be acceptable according to the "brownfield first, greenfield last" principles of the sequential approach.
- 6.33 Areas of land that should remain undeveloped, for example, because of the existence of important open areas or the importance of such areas to the setting of the settlement, are excluded from the defined policy boundaries and frontages. These areas are treated as countryside in policy terms, as are some smaller villages, hamlets and areas of scattered development. Those settlements not listed in Proposals H.2 and H.3 are considered unsuitable for further development, without harm to their character or the appearance of the countryside, because they are too small, loosely developed and/or remote from facilities and services.

Proposal H.4

Residential development, redevelopment or changes of use outside the defined policy boundaries and development frontages set out in Proposals H.2 and H.3 will not be permitted unless the proposal complies with Proposals C.17 - C.26.

Affordable Housing

- 6.34 The District has some of the highest house prices in Hampshire, and these have continued to rise during the 1990s. The Government's Housing Policy Statement "The Way Forward for Housing" (2000) recognises the high demand for housing, and consequent high house prices, that exist in many urban and rural areas in the south of England. This has placed acute pressure on

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the social housing stock owned by the Local Authority and registered social landlords, and many people with average incomes are unable to find properties they can afford. The Local Plan therefore seeks the provision of housing designed to meet these needs.

- 6.35 This Plan defines “affordable housing” as “housing provided, with subsidy, for local people who are unable to resolve their housing needs in the private sector market because of the relationship between housing costs and incomes”.
- 6.36 The Local Authority aims to increase the amount of affordable housing in the District primarily through the provision of more subsidised homes, normally provided by registered social landlords. In addition, there is a need for additional small dwellings for sale at market prices in the District, which may be more affordable to those on modest incomes.
- 6.37 Government policy on the provision of affordable housing is set out in Planning Policy Guidance Note 3; Housing, supplemented by more detailed advice in Circular 6/98 on Planning and Affordable Housing. Government advice is that a community’s need for a mix of housing types, including affordable housing, should be addressed in local plans. The majority of affordable homes should be provided within existing larger towns, near to a range of local facilities and public transport, but the needs of rural areas are also to be addressed. Where up to date survey and other information demonstrates a lack of affordable housing to meet local needs, local plans should include a policy for seeking an element of such housing in suitable housing developments.

Affordable housing need

- 6.38 The need for affordable housing in the District has been assessed in the Winchester Housing Needs Survey, carried out by consultants on behalf of the Local Authority in 1999. This Survey examined the level of housing need in the District during the period 1999 - 2004, with a projected need to 2006, the mid-point in the period covered by this Local Plan. It examined incomes, house prices and other local data to assess the ability of households to access accommodation. The Local Authority will ensure that this housing needs information is kept up to date, and therefore a Survey update will be undertaken

to cover the latter part of the Plan period.

- 6.39 The Survey took account of existing and concealed households in need, and made an allowance for re-lets of the existing affordable stock. It identified a need for 1220 new subsidised affordable homes by 2004, which would be likely to increase to 1310 by 2006.
- 6.40 The Survey’s results confirm the significant need for affordable housing in the District, primarily for subsidised housing provided for rent, although shared equity housing may have a wider role to play in the future. It will not be possible to meet all the need identified in the Survey time-scale, but the Local Authority will aim to meet as much of the need as possible, by maximising the provision of affordable housing on suitable sites wherever possible.
- 6.41 The 1999 Winchester Housing Needs Survey recognises the problem of meeting the high level of need found, and recommends a target of 90 subsidised homes per year. This would amount to 450 new subsidised homes for the Survey period to 2004. If the annual figure were applied to the whole Plan period (2001 - 2011), this would amount to a target of 900 new subsidised homes, although this figure may be subject to revision when the Survey is updated to cover the latter part of the Plan period. This represents the number of affordable homes that would be needed to prevent an increase in households in housing need. This figure should therefore be a minimum target to be achieved as it falls short of the amount of housing that would be required to address the need for subsidised housing fully in the District.

Addressing the need

- 6.42 There are two main ways that affordable housing needs can be addressed through the planning system:
- (i) by seeking a proportion of subsidised affordable housing as part of market housing sites developed in the settlements; and
 - (ii) by permitting small-scale affordable housing schemes on sites outside the District’s settlements (those subject to Proposals H.2 and H.3 but excluding Winchester and Whiteley) where they are well related to the settlements concerned.

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- 6.43 The Government advocates that most affordable housing should be provided on sites within the larger settlements, which Circular 6/98 defines as those over 3000 population. Currently these include Winchester, Bishop's Waltham, Denmead, Kings Worthy, New Alresford and Whiteley. There is, however, also a need for affordable housing in the smaller towns and villages.
- 6.44 Some affordable homes will also be provided in the West of Waterlooville Major Development Area (MDA) to meet the District's needs. This area will, however, meet a wider sub-regional need, and therefore it will contribute to the affordable housing needs of a number of adjacent Local Authorities in addition to this District. It is unlikely to make a significant contribution to meeting the District target, and not until the latter part of the Plan period. Further information will become available on the amount of affordable housing likely to be provided within the MDA, to meet the District's needs, as this Plan progresses through its procedures.
- 6.45 There is also the possibility of a Major Development Area at Winchester City (North), although this has not yet been confirmed by the three strategic authorities. Should this area be confirmed as an MDA, any affordable housing is likely to make a significant contribution towards the District's needs, in view of the close relationship it would have with Winchester.
- 6.46 The Local Authority has therefore concluded that most of the target of 900 subsidised affordable homes will have to be provided within or adjacent to the existing settlements. The number of affordable homes likely to come forward in the larger settlements (listed in paragraph 6.43) and the smaller settlements has been assessed, using information from the Urban Capacity Study carried out as part of this Local Plan.
- 6.47 The Local Planning Authority has been seeking a proportion of 30% subsidised affordable homes on sites of 15 or more dwellings (or 0.5 hectares or more) in the larger settlements, and on sites of 5 or more dwellings elsewhere in the District. If the Local Authority continued to seek this proportion, on sites above these sizes, it is estimated that fewer than 200 affordable homes could be achieved throughout the entire Plan period, well below the target of 900. A number of changes are therefore proposed in this Plan to enable more affordable homes to be provided where they are needed.
- 6.48 If there is to be a substantial increase in the number of subsidised affordable homes in the larger settlements, the Local Authority will have to seek their provision within smaller developments of 5 or more dwellings (or 0.17 hectares or more). It is estimated that this could provide an additional 250 affordable homes during the Plan period, meeting a significantly larger proportion of the District's target.
- 6.49 In the smaller towns and villages, it is particularly difficult to achieve affordable housing, as only a small number of housing sites are likely to come forward for development, and most are below the threshold of 5 dwellings operated through the Winchester District Local Plan. As little affordable housing is currently being achieved in these smaller settlements, it will now be sought on sites capable of accommodating 2 or more dwellings. This is consistent with the aims of the Government's Rural White Paper (2000), which states that "There is no reason why, in small villages if there is evidence of need and subject to financial viability, every new market house should not be matched with an affordable home".
- 6.50 Proposal H.5 therefore indicates the Local Authority's intention to negotiate with applicants for housing development to secure an appropriate proportion of affordable housing on a site by site basis, taking into account the District target for affordable housing and individual site and market conditions. The provision of affordable housing is a material consideration in the determination of planning applications.

Proposal H.5

The Local Planning Authority will permit housing development, which accords with other relevant proposals of this Plan, and includes a proportion of affordable housing on suitable sites:

- (i) *within the defined built-up areas of Winchester, Bishop's Waltham, Denmead, Kings Worthy, New Alresford and Whiteley where 5 or more dwellings are proposed or the site is 0.17 hectares or more;*

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- (ii) *within the other settlements subject to Proposals H.2 or H.3 and elsewhere in the District where the site can accommodate 2 or more additional dwellings.*

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 in perpetuity.



"The affordable housing element of any housing scheme should be provided on-site as part of the housing development"

6.51 Proposal H.5 applies to all sites, including allocated sites and sites developable under the terms of Proposals H.2 and H.3. In assessing the proportion of new affordable homes to be sought, the Local Authority has considered the total amount of housing to be provided in the settlements during the Plan period in relation to the target for the provision of affordable housing. The District will need to accommodate an average of 310 dwellings in total annually in the settlements (excluding the Major Development Area), of which a minimum of 90 units should be affordable to meet the District target. Although this represents just under 30% of the overall housing provision a higher proportion is needed on sites above the thresholds in Proposal H.5, to compensate for the many smaller sites that are unlikely to provide any affordable housing.

6.52 The Local Planning Authority estimates that, if the affordable housing target is to be met in full on the sites likely to come forward during the Plan period, a proportion of 55% would need to be sought on all sites above the thresholds. This excludes provision within the Major Development Area(s). The Authority recognises that this proportion of affordable housing is unlikely to be negotiated, but it will seek the maximum provision possible for each site.

6.53 This proportion should usually be at least 35% of the capacity of sites within the larger settlements. This is a modest increase in the proportion currently sought and the additional requirement should provide some affordable housing for key workers on

suitable sites. The Local Authority is currently examining ways of providing such housing, but it should not be provided at the expense of other households also in housing need. Generally, larger housing sites will be more suitable for mixed tenure affordable housing (for rent and shared equity) but the City Council's Housing Enabling Manager will advise on the types of property needed on each site. The greatest need in the District is for affordable rented housing.

6.54 In the smaller towns and villages, fewer suitable sites are likely to come forward, and therefore 50% of the units on each site above the threshold will be sought as affordable homes, as set out in the Government's Rural White Paper.

6.55 The affordable housing element of any housing scheme should be provided on-site as part of the housing development and designed to provide a mix of sizes, types and tenures throughout the site. Only in very exceptional circumstances will a contribution to off-site provision be accepted as an alternative, and only where such provision can be implemented nearby.

6.56 The Local Authority must be satisfied that affordable homes will continue to be available to local people in need. The best way of ensuring that the homes remain affordable for local people is by involving a registered social landlord in the development and management of the scheme. Developers of schemes involving a proportion of

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affordable housing should approach the Housing Enabling Manager for advice on involving a Housing Association. The Council will normally expect land to be made available free of charge, and will negotiate with applicants to secure an acceptable Section 106 obligation to control the occupancy of the homes.

Housing for local needs in rural areas

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

Proposal H.6

As an exception to other proposals of the Local Plan, small-scale housing schemes will be permitted on sites well related to existing settlements defined by Proposals H.2 or H.3, to meet the needs of local people unable to afford to rent or buy property on the open market, provided that:

- (i) the Local Planning Authority is satisfied that the need cannot be met within the settlement where the need exists;*
- (ii) the development provides affordable housing in perpetuity for local people in proven housing need, who cannot afford accommodation locally on the open market;*
- (iii) there is access by public transport, walking or cycling to local facilities (particularly shops and schools);*
- (iv) the development is well related to the scale and character of adjacent settlements;*
- (v) it does not intrude unduly into the countryside or harm the landscape character or setting of settlements, particularly in the East Hampshire Area of Outstanding Natural Beauty.*

Proposals within the Strategic and Local Gaps (see Proposals C.2 and C.3) will not be permitted.

- 6.58 The Local Authority must be satisfied, either from the Winchester Housing Needs Survey information or through the Joint Housing Register, that there is a need for affordable housing in the settlement concerned. The need should relate only to the settlement or parish concerned and not to the wider area, and the Local Authority will involve the relevant Parish Council in establishing the level of local need. A local person is generally defined as one who lives or works in the town or village, or who has strong family connections with the village or parish where the scheme is proposed.
- 6.59 The homes provided should be available for all time for those in need. The best way of securing this is for the scheme to be developed and managed by a registered social landlord. Applicants will be required to enter into a Section 106 Planning Obligation to control the occupancy of homes permitted in accordance with Proposal H.6.
- 6.60 The site should be well related in scale and character to the existing settlement. Ideally it should adjoin the edge of the developed area, although this may not be feasible in the case of some smaller villages. The occupants should have easy access to local facilities, particularly a school, shop and public transport, to ensure that they become an integral part of the community. The size of the scheme will vary with the need identified, but, as a general guide, "small-scale" means that schemes should not exceed 12 units or 0.3 hectares.
- 6.61 In implementing Proposal H.6, the Local Planning Authority will ensure that the Plan's proposals for conservation and the protection of the environment are not compromised. Every scheme should be sensitively designed and sited to respect its surroundings. Where schemes are on the edge of settlements or otherwise in the countryside, they should always respect the local landscape character, but particularly within the Area of Outstanding Natural Beauty.
- 6.62 The initiative for "exceptions" schemes should normally come from the community they will serve. As few exception sites have been developed in recent years, the Local Authority is reviewing the way that schemes

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are promoted and investigating ways of involving Parish Councils from the start of the process. Much of the advice in the Council's Rural Housing Information Booklet remains relevant but the Local Authority will assist Parish Councils to bring sites forward where a need is identified, wherever possible. A summary leaflet sets out how the process might be improved. Any Parish Council considering an exception scheme should therefore approach the Local Authority at an early stage.

Housing Mix And Density

The need for smaller dwellings

- 6.63 The District's housing stock is a long term resource, and imbalances or deficiencies in the stock are therefore only remedied very slowly. In recent years in the District there has been a trend towards the development of larger houses, and most developments have incorporated only a limited range of dwelling types, sizes and tenures. Any new dwellings provided, either in new developments or by conversion of existing properties, should be better suited to the District's needs.
- 6.64 The Government's household projections, and forecasts for Hampshire carried out by Hampshire County Council, indicate that an increasingly high proportion of new homes will be needed for single and two-person households. Some of these will choose to buy larger dwellings, but a significant number will seek smaller accommodation because that is all they need or can afford. The Winchester Housing Needs Survey provides information at District level and indicates that most of the need from local households is for one and two bedroom accommodation.
- 6.65 Smaller dwellings would help to meet the needs of newly forming households and young couples, provide for other smaller households, and provide housing for those on modest incomes currently unable to afford to enter the housing market. The Winchester Housing Needs Survey recommends that the Local Authority should aim for a target of 95 small market dwellings annually. There will also, however, be scope for some higher standard small one and two bedroom accommodation for those households who may wish to downsize their homes.

- 6.66 Hampshire County Council's Housing Issues Monitoring Paper 1998 includes data on the sizes of new dwellings being built in the County, and this indicates that in 1997/8 64% dwellings built were 3 or 4 bed roomed units, whereas only 10% were 1 bed roomed units. During the 1990s there was no evidence that the house builders responded to the increasing number of small households by increasing the number of small dwellings. The Winchester Housing Needs Survey, supplemented by a Stock Analysis report, indicates that, throughout the District, there is an over-provision of 3 and 4 bed roomed properties, and an under-provision of both 1 and 2 bed roomed dwellings. The Survey also indicated a particular shortage of flats and terraced houses which are in high demand, and this contributes to the high prices demanded for these properties.

Influencing dwelling sizes and types

- 6.67 The Local Planning Authority has considered all these factors and will seek to influence the types of dwellings provided in new housing developments, to achieve a better housing mix in the District.
- 6.68 In August 2000, the Local Planning Authority adopted planning guidance "Achieving a Better Mix in New Housing Developments" to supplement the complementary Proposal H.7 in the Winchester District Local Plan. The guidance contains a set of principles that are now embodied in Proposal H.7 and the accompanying text of this Plan.
- 6.69 Through Proposal H.7, the Local Planning Authority will ensure that a better choice of housing is available in the District, by requiring developers to provide a better mix of housing sizes, types and tenures, and a higher proportion of the dwelling types and sizes that are needed. On sites capable of accommodating two or more dwellings, the Authority will therefore expect at least 50% of the housing units to be one or two bed roomed properties, to increase the availability of dwelling sizes in most demand, but currently in short supply.
- 6.70 Where sites are large enough for it to be feasible, they should also accommodate a wider mix of dwelling types, including terraced houses and flats that are in particularly short supply. Where housing sites incorporate a proportion of subsidised housing, and these units include one or two

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bedroomed properties, they will count towards the overall proportion of small units.

- 6.71 Developers should have regard to any extreme shortages of particular dwelling types in the area in which their development is proposed. Guidance is provided in Appendix 1 of the publication "Achieving a Better Mix in New Housing Developments" (Winchester City Council, 2000).

Achieving higher densities

- 6.72 The Government expects housing developments to make efficient use of land and to be built to a minimum density of 30 dwellings per hectare net (PPG3: Housing). This means that housing densities in future will be considerably higher than in previous years. The minimum proportion of small dwellings that the District expects to see on most housing sites within the settlements will help achieve this minimum density. Densities of up to 50 dwellings per hectare net will be encouraged where the site location and characteristics make it acceptable.
- 6.73 On housing sites close to town and city centres, having good public transport accessibility, a higher proportion of small units may allow a density higher than 50 dwellings per hectare.
- 6.74 If sites are to be developed at higher densities, it is crucial that they are designed imaginatively without compromising the quality of the environment, in accordance with the design principles set out in the Design and Development Principles Chapter of this Plan. Every development should take account of the wider context, and have regard to Village Design Statements or Neighbourhood Plans where they have been prepared and adopted for the area. Applicants should submit a design statement with their proposals, including a contextual analysis of the site and demonstrate that the design principles of their scheme are derived from that analysis.

Proposal H.7

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

- (i) *it includes a range of dwelling types and sizes, with at least 50% of the*

properties provided as small 1 or 2 bedroomed units suitable for small households, including any small properties provided as subsidised affordable housing in accordance with Proposal H.5;

- (ii) *it includes, wherever possible, types of dwellings known to be in short supply in the District or locality, particularly flats and terraced houses;*
- (iii) *it achieves a net density of 30 - 50 dwellings per hectare, and potential for a higher density is utilised on sites close to town centres or public transport corridors;*
- (iv) *the design enhances the environment.*

Special Needs Housing

- 6.75 Special needs housing is provided for particular categories of people, such as the elderly, the physically handicapped or those with learning difficulties. They may require housing specially adapted or built to assist mobility, or require varying degrees of care and support to maintain independent living, particularly under the Government's "Care in the Community" policy.
- 6.76 Housing Associations or other specialist agencies normally provide such housing, working in conjunction with the Local Authority, and it should generally be built on sites within the settlements. Group homes for up to 6 people with learning difficulties do not normally require planning permission for the conversion of an existing dwelling, but sites should be within the settlements and well related to facilities.

Accommodation for the elderly

- 6.77 The District has a high proportion of elderly residents, with 17.5% of the population over 65 in 2000, compared to 15.7% in the County as a whole. Hampshire County Council forecasts indicate that there is an increasing proportion of elderly people within the population, with the period 1991 - 2011 showing a 30% increase in the 65 - 74 age-group, and a 64% increase in those over 85.
- 6.78 The Council's policy is that elderly people should be able to remain in their own homes as long as possible, although some may wish to move to smaller homes, increasing the



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demand for smaller properties. Residential accommodation specifically designed for both active and frail elderly people will, however, be required for them as they get older. This should be located within existing communities.

- 6.79 It is important that sheltered accommodation is provided on level sites within settlements, in locations allowing easy access to shops, public transport, and health and community facilities. Residential care homes and/or nursing homes may be located elsewhere within a settlement, but should conform to the standards set by the Social Services Department and Health Authorities for registration purposes. In the countryside, Proposal C.24 provides for the change of use of existing large buildings to institutional uses such as residential care and/or nursing homes.
- 6.80 Where existing residential care homes and/or nursing homes require extensions to meet the standards of the Social Services Department and Health Authorities, applicants should liaise with the Local Planning Authority at an early stage. It will consider such planning applications favourably where a need can be demonstrated, and an extension in proportion to the existing building can be accommodated without harming the character of the surroundings. Where residential care and/or nursing homes are located in the countryside, such extensions should be designed particularly sensitively to minimise the impact on the immediate setting of the building and the wider locality.
- 6.81 Contributions to off-site children's play and sports facilities will not be sought from developers of specialised accommodation for elderly people, but generous provision of on-site open space will be expected. This should be attractively designed to include visually interesting spaces and sitting out areas.

Proposal H.8

Within the settlements subject to Proposals H.2 and H.3, accommodation specifically designed for the elderly will be permitted provided:

- (i) it is accessible by public transport, and close to local facilities, particularly shops, health and community facilities;*

- (ii) the site has level access to an attractive area of private communal open space, provided with sitting out areas;*
- (iii) it accords with Proposal DP3 and other relevant proposals of this Plan.*

Where sheltered accommodation is proposed, it should also accord with the requirements of Proposal H.5 and H.7.

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

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

Where additional space within a residential care and/or nursing home is required to meet the current standards applied by the Social Services Department or Health Authority, an extension may be permitted where it is in proportion to the main building, and it can be accommodated in accordance with the requirements of Proposals DP.1 and DP.3.

Mobile Homes

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

Proposal H.9

The Local Planning Authority will permit proposals for permanent mobile homes/residential caravans in accordance with Proposal H.2. This will be subject to other relevant proposals of this Plan dealing with permanent housing, and subject to the visual impact of such sites being overcome by landscaping or screening, using existing buildings or

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features. Such proposals will not be permitted in settlements within the East Hampshire Area of Outstanding Natural Beauty or in Conservation Areas.

6.83 It is not anticipated that sites could be acceptably integrated in the smaller settlements (to which Proposal H.3 applies), or in areas of high visual quality such as the East Hampshire Area of Outstanding Natural Beauty or Conservation Areas. Sites will, therefore, only be permitted in the settlements to which Proposal H.2 applies.

6.84 Although mobile homes/caravans can be more difficult to integrate into the townscape or landscape character of an area, they can provide valuable affordable housing. The Local Planning Authority will therefore generally resist the loss of permanent mobile home/caravan parks.

6.85 Proposal H.10 applies to mobile home/caravan parks in the settlements and the countryside, provided they meet the criteria. It does not apply to holiday accommodation, agricultural workers' caravans, sites with temporary planning permission, or any type of unauthorised site. The Proposal provides for the use of permanent mobile home/caravan parks to cease where they are causing particular

problems. However, its general aim is to resist the loss of this source of affordable accommodation. Proposals for the storage of touring caravans will be considered in the context of the Local Plan's aims for leisure development (see Proposals RT.14 -RT.16).

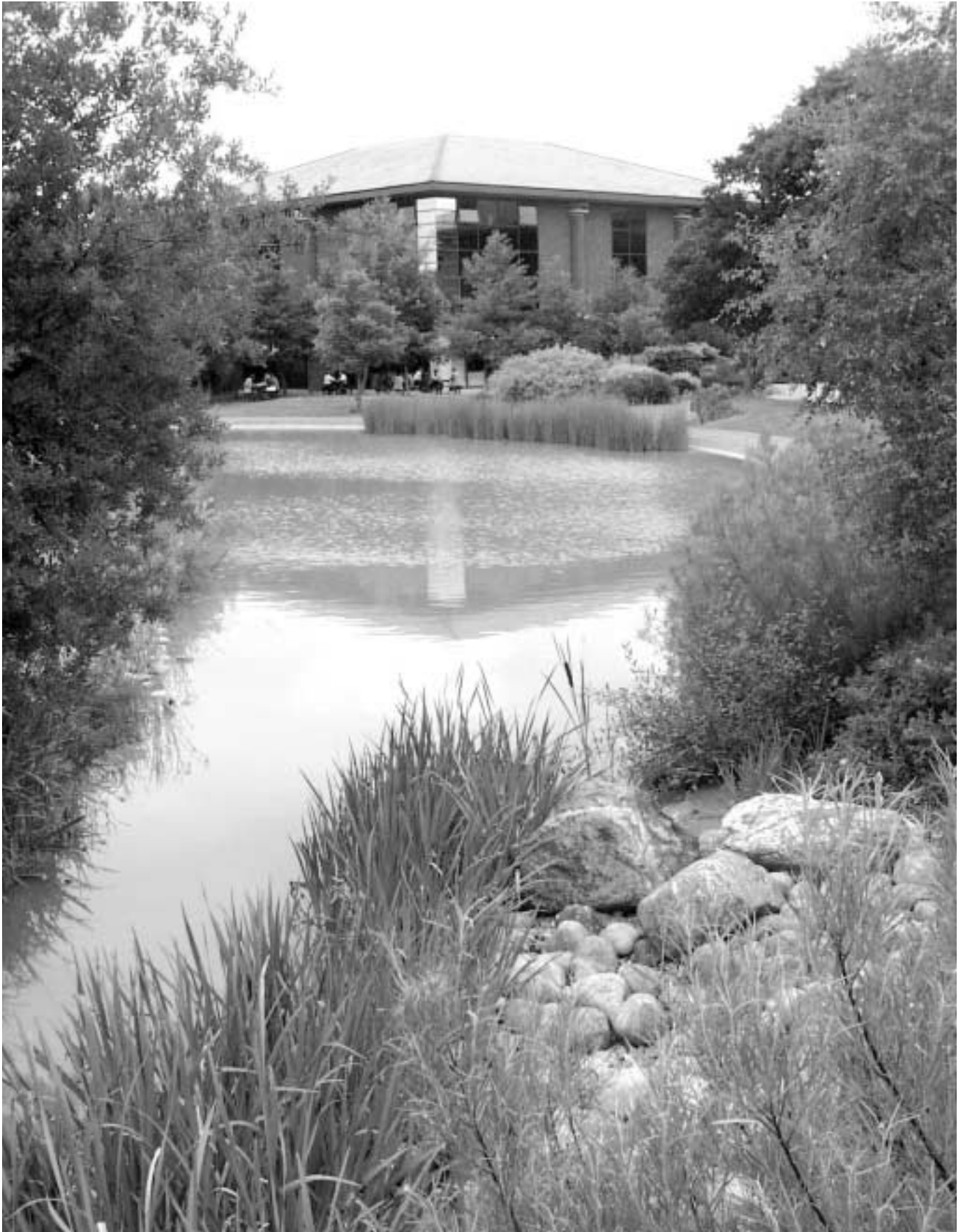
Proposal H.10

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

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

"The Government expects housing developments to make efficient use of land"





"There is also scope for some employment development in the settlements."