

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 of the Local Plan's proposals are outlined, and a housing strategy is put forward, also reflecting the City Council's corporate objectives. The Housing, Conservation and Environment Topic Studies contain much background information relating to housing, and are published separately.

Provision for Housing Development

Strategic Requirements

- 6.2 The level of housing development that the Plan provides for is broadly determined by the Hampshire County Structure Plan. The Structure Plan's requirements have been derived taking into account a variety of factors such as demographic trends, and take into account all types of housing need. The Structure Plan has been approved by the Secretary of State for the Environment and the reasoning behind the housing figures is explained more fully in the Structure Plan itself, the Secretary of State's approval letter, and the Housing Topic Study. The Local Plan has been prepared so as to accord with the Structure Plan's housing policies.
- 6.3 The Local Plan must translate the housing requirements of the Structure Plan into proposals which will bring forward the necessary land. The Structure Plan proposes that, within the Local Plan area, land should be provided to enable about 4,500 dwellings to be constructed in the period 1991 to 2001. Some 2,284 dwellings were completed in the period 1991-1996, leaving about 2,216 dwellings to be provided from April 1996 to March 2001. The Local Plan seeks to ensure that about 4,500 dwellings are provided (1991-2001) in order to meet the Structure Plan's housing provisions.

Earlier Plans

- 6.4 The Hampshire County Structure Plan establishes housing requirements from April 1991 to March 2001. Prior to April 1991 the District was subject to two Structure Plans (the Mid Hampshire Structure Plan: First Alteration and the South Hampshire Structure Plan: First Alteration). The requirements of these Plans in the period to April 1991 totalled some 3,873 dwellings, taking account of relevant phasing provisions (Mid Hampshire Structure Plan) and annual pro-rata requirements (South Hampshire Structure Plan). Housing completions in the comparable period totalled 3,952 dwellings. There was, therefore, a small over-provision of dwellings in the period prior to 1991 and accordingly there is no shortfall for this Local Plan to address, and no need to adjust the level of provision required by the County Structure Plan.
- 6.5 Earlier statutory Local Plans enabled housing to be provided mainly by the development of specifically allocated sites (e.g. at Denmead, Colden Common and Whiteley), or by the infilling or redevelopment of land within defined areas, together with housing for particular needs. The housing proposals of earlier statutory Local Plans have been reviewed. Some proposals have been implemented, whilst others, particularly at Whiteley, have been carried forward into this Plan.

Meeting Housing Requirements

- 6.6 An assessment has been made of the likely contribution of various sources of housing supply to the Structure Plan's housing provisions. This is summarised in Table 1. It is concluded that about some 4,622 dwellings are likely to be developed during the Local Plan period (1991-2001) within the scope of this Plan's proposals.

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Table 1. Housing Supply in Winchester District 1991-2001.

Large Sites - allocated (see Table 3)	1551
“Other commitments” (see Table 2)	205
Windfall/Redevelopment	582
Completions 1991/96	2284
TOTAL	4622

- 6.7 Table 1 sets out the source of the housing required to meet strategic needs. All of the large sites (of 10 or more dwellings) specifically allocated by this Local Plan are listed in Table 3. It is estimated that 1,551 dwellings will be developed on these sites during the Plan period. A further 205 dwellings could be built on other large sites which were committed at April 1996. These are on sites which have planning permission for development but are not allocated by this Plan. These sites are listed in Table 2.

Table 2. Estimate of Housing Supply From “Other Commitment” Sites

Site Location	HCC Reference	Estimated No of Dwellings
Brewery Depot, Hyde Street, Winchester	0113	53
SEB Site, Gordon Road, Winchester	0132	28
Hoe Road/Green Lane, Bishops Waltham	1004AA	51
75-79 Eastgate Street, Winchester	0106	14
30-32 Staple Gardens, Winchester	0120	11
24 Staple Gardens, Winchester	0131	10
West Hayes, Old Sarum Road, Winchester	0134	23
Carry-over from part-completed sites		15
ESTIMATED TOTAL		205

- 6.8 It is estimated that “windfall” sites (large and small sites) will accommodate at least a further 582 dwellings. This estimate is made up of two main components:

- ❖ previously undeveloped windfall sites within built-up areas - surveys have been carried out of all the settlements in the Plan area to determine the potential for continued infilling on undeveloped sites. A take-up rate has then been applied, based on past development rates, to arrive at an estimate of the future contribution of these sites;
- ❖ redevelopment/conversion sites - the contribution of these sites is estimated by projecting forward past development rates for this type of site and discounting sites already treated as commitments.

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The Housing Strategy

- 6.9 Taking account of strategic requirements and other objectives of the Local Plan, the following strategy is proposed.
- ❖ the continuation of site-specific “commitments” from previous Local Plans, where these have not already been implemented (see Chapters 11-13);
 - ❖ provision for residential development or redevelopment on other sites within the defined policy boundaries or development frontages of specified settlements;
 - ❖ resisting development beyond the defined boundaries of settlements, complemented by a presumption against the loss of existing residential accommodation;
 - ❖ the provision of mechanisms to enable the supply of affordable housing to be increased;
 - ❖ measures to ensure diversity in the housing stock, and maintain the quality of the residential environment.

Development Sites

- 6.10 Table 3 below lists the sites that are allocated by this Local Plan for residential development. The Table is not intended to be a comprehensive list of all sites that can be developed for housing purposes. Many other sites already benefit from planning permission, and others that are acceptable for development 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 may accommodate, based on their character and surroundings, and other relevant planning considerations.
- 6.11 All the sites in Table 3 should be capable of accommodating about 10 dwellings or more. However, it must be emphasised that the estimates of their capacity are not targets that must be met. They are general estimates of the capacity of the sites, but more detailed site evaluation may reveal that constraints are more significant (or less so) than anticipated. Development schemes will be expected to comply with the requirements of the proposals setting out guidelines for the development of these sites, including the retention of important features, means of access, etc, which are contained in Chapters 11-13. On the other hand, it may be possible to draw up schemes which exceed the estimates, whilst continuing to satisfy the relevant planning criteria.

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Table 3. Estimate of Housing Supply from Allocated Sites

Site Location	Proposal No.	Area of Site (ha)	Estimated No. of Dwellings
Peninsula Barracks, Winchester	W.4	<6.4	141
West Downs School, Winchester	W.6	<5.7	50
King's School, Winchester	W.7	2.7	26
YMCA, Dean Lane, Winchester	W.8	0.7	10
Whiteley Farm, Whiteley	NC.3	21.9	525
Whiteley Green, Whiteley	NC.4	17.2	222
Hill Coppice, Whiteley	NC.5	<10.2	62
Golf Course, Whiteley	NC.13		30
Knowle Hospital, Knowle	NC.22		200
N. of Vears Lane, Colden Common	S.14	2.7	55
Forest Road, Denmead	S.18	3.9	59
Mill Close, Denmead	S.19	0.6	10
Forest Road/ Southwick Road Road, Denmead	S.20	2.5	65
Durley Sawmill, Durley	S.23	1.2	30
Morton House/Field, Kings Worthy	S.24	<2.6	25
Hookers Nursery, Main Road, Littleton	S.26	1.2	14
S. of Greenacres Dr, Otterbourne	S.29	0.9	12
Pigeon House Field, Sutton Scotney	S.32	1.0	15
Estimated Total			1551

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Development in the Settlements

- 6.12 In addition to the housing to be provided on allocated sites, there is scope for development on suitable unidentified sites within the built-up areas of certain settlements.

Proposal H.1 Residential development or redevelopment will normally be permitted within the defined policy boundaries of:

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

provided that development proposals comply with Proposals EN.5, EN.13, T.9 and other relevant proposals of this Plan.

- 6.13 The settlements to which Proposal H.1 applies tend to be the larger ones, which have some depth of existing development giving them a more built-up character. They are capable of accommodating residential development or redevelopment schemes without harm to their character. Such schemes should be designed to reflect the existing nature and scale of the area and safeguard its amenities and those of existing dwellings.
- 6.14 Proposal H.1 creates a presumption in favour of residential development within defined built-up areas. However, it should be emphasised that this does not apply in the case of important open areas subject to Proposals EN.2 and EN.3, or recreational areas subject to Proposal RT.2 (see Chapters 5 and 9), and is subject to the requirements and provisions of other proposals of the Local Plan.

Proposal H.2 Residential frontage development or redevelopment will normally be permitted within the defined development frontages of:

Abbots Worthy	Exton	Otterbourne Hill
Avington	Gundleton	Ovington
Beeches Hill	Hambledon	Owslebury
Bighton	Headbourne Worthy	Shawford
Bishops Sutton	Itchen Abbas(part)	Shedfield
Bramdean	Kilmeston	Shirell Heath
Compton Street	Lower Upham	Soberton
Crawley	Meonstoke	Soberton Heath
Curdrige	Micheldever	Upham
Durley	Newtown	Warnford
Durley Street	North Boarhunt	Wonston
East Stratton	Northbrook	

provided that development proposals:

- (i) ***reflect the curtilage sizes and character of the locality;***
- (ii) ***avoid development of plots in depth, such as backland or tandem development (or proposals which would place existing properties in a backland situation);***

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- (iii) provide for vehicles to park and turn within the curtilage of the site;*
- (iv) combine access points wherever possible to avoid the proliferation of accesses;*
- (v) comply with Proposals EN.5, EN.13, T.9 and other relevant proposals of this Plan.*

Proposals for terraced or other dwellings suitable for small households will normally be permitted where they would reflect the nature of the area or achieve a positive improvement of the street scene.

- 6.15 The settlements listed in Proposal H.2 consist mainly of development running along the frontages of existing roads. They are frequently of a semi-rural nature. Occasionally some new development of more depth has been allowed in some of these settlements. Such schemes have often disrupted the character of the village concerned and should not be permitted in future. Therefore, only frontage development, of one house depth, should be permitted in these settlements. Proposals involving “in-depth” development such as cul-de-sac, backland housing or other forms of non-frontage layout should be resisted. New development will also be expected to respect the character of its surroundings by maintaining typical curtilage and frontage sizes and avoiding the loss of important trees or other features.
- 6.16 The creation of new accesses should be minimised to prevent undue interference with the free flow of traffic. This can frequently be achieved by combining access points, especially where more than one dwelling is proposed. As indicated in Proposal T.9, proposals which result in a net increase in accesses onto the Strategic Road Network or County Distributor Roads will not normally be permitted (see Chapter 10).
- 6.17 In defining development frontages, the Local Planning Authority has taken particular account of:
- ❖ the existing form of the settlement and opportunities for its consolidation without materially harming its character. Existing gaps or open areas which are important features of the settlement have, therefore, been excluded from the defined frontages;
 - ❖ the need to restrict development to areas where it can be positively contained within recognisable limits and/or where it would not create an undesirable extension of the village into the countryside. In defining the limits of development frontages clear and positive features such as the ends of buildings, tree/hedge lines or walls have been used wherever possible. Areas with a predominantly open setting or dispersed character have been excluded.
- 6.18 To achieve consistency amongst settlements with a similar form and character, frontages have been defined for all these settlements. This will restrict either development or redevelopment, in accordance with Proposal H.2, to those areas of the village where in principle it could be accommodated. Some of the settlements included within Proposal H.2 may have little or no potential for additional new development. However, within those frontages where there is potential for new housing development, proposals will be expected to satisfy the criteria of Proposal H.2 and other proposals. The frontages defined are intended to indicate the acceptable limits of development for that settlement. Therefore, any proposals for additional development will be expected to be within those frontages and to meet the criteria set down as part of the Proposal.
- 6.19 The notation for development frontages is intended to show the road frontages on which development is, in principle, acceptable. It is not intended to imply that new buildings must fall within the width of the notation. The siting of development should be appropriate to the character of existing development, in accordance with the criteria of Proposal H.2 and its explanation above. These are intended to avoid development of more than one dwelling depth,

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whether by siting new development behind or in front of existing properties. Where very shallow plots have been included within a development frontage, the notation is narrowed to apply only to the plot. This is to avoid giving the impression that “in-depth” development is being promoted. Where the notation stops at a road which meets the proposed frontage it is not intended that development should continue around the corner of the road.

Development Constraints

- 6.20 Outside defined policy boundaries and development frontages development needs to be strictly controlled, to protect the countryside of the Local Plan area and to prevent intrusive development. The policy boundaries and development frontages define the areas within which development is acceptable in principle. They may not correspond to property boundaries or the extent of a settlement as local people understand it. To do so may release land for development which would not be appropriate.
- 6.21 Areas of land that should remain undeveloped, for example because of the existence of important open areas, or their importance to the setting of the settlements, are excluded from the defined policy boundaries and frontages. These areas are treated as countryside in policy terms, as are some hamlets and areas of scattered development. Those settlements not listed in Proposals H.1 and H.2 are considered to be unsuitable for development without harm to their character or the appearance of the countryside, generally because they are too small or loosely developed.

Proposal H.3 Residential development, redevelopment or changes of use outside the defined policy boundaries and development frontages set out in Proposals H.1 and H.2 will not normally be permitted (unless the proposal complies with Proposals C.14 to C.22).

- 6.22 Because little housing land is allocated above and beyond existing commitments, it is important that unnecessary losses to the existing housing stock are avoided.

Proposal H.4 Development proposals involving a net loss of residential uses or premises will not normally be permitted, unless required to satisfy other proposals of the Local Plan.

- 6.23 The Local Planning Authority will encourage the retention and improvement of the existing housing stock, especially by ensuring that development, redevelopment and changes of use do not deplete the housing stock. Proposal H.4 also supports the objectives of maintaining amenity, and the balance and character of land uses within the centres of historic settlements (see also Proposal HG.17).

Affordable Housing

- 6.24 In recent years there has been a growing need for housing specifically provided, and permanently retained, for the benefit of local households unable to afford to buy or rent housing appropriate to their needs on the open market. This is termed “social housing”. Detailed background information on this issue and the scale of local housing need is to be found in the Housing Topic Study and the Social Housing Strategy.
- 6.25 Government guidance recognises that the need for such housing is a legitimate planning issue which the Local Plan should address. Traditionally, such housing has mostly been provided by the City Council in its role as Housing Authority. More recently, local Housing Associations have taken on the role of building the majority of new social housing. However, the public resources available for this purpose have been significantly reduced in recent years, even though the level of need has not declined. It remains desirable in planning terms that the supply of new social housing should be maintained to meet identified needs. This is a planning objective distinct from, but complementary to, the role of the City Council as Housing Authority, which includes enabling the provision of social housing.

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- 6.26 It is anticipated that most new social housing will be provided on allocated sites and sites coming forward within the scope of Proposals H.1 and H.2. The one exception is small-scale schemes coming forward under Proposal H.6. However, because the provision of such housing locally is important in planning terms, and because public resources to provide it are limited, the Local Plan has vital role in helping to ensure that as much land as possible, which is suitable and available for residential development under its policies, is used to provide such housing. Proposal H.5, therefore, indicates the City Council'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 Council's own 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 In order to meet the District target for the provision of new affordable housing, planning permission will normally be granted on suitable housing sites for residential development which accords with other relevant proposals of this Plan, provided that an appropriate proportion of the new homes are for affordable housing. The exact number, type and tenure of the dwellings to be provided in this way will be negotiated for each development, taking into account market and site conditions and any other relevant factors.

The Planning Authority will need to be satisfied that appropriate arrangements are put into place to ensure that the affordable housing remains genuinely available to those in housing need in perpetuity.

The same standards of design and amenity will be expected for dwellings provided under this Proposal as would be expected for other residential development.

- 6.27 Proposal H.5 applies to allocated sites (see Table 3 above) and to sites developable under the terms of Proposals H.1 and H.2. However, where valid planning permissions already exist these may be taken into account. It establishes the important principle that housing developments within the settlements will normally be expected to make a reasonable contribution to the District's stock of affordable homes.
- 6.28 In considering whether affordable housing should be provided on a particular site within the terms of Proposal H.5, the Local Planning Authority will follow the Government advice that exists at the time of determining a planning application concerning, for example, minimum site size. The provisions of Proposal H.5 are applicable to schemes resulting from the sub-division of a larger site. If, during the period covered by the Local Plan, Government advice ceases to specify a minimum size for sites on which affordable housing may be sought, the Local Planning Authority will follow the Local Plan Inquiry Inspector's recommendation, that Proposal H.5 should apply to housing sites of 0.2 hectares or more, or those capable of accommodating at least five dwellings.
- 6.29 For the purposes of Proposal H.5, "affordable housing" means both social housing (as defined in paragraph 6.24 above) and smaller housing (defined for the purposes of this Plan as that containing not more than two bedrooms) possibly at a higher density which, although available on the open market, is low cost and may, therefore, assist in meeting the housing needs of some households who would otherwise require social housing. However, the nature of local housing needs, as identified in the Social Housing Strategy, is such that the provision of affordable housing should normally take the form of social housing.

Indicative Requirements

- 6.30 Proposal H.5 does not specify a proportion of affordable housing to be provided in each scheme. This reflects Government advice, and enables the Proposal to be flexible enough to

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respond to circumstances, which are likely to vary over time and from place to place. However, an overall target for the District is set out below, and targets for allocated sites are to be found in Appendix 6 of the Social Housing Strategy

- 6.31 In implementing the Proposal, the Local Planning Authority will indicate initially a figure for the level of provision which it considers to be appropriate, and a broad indication of the terms under which any dwellings ought reasonably to be provided. This will be based on the targets and information contained in the Social Housing Strategy. This document has been adopted by the City Council as a statement of its policies, following public consultation.
- 6.32 At present, the Social Housing Strategy contains a target for the provision of about 1,015 new units of social housing in the period from April 1993 to March 2001. This target has been derived by identifying overall need through a District-wide housing needs survey and deducting from that the estimated supply from relets, acquisition of existing stock, and schemes already built or under construction. The resulting shortfall at April 1996 is the target figure for new-build affordable housing provision during the Plan period (about 640 dwellings). Although it is likely that rural “exceptions” sites may contribute to meeting this target, no allowance has been made for sites which are not at this time identified. The target figure expressed as a percentage of supply from allocated sites (Table 3) is over 40%. It is recognised that it will rarely be possible to negotiate this level of affordable housing provision, but the Planning Authority will seek to negotiate the maximum provision possible for each site. Given the scale of housing need identified, this should usually amount to at least 25% of the capacity of the site.
- 6.33 Most commonly, the best way to ensure that affordable housing will be available to successive, as well as initial, occupiers of property is by involving a registered Housing Association or similar body (e.g. a housing trust) which provides housing for rent or shared ownership. The continuing interest of such a body in the property will ensure control over subsequent changes of ownership/occupation. In accordance with the objective of maximising affordable housing provision, housing to meet the requirements of Proposal H.5 should normally be provided on the development site, and be made available to a registered Housing Association or similar affordable housing provider on terms which will ensure that it is genuinely affordable. There may be some circumstances where the maximisation of affordable housing provision is best achieved by providing dwellings off the development site (on other land in the applicant’s control), or by making a financial contribution to assist the provision of affordable housing by a Housing Association or similar body. Before accepting such measures as an alternative to on-site provision, the Planning Authority will need to be satisfied that this will better achieve affordable housing provision which would meet local needs than would on-site provision, and that any arrangements proposed satisfy relevant Government advice.

Planning Obligations

- 6.34 Where circumstances indicate, developers and any other parties with an interest in the land will be expected to enter into planning obligations under Section 106 of the Town and Country Planning Act 1990 prior to planning permission being granted. Where necessary, obligations should ensure:
- ❖ the provision of a specified number and type of dwellings by a certain date or stage of development;
 - ❖ the permanent retention of the dwellings provided as part of the affordable housing stock of the District;
 - ❖ the transfer of the dwellings, on completion, to a suitable provider of social housing, normally a registered Housing Association. This must be on terms which ensure the housing is genuinely “affordable”.

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Design Standards

- 6.35 Design standards are as required for “ordinary” housing. Lower standards of amenity, construction, design or open space will not be acceptable simply because affordable housing is being provided. The costs to the developer of meeting any obligations under Proposal H.5 should be met from lower site values rather than higher densities or lower standards.

Valuation Advice

- 6.36 Proposal H.5 aims to ensure that land is made available for housing which is genuinely “affordable”, especially given the decreasing levels of public subsidy available to Housing Associations. The attention of interested parties, especially landowners and developers, is drawn to the desirability of ensuring that the values of sites are suitably discounted at an early stage in the course of any negotiations, to reflect the obligations this Proposal imposes. Any option agreements should also be framed accordingly.

Housing for Local Needs in Rural Areas

- 6.37 Most of the sites that will provide social housing under Proposal H.5 will be in the larger settlements. In order to address local housing needs in the smaller settlements it may, in exceptional circumstances, be appropriate to permit small-scale schemes on land outside the defined policy boundaries and development frontages. Such schemes will be on land where planning permission would not normally be granted for development. Therefore, this land does not currently have development potential, and its value will be considerably lower than ordinary housing land. The consequent cost savings can be used to ensure that the housing provided is genuinely affordable to local people.

Proposal H.6 In exceptional circumstances, where a proven local housing need exists requiring specific provision in a particular locality (other than in Winchester), and cannot be met within the terms of other proposals, the Local Planning Authority may permit the development of small-scale housing schemes (promoted by registered Housing Associations or other organisations concerned with the provision of affordable housing) beyond the policy boundaries and development frontages defined by Proposals H.1 and H.2, provided that they:

- (i) demonstrate to the satisfaction of the Local Planning Authority that they are intended to meet a particular long-term local need for low cost housing and that the dwellings proposed are of a size and type which reflect the identified need;***
- (ii) are capable of implementation to achieve the necessary provision by including safeguards (in the form of a planning obligation) to the satisfaction of the Local Planning Authority. Such safeguards must ensure that the scheme provides for the identified local need, and will continue to do so in the long-term. Schemes such as those offering only an initial discounted purchase price, which fail to ensure that the benefits of low cost provision pass to subsequent owners/occupiers, will not be acceptable;***
- (iii) are well related to existing settlements in terms of location, layout and design and meet the requirements of Proposals EN.5, T.9, and other relevant proposals of this Plan;***
- (iv) avoid undue intrusion into the countryside or harm to the landscape character or setting of settlements, particularly in areas of important countryside, such as the East Hampshire Area of Outstanding Natural Beauty and the Areas of Special Landscape Quality.***

Proposals within the Strategic and Local Gaps (see Proposals C.3 and C.4) will not normally be permitted.

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- 6.38 The Planning Authority, whilst wishing to encourage suitable schemes to meet specific local needs, is concerned that the other proposals of the Local Plan for conservation and protection of the environment are not prejudiced. It will, therefore, implement Proposal H.6 with caution, and only after other opportunities for providing social housing (e.g. under Proposal H.5) have first been thoroughly examined and determined to be unlikely to meet the particular identified local need. As housing provided under this Proposal will be over and above the level of provision needed to meet strategic requirements, the supply of housing will be monitored to ensure that provision is not excessive.
- 6.39 The initiative for “exceptions” schemes should normally come from the community they will serve. In order to maintain public confidence in such schemes and provide the necessary guarantee that the housing will remain genuinely available in perpetuity to meet local needs, it is expected that such schemes should normally be promoted by a registered Housing Association or similar responsible body. Promoters of such schemes are strongly encouraged to discuss their proposals at an early stage with the Planning Authority and Parish Councils. More detailed information concerning the operation of Proposal H.6 may be found in the City Council’s “Rural Housing Information Booklet”. In particular, schemes in excess of 12 dwellings, or on sites of greater than about 0.4 hectares (1 acre) will not normally be considered to satisfy the criterion of being “small-scale”.

The Residential Environment

- 6.40 The housing stock of the Local Plan area represents an enormous long-term resource, which is only added to or replaced very gradually. Imbalances or deficiencies in the housing stock, if created, are only likely to be remedied very slowly. It is, therefore, important to ensure that a wide range of dwelling sizes and types are available and that the quality of the residential environment is maintained.
- 6.41 Other proposals of the Plan deal with matters such as maintaining the quality of the built environment, the provision of adequate open space, grant-aiding the repair of historic buildings, and environmental improvement grants, and as such are complementary to the above objective. Proposal H.7 aims to ensure that densities are appropriate and to achieve variety in the type of provision and in its appearance.

Proposal H.7 Proposals for residential development which accord with other relevant proposals of this Plan, and include a range of densities, house sizes and types to cater for a variety of housing needs will normally be permitted. In particular, the provision of dwellings for smaller households is encouraged, and proposals which fail to provide dwellings for smaller households within a mixed development will not normally be permitted, unless the nature of the site and its surroundings or other relevant factors would make such provision inappropriate.

Housing for Smaller Households

- 6.42 Schemes that provide for a reasonable mix and balance of house types and sizes to cater for a range of housing needs, including the provision of low cost, higher density developments suitable for occupation by small households (particularly housing for first-time buyers and the elderly) will be encouraged on appropriate sites in the settlements. Depending on the exact nature of identified needs and the circumstances of each case, the Local Planning Authority may be prepared to accept schemes of this nature partly in lieu of the requirements of Proposal H.5.
- 6.43 In considering such proposals, the Local Planning Authority will need to be satisfied that the proposed development can be accommodated without harm to the character of the area or the amenities of existing properties. Proposals for elderly persons’ sheltered housing will normally

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only be acceptable on sites in, or with easy access to, existing centres providing for everyday shopping, service and medical needs.

Achieving Diversity in the Housing Stock

6.44 In recent years there appears to have been a bias towards the provision of larger houses in the District. Thus whilst Proposal H.7 encourages the provision of smaller dwellings, it does not specify a precise mix of house types and sizes. In general this is better determined by site-specific considerations. However, the Proposal does seek the provision of an appropriate proportion of dwellings for smaller households. In implementing this Proposal the Local Planning Authority will have regard to information about the profile of households and the housing stock in the District (see below). It also recognises that in some situations provision of a high proportion of small dwellings may not be appropriate, and account will be taken of such factors as site and market conditions. Proposal H.7 is also designed to achieve variety in the type of provision made and in its appearance.

6.45 For general guidance, the 1991 Census indicated that:

- ❖ almost 25% of households consisted of 1 person;
- ❖ 35% of households consisted of 2 persons;
- ❖ about 32% consisted of 3 or 4 persons;
- ❖ just under 8% consisted of 5 or more persons.

The 1993 District Housing Needs Survey indicated similar figures in terms of household size, and indicated that:

- ❖ approximately 11% of households had 1 bedroom in their home,
- ❖ 25% had 2 bedrooms;
- ❖ 41% had 3 bedrooms;
- ❖ 22% had 4 or more bedrooms.

Unless special circumstances prevail, provision should generally reflect the above trends.

6.46 Similarly, it is not appropriate to prescribe specific limits on housing densities. These are better determined by the careful application of the proposals in the Environment Chapter. A balance has to be struck between making the most efficient use of land and preventing over-development or “town-cramming”. An important factor is good design and the use of high quality landscaping and materials. In all cases developers should aim to create a residential environment of quality and character.

Special Needs Housing

6.47 Special needs housing is provided for particular categories of people, such as the elderly or the physically or mentally handicapped. They may, for instance, 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” initiative.

6.48 Such housing is normally provided by Housing Associations or other specialist agencies, working in conjunction with local authorities. It can generally be built on sites brought forward within the scope of Proposals H.1 and H.2 of this Plan. In the case of an existing dwelling, it may also be provided without the need for planning permission under the terms of the Town and Country Planning (Use Classes) Order 1997, in certain circumstances. This Authority will generally wish to support schemes of this nature. Proposals will be treated on their planning merits in the same way as any other form of residential development.

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Mobile Homes

- 6.49 Although general criteria for new residential development are contained in Proposal EN.5, it is necessary to provide additional guidance relating to mobile homes and residential caravans.

Proposal H.8 Proposals for permanent mobile homes/residential caravans will normally be permitted in accordance with Proposal H.1, subject to other relevant proposals of this Plan dealing with permanent housing, provided that the design and environmental problems associated with such sites can be overcome by landscaping or screening by existing buildings or features. Such proposals will not normally be permitted in settlements within the East Hampshire Area of Outstanding Natural Beauty or in Conservation Areas.

- 6.50 Residential caravans and mobile homes are treated in a similar way to permanent housing in that they are normally only acceptable within the built-up areas of existing settlements. However Proposal H.8 recognises that the design, shape, materials and colouring of caravans and mobile homes can render them environmentally unacceptable in many locations. Therefore, sites for caravans and mobile homes need to be carefully chosen, and will normally need to benefit from good existing screening.

- 6.51 It is not anticipated that sites could be acceptably integrated in the smaller settlements (to which Proposal H.2 applies), or in areas of high visual quality such as the East Hampshire Area of Outstanding Natural Beauty or Conservation Areas. Sites will, therefore, normally only be permitted in the settlements to which Proposal H.1 applies.

- 6.52 Although mobile homes/caravans are more difficult to accommodate in environmental terms, they can provide a valuable source of affordable housing. It is, therefore, appropriate not only to enable their development in the larger settlements, but to generally resist the loss of permanent mobile home/caravan parks.

Proposal H.9 The Local Planning Authority will not normally 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.***

- 6.53 Proposal H.9 applies to mobile home/caravan parks in the settlements and the countryside, provided they meet certain criteria. It is not intended to 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 Chapter 9, Proposals RT.13-RT.15).



6. HOUSING