

## Chapter 5

### Housing



## **Chapter Five: Housing**

### **Introduction**

5.1 Access to a decent home and a choice of housing are fundamental to the quality of life for people in East Hampshire. They are also important in supporting the local economy, since a shortage of houses and lack of choice can create difficulties for employers in attracting and retaining a workforce. This chapter sets out the policies against which proposals for housing will be assessed and identifies sites allocated for new residential development.

### **Overall Amount of Housing**

5.2 The District Council is not free to decide how many new homes are to be built in East Hampshire. Central Government sets out housing figures for each county through its Regional Planning Guidance (Regional Planning Guidance 9 in the South East). Each County Council then distributes the County requirement amongst its districts, through the Structure Plan. District councils must then reflect the requirement in their local plan and identify sites where it can be built.

5.3 In PPG3: 'Housing', published in March 2000, local authorities are called upon to manage the release of sites in order to control the pattern and rate of urban growth, ensure that new infrastructure is coordinated with new housing development and deliver the local authority's target for development on previously-developed land. The housing requirements and the ways in which these are met should be kept under regular review. This is an essential feature of the "plan, monitor and manage" approach which has been introduced by the Government to guide strategic and local planning policy for housing development.

5.4 The adopted Hampshire County Structure Plan Review (November 2000), shows an overall requirement for a total of 94,290 dwellings to be built throughout the whole County, including the Unitary Authorities of Southampton and Portsmouth during the period 1996 - 2011. The overall figure is made up of a baseline of 80,290 dwellings which will definitely have to be built and a reserve element of 14,000, which may have to be built, subject to monitoring. These overall figures have been distributed by the County Council and the Unitary Authorities between all the districts.

5.5 Hampshire County Council's adopted County Structure Plan Review, Policy H2, allocates 5,500 dwellings to East Hampshire as a baseline figure. This means that enough land must be identified in the Local Plan for this number of dwellings. Policy H4 of the Structure Plan requires the identification of reserve housing sites for an additional 1,500 dwellings in the period 2001-2011. This policy states that wherever possible the release of this allocation should be brought forward through alterations to the Local Plan.

5.6 The reserve sites will be released for development only if there is a compelling justification to do so. The need for the reserve sites will be determined through annual monitoring of a number of factors, in particular the rate of development of land within existing urban areas across the County as a whole, the rate at which

previously developed land is being built on, including windfall sites, and the development programme for local plan allocations in Hampshire.

5.7 If the strategic and local planning authorities decide that there is a need to release some of the reserve provision for development, they would decide in which of three broad geographic sub-divisions of Hampshire the reserve release should be made. East Hampshire falls in “northern Hampshire” along with Hart District (1,500 reserve dwellings), Winchester City (north) (which contains a reserve Major Development Area (MDA) of 2,000 dwellings), Basingstoke and Deane District (500 reserve dwellings) and Basingstoke MDA (reserve element 1,500 dwellings). Having agreed the broad strategic distribution of a release of reserve provision, the strategic and local planning authorities would then decide in which districts that reserve release should be made, and whether it should involve some of the MDA reserve provision. Release would not necessarily be in the same districts as the identified shortfall in housing provision.

5.8 Policy H2 proposes the release of reserve sites in the order of priority set out in Table H2. This will be the method of implementing Structure Plan Policy H4.

5.9 The need to release reserve sites will also be revised in the light of any Ministry of Defence (MOD) land releases and any new Regional Guidance (RPG9). If the release of a substantial amount of sustainable previously-developed land is proposed, a formal review of, or alteration to, the Local Plan may be required.

5.10 This 'baseline plus reserve' approach enables the process of “plan, monitor and manage” referred to in PPG3: ‘Housing’ to be put into effect.

5.11 Dwellings to meet the Structure Plan requirement for about 7,000 additional dwellings in the District up to March 2011 will be provided in the following way.

5.12 Figure H1 sets out the distribution of housing, as at 31 March 2003, to the end of the Plan period by source of supply and as set out below:

A. Completed dwellings (1996 - 2003): since the start of the Plan period, April 1996 to 31 March 2001 2003, 2120 houses have been built. These figures will be revised in the Council's Annual Monitoring Report.

B. Outstanding large site permissions: the number of outstanding planning permissions for dwellings on large sites (10 or more dwellings) is 917, including the allocation made in the First Review Local Plan at Ramshill, Petersfield where planning permission has been granted and the scheme is now well under way.

C. Small site allowance: this is the number of houses that are likely to come forward on sites of less than 10 dwellings. It includes infilling, small site redevelopments, conversion of rural buildings and conversion of space over shops. This element of the total housing supply is based on an analysis of past trends and projecting these forward. The increase in the number of Settlement Policy Boundaries in the Plan is likely to provide new opportunities for small developments which it is considered will ensure that the past rates will continue to be achieved or even exceeded. The Council considers that over the Plan period the supply of housing from small site

developments will be at least 880 dwellings. The rate of completions within the small site allowance will be monitored annually as part of the review of housing supply.

The subdivision of existing dwellings is identified in the Government best practice guide on Urban Capacity Studies (Tapping The Potential, December 2000) as a “significant potential source for new homes”. Analysis of the existing dwelling stock shows that a large proportion of the stock is made up of larger dwellings, some of which could be subdivided to create smaller and more affordable homes in accordance with Government policy. The Council will permit appropriate subdivisions. Policies H3 and H7 of this Plan provide the basis for such development. The Council estimates that over the Plan period there is the potential for at least 55 new dwellings to be created from the subdivision of existing houses. These dwellings contribute to the small site allowance and will be closely monitored as part of the annual monitoring review of the supply of housing which will be coordinated by Hampshire County Council.

D. Large windfall site allowance: this is based both on past trends and on an Urban Capacity Study (UCS). As part of the justification for this unidentified windfall figure the Council undertook an UCS involving surveys of every settlement in the District to try and identify development opportunities where 10 or more dwellings could be built. The UCS identified potential for over 1000 dwellings during the Plan period, which exceeds past trends on such sites (780 dwellings). Therefore the Council's large unidentified site windfall allowance is justifiable. The Council considers that through the implementation of PPG3: ‘Housing’ the past rates, as confirmed by the UCS, could increase. The survey looked at a range of sites including commercial land, large back gardens, car parks, empty homes, derelict land and buildings and amenity land. The Council believes that the UCS confirms that past trends on large unidentified sites will continue and should have the potential to provide about 780 dwellings over the Plan period. This will be closely monitored as part of the annual monitoring review of the supply of housing which will be coordinated by Hampshire County Council.

5.13 The Council has to identify land in East Hampshire for a total potential requirement of 7,000 dwellings. Of these, a total of 4,697 is made up of houses already built, by outstanding planning permissions, by the small site allowance and by the unidentified windfall allowance. This leaves 803 to be found through allocations to meet the baseline figure.

5.14 This figure is made up by 155 dwellings at an outstanding allocation at Chase Road, Lindford in the First Review Local Plan as assessed against PPG3, and 687 on baseline allocations (categories E and F in Figure H1). Together with the sum of 4,697 this means that a baseline of 5,539 dwellings is achieved. Additionally, the Local Plan must identify sites for the reserve element, 1,405 dwellings are allocated to achieve the overall requirement of 7,000 (6,944 proposed).

5.15 Although sufficient new homes are proposed to be built to meet the requirements specified in the Structure Plan, the District Council considers that this should not be regarded as an absolute figure. Since it will not be possible to refuse housing development on sites within settlements which meet all the other criteria of

this Plan, simply because sufficient housing is available to meet strategic requirements.

## Figure H1

### Table of Total Housing Supply 1996 - 2011

A.	Dwellings built 1996-2003	2,120
B.	Outstanding Large Site permissions	917
C.	Small Windfall Site Allowance	880
D.	Large Windfall Site Allowance	780
E.	Chase Road, Lindford	155
F.	Baseline Allocations	687
G.	Reserve Sites	1,405
Total		6,944

### Housing Distribution Strategy

5.16 The baseline and reserve housing allocations are based on a sustainable strategy, outlined in the General Strategy chapter, which has evolved through extensive public consultation.

5.17 In interpreting the strategy particular attention has been paid to giving priority to the use of previously developed land (often called “brownfield sites”), in line with Government advice contained in PPG3: ‘Housing’. A sequential assessment has been made of all the sites that are available for housing; this approach looked first at previously developed land. Where previously developed land is available in compliance with the strategy, it has been allocated to meet the baseline requirement. Unfortunately the availability of previously developed land in the District is insufficient to meet the overall housing requirement. Greenfield sites are therefore allocated in line with the strategy to meet both the baseline and the reserve housing requirement. The strategy has two elements:

1. Locate new development within existing towns and villages - Settlement Policy Boundaries have been identified in this Plan for all of the larger settlements and for villages which have access (mainly by means other than the car) to jobs, schools, shops and community facilities. They are therefore considered to be sustainable locations for housing development. Within Settlement Policy Boundaries, redevelopment, infill, conversion and subdivision, will be permitted within the environmental constraints of individual settlements; most of this redevelopment will be on previously developed land.
2. Locate new allocations on previously developed land followed by greenfield sites as extensions to settlements. The new allocations to meet the baseline figure are mainly on previously developed land on the edge of sustainable settlements. The reserve site allocations are on greenfield sites on the edge of sustainable settlements. The majority of all allocations are in the largest settlements because they have the widest range of facilities and jobs and have the best transport links. Whitehill/Bordon, whilst being a large settlement, is constrained by Ministry of Defence land ownership, nature

conservation designations and lacks a rail link. The other settlements with new allocations all have a range of facilities which could serve an increased population.

## Housing Allocations

H1

### Baseline Housing Allocations

The sites listed in Table H1 are allocated to meet the baseline housing requirement in accordance with Policy H2 of the Hampshire County Structure Plan 1996-2011 (Review). Approximate site areas and indicative dwelling numbers are given.

**Table H1**

### Baseline Allocations

Settlement (Alphabetical Order)		Dwelling Numbers	Site Area (hectares)
Alton	Land at former Lord Mayor Treloar Hospital Inset Map 1	150	5
	Chandos Lodge Inset Map 1	150	4.9
East Meon	Land adj Village Hall (provide playing pitch) Inset Map 26	20	0.72
Four Marks	South of Winchester Road Inset Map 10	150	5
Holybourne	The Depot, London Road Inset Map 1	15	0.5
Liphook	Former King George's Hospital site Inset Map 23	150	11.6 (3.4 developable area)
Petersfield	Land North of Station Road Inset Map 32	12	0.3
Whitehill/ Bordon	Land at Hogmoor Road, Whitehill Inset Map 25	40	2.9
TOTAL		687	

5.18 Having taken into account the number of dwellings which have been built since 1996, outstanding permissions and allocations, the small site allowance and the unidentified windfall allowance, 687 dwellings need to be allocated to reach the baseline figure of 5,500 dwellings required by Policy H2 of the Hampshire County Structure Plan Review. The sites allocated in Policy H1 of this Local Plan consist of previously developed land, except the East Meon site which is a greenfield allocation made specifically in order to bring forward new community facilities. This approach is in accordance with Government Policy contained in PPG3: 'Housing'. The baseline sites are not ranked and can be developed when available.

## H2

### **Reserve Housing Allocations**

The sites listed in Table H2 are proposed as reserve housing sites in accordance with Policy H4 of the Hampshire County Structure Plan 1996 - 2011 (Review). The timing of and the need to release reserve housing sites in a particular district will be determined by the strategic (Hampshire County Council, Portsmouth and Southampton City Councils) and the District planning authorities in the light of monitoring and of Regional Planning Guidance. If it is determined that reserve housing sites need to be released in East Hampshire, the sites will be released in the order shown in Table H2. Before planning permission is granted, applicants will need to satisfy the Council that the following criteria have been met:

- a. demonstrate that the capacity of existing and potential infrastructure, including public transport, water and sewerage, other utilities and social infrastructure (such as schools and hospitals) is able to absorb the proposed development and the cost of adding further necessary infrastructure can, where appropriate, be met by the applicants;
- b. prove an ability to contribute towards building a community, to support new physical and social infrastructure; and
- c. prove that there are no legal, physical and environmental constraints to developing the land.

Where an applicant is unable to satisfy the criteria the Council will not grant planning permission and will invite an application from the next available reserve housing site.

5.19 Policy H4 of the Hampshire County Structure Plan 1996 - 2011 (Review) identifies a County total of 14,000 dwellings which may be required as reserve housing provision. The County Council requires East Hampshire District Council to identify reserve sites which could accommodate up to 1,500 dwellings as part of the County-wide total of reserve sites. The need to release sites to meet the reserve housing provision will be determined by the strategic planning authorities (Hampshire County Council, Southampton and Portsmouth City Councils) and the district council planning authorities in the light of Regional Planning Guidance (RPG9). No decision will be made until the annual monitoring of housing data has been completed, this includes looking at the strength of the housing market, a comparison of the Structure Plan housing requirement and likely future housing supply, the relative accessibility of reserve sites and infrastructure capacity and the balance between housing supply and local labour markets. Due to the uncertain outcomes of these factors it is not known when or how many of the reserve sites identified in Policy H2 will be released.

5.20 The sites listed in Table H2 are ranked in the order which the Council considers that they should be released for development if monitoring shows that they are required. The ranking is based on the site search sequence and locational criteria of paragraphs 30 and 31 of Planning Policy Guidance PPG3: 'Housing', the Council's locational strategy and the importance of the AONB. The Council would advise owners and developers of identified reserve sites that they should set in place arrangements to ensure that the criteria set out in the new Policy H2 can be met, in

order that their site will be readily available for development should a decision be made that a site or sites in East Hampshire should be released.

**Table H2**

**Reserve Allocations in Ranked Order**

Settlement (Alphabetical Order)		Dwelling Numbers	Site Area (hectares)
Liphook	Land west of Church Centre, Silent Garden Inset Map 23	110	3.16
Clanfield	Land at Green Lane Inset Map 37	275	9.7
Rowlands Castle	Redhill Road, Oaklands House Inset Map 38	40	1.4
Four Marks	North of Brislands Lane Inset Map 10	90	4.3
Horndean	Havant Road Inset Map 36	60	2.0
	North of James Copse Close Inset Map 36	85	2.0
Liss	Land at Inwood Road Inset Map 31	25	0.9
Petersfield	Land at Larcombe Road Inset Map 32	100	4.7
	Land at Penns Field Inset Map 32	90	3
	South East of The Causeway Inset Map 32	100	3.1
	Causeway Farm Inset Map 32	275	9.1
Liphook	Lowsley Farm Inset Map 23	155	4.52
TOTAL		1,405	

5.21 The reserve sites (and associated community and open space allocations) do not form part of the existing or proposed built-up area. As there is uncertainty over the need for, or timing of, their release, they are shown as being outside the settlement policy boundary. Pending any such release, the reserve sites will be subject to the countryside policies of the Local Plan and proposals will not be allowed that would prejudice their future use as a housing site. Should specific reserve sites be required in the future to address a shortfall in the strategic housing supply for Hampshire, and once those sites have been released under Policy H2 the site would then form part of the built or proposed built-up area.

5.22 Existing site allocations in this Local Plan will not automatically be carried forward to the next Plan (or successor document). When this Plan is reviewed,



existing site allocations (including reserve sites) will be re-assessed where development has not yet been given planning permission. Account will be taken of any revised national and regional planning policy and whether there is a need for sites to be allocated in the Plan. If sites are required, the review process will provide the opportunity to remove less sustainable sites allocated in this Plan. They would be replaced in the next Plan by sites that are considered to be more sustainable.

5.23 PPG3: 'Housing', the Government's advice on housing policy confirms, at paragraph 23, that the national target is that, by 2008, 60% of additional housing should be provided on previously developed land and through conversions of existing buildings. In East Hampshire priority will be given to maximising the redevelopment potential of suitably located previously developed land. It is considered that the national target is achievable in East Hampshire subject to the implementation of a "plan, monitor and manage" approach to the release of housing sites and the granting of planning permission.

5.24 The estimated number of dwellings which can be accommodated on the sites has been calculated on a minimum density of 30 dwellings per hectare (dph) The number for each site should only be regarded as an indication of the development potential and not taken as a set figure. Government guidance contained in PPG3 states that development at less than 30 dph is an inefficient use of land and should be avoided. Densities of 30 - 50 dph are a more efficient use of land and are to be encouraged. Higher densities could be achieved "at places with good public transport accessibility such as city, town, district and local centres or around major nodes along good quality public transport corridors" (PPG3 para 58), where the proper infrastructure exists. At such locations car parking and amenity standards could be reduced The density which can be achieved at a site will depend on the ability of the designer to overcome site constraints and create solutions which enhance its environmental, social and economic potential. For all allocations for 10 or more dwellings, the developer will be expected to produce a comprehensive masterplan for the whole site to show how the scheme would function in itself and as part of the settlement. The District Council will define the boundaries of the whole site.

5.25 Development Briefs have been published on all appropriate baseline sites. These will be updated as necessary, taking account of community needs, public services and national planning policies. Development Briefs identify which Policies of this Plan will apply to each specific site, the specific factors to be considered in the design of the scheme, such as, local landscape or infrastructure constraints which could result in a reduced number of dwellings being appropriate. Conversely, local affordable housing requirements or a site's town centre location, giving good accessibility to facilities, by means other than the car, may enable a greater number of homes to be built to provide lower cost homes and make the best use of available land.

5.26 Development Briefs will normally be prepared in consultation with the public and where appropriate, the developer. When a Development Brief undergoes public consultation and is adopted by the District Council as Supplementary Planning Documents or non-Statutory Planning Guidance, planning permission will only be granted in accordance with the Brief.

5.27 The Council considers that the sites below would be suitable for the following forms of development:

## **POLICY H1 BASELINE SITE DESCRIPTIONS - SETTLEMENT ALPHABETICAL ORDER**

### **Alton**

5.28 **HAB1 Land at Former Lord Mayor Treloar Hospital:** The site is suitable for a mix of housing types and sizes providing around 150 new homes, including an appropriate element of affordable housing, in accordance with the proven local need and adopted supplementary planning guidance. The developer of the site must demonstrate how the housing will integrate with the other development at the site; this will require the production of a masterplan for the whole area.

5.29 A site has been made available for a Church/ Community Building/Community Shop on the adjacent land which has planning consent for housing. The developer will be required to contribute towards the provision of the community facility. Further investigation is being undertaken to determine the specific requirements for this facility.

5.30 The site has a special quality landscape and environment and any housing development should be appropriate to its surroundings and should respect the site's intrinsic landscape quality. Areas of wildlife value have been identified and the most important of these should be retained. Off-site mitigation measures may be necessary. The retention of the important wildlife areas and the degree to which mitigation measures are appropriate may well have an impact upon the number of dwellings which can be accommodated on the site. Higher density development may also be necessary on appropriate areas of the site.

5.31 A Transport Assessment will be required for the site and the adjoining business allocation. This is vital to ensure that the transport proposals both on and off-site necessary for the proposed housing and business allocations are dealt with in a comprehensive manner. Among the issues the Transport Assessment will need to address are the following: rat running along Chawton Park Road; the narrowness of Northfield Lane; the Northfield Lane railway bridge where the carriageway is narrow; the lack of forward visibility on the bend in Chawton Park Road to the west of the site; and the congestion on Whitedown Lane, particularly at its junctions with The Butts and Basingstoke Road.

5.32 The site will be expected to contribute to the development of transport proposals emerging from the Alton Accessibility Project (currently under preparation).

5.33 Development in Alton will require reinforcement to the water supply network. The developer will be required to contribute to these off-site reinforcement works. Alton Sewage Treatment Works needs to be extended to provide sufficient capacity and an impact study is required to ascertain spare capacity within the sewerage system.

**5.34 HAB2 Rear of Chandos Lodge and Grange Hotel, Anstey Road:** The site extends to 6.7 ha. The dwellings are to be provided on the western part of the site that extends to some 4.9 ha. Children's incidental play space and public amenity space will be provided within the main residential area. The remaining 1.8 ha of the site to the north-east will be set aside for public open space. Developer contributions will be sought to fund the provision of recreation and sporting facilities upon this 1.8 ha part of the scheme. Such facilities will be provided subject to an up to date assessment of need. Otherwise this element of the allocation will remain as informal public open space. No development other than that in accordance with the provision of recreation and sporting facilities shall be permitted on this part of the allocation (see Policy R4).

5.35 The site is located to the rear of properties which form the frontage to the Anstey Conservation Area. Access will be from Anstey Road/London Road and must respect the Conservation Area and the Listed Building. The area of land to the east of the site should be kept clear of development to ensure that the attractive open aspect of this entrance to the town continues to provide a gap between Alton and the village of Holybourne. The gap should remain undeveloped and should be enhanced to improve the character of the area.

5.36 The site is suitable for a mix of housing types and densities, with higher density at the western end. It should include an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance. The layout will also need to take into account the noise impact of the railway line and industrial area. The retention of most of the trees and hedges at the site will help to alleviate noise and other pollution.

5.37 There is an area of ecological interest at the site which should be retained as part of the on-site open space provision. A detailed scheme of management of the open space and hedgerows should also be agreed with the Council.

5.38 The developer of the site must ensure that the necessary water and sewerage infrastructure is provided to serve the site.

5.39 Access to this housing development will be from Anstey Road/London Road. Anstey Mill Lane and its junction with Anstey Road is unsuitable for an access. New bus shelters should be provided along Anstey Road and the frequency of the town centre bus service to Alton and the employment area should be enhanced. A crossing facility across Anstey Road would also be required for pedestrians to Anstey Park and Eggars School. A cycle route along Anstey Mill Lane and Mill Lane will be required to serve the employment area.

5.40 NB: The following applies to all sites in Alton. There is a significant shortfall of children's play space and kickabout areas in Alton, which will need to be addressed in the development of the sites, either by on site provision or contributions. Whilst there is a reasonable amount of playing pitches in the town the pavilion at the Anstey Road pitches is insufficient and will need extending in the near future. Contributions to the improvement of the town's playing pitch facilities will be sought from the development of the sites. Alton has a good range of community facilities, however, there is a problem with a lack of space at the towns GP surgeries. The District

Council will seek provision of, or contributions towards, these facilities in conjunction with the development of the sites.

## **East Meon**

**5.41 HAB3 Land adj. Village Hall:** The allocation of 20 dwellings at East Meon is to help meet identified specific local needs.

*Note: This site has been constructed and completed but the housing numbers have been included in the baseline figures for the Plan period.*

## **Four Marks**

**5.42 HAB4 South of Winchester Road:** The site adjoins the village recreation ground, is well hidden in the landscape and comprises previously developed land. PPG3: 'Housing' advises local planning authorities to give priority to the reuse of previously developed land within urban areas when identifying housing opportunities, in preference to the development of greenfield sites. Housing on this land would be consistent with this advice and the sequential approach to the location of new development within a sustainable settlement. The site is therefore allocated for 150 dwellings to meet the baseline housing requirement. The Council will require a significant new landscape buffer to be provided along the eastern and western boundaries of the allocation prior to any development on the land taking place.

**5.43** The accessibility of the site to the rest of Four Marks and of Four Marks to nearby larger settlements, needs to be addressed. The developer will be expected to enhance accessibility to the recreation ground from the site and from the rest of the village by integrating the site with existing pedestrian and cycle links and create new ones where necessary. Improving non-car accessibility to Alton and Alresford will also need to be considered as part of the development, including the provision of new bus stops and shelters. Vehicular access to the site will be from Winchester Road.

**5.44** There is a significant deficit of children's play space, informal open space and kickabout areas in Four Marks, which will need to be addressed by the developer of the site, either by on site provision or by contributions. The site adjoins the existing recreation ground and provides an opportunity to extend and enhance the facilities there. The site is suitable for a mix of housing types and densities, particularly smaller dwellings, including an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance.

## **Holybourne**

**5.45 HAB5 Land at The Depot, London Road:** Currently a commercial site in the heart of the village, this brownfield site provides an opportunity for a mixed scheme of housing and business use. In addition, the developer will be expected to make provision for allotments as part of the open space requirement attached to the housing development on the basis of a recognised need for such provision in this locality. The need for affordable housing in this area is high and consideration must

be given to including an appropriate element of affordable housing or a contribution to the provision of affordable housing elsewhere in the area as part of the scheme.

5.46 It is essential that the site has access to nearby facilities without relying on the car. Where such access is considered to be inadequate the developer must show how he will provide improved public transport, pedestrian and cycle links. The developer will be required to investigate and implement appropriate traffic management measures in order to minimise the harm to local roads, and to remedy any potential safety hazards.

5.47 The site lies in an area of high archaeological importance associated with the Neatham Romano-British small town. An archaeological evaluation should be undertaken prior to the determination of any planning application that is likely to have a significant impact (see Policy HE17).

## **Liphook**

5.48 **HAB6 Former King George's Hospital:** The parkland setting of the former hospital and its surrounding woodland, some of which has been included in the River Wey Conservation Area, are important features in the landscape and give the site a special quality. These areas have been defined in Policy R4 and must be retained in any housing scheme for the site. Therefore all dwellings and other ancillary development must be sited within the H1 allocation as defined on Inset Map 23. The parkland landscape, the Elizabethan Gatehouse (Grade II\* listed) and the walled garden must all be retained and enhanced and schemes agreed for their future management.

5.49 The site is in close proximity to the Bramshott and Ludshott Commons SSSI (part of Wealden Heaths Phase II SPA) and to a number of SINCs. Domestic and recreational pressures on these areas need to be minimised, in particular on the Radford Park Meadows SINC adjacent to the site. The parkland area around the site should include areas managed for informal recreation and nature conservation as well as formal areas of open space. An ecological management plan for the site should encourage positive management of these areas for nature conservation. Drainage to the SINC and River Wey will also need to respect the ecological value of the area.

5.50 Development must be of the very highest standard, in terms of building design and associated landscaping, to reflect the quality of this land and its surroundings. A compact housing scheme with a high proportion of apartments for small or single person households in communal gardens would be appropriate on the site. This would help to minimise the impact of buildings on the parkland and avoid breaking up the unity of the space by numerous individual dwellings with their own plots, gardens and boundary enclosures. An appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance would be required.

5.51 Whilst recent developments in Liphook have resulted in the provision of new community facilities and open space, there remains a shortfall in children's play space and kickabout areas and the pavilion at the recreation ground is in need of

repair and modernisation. It is recognised that there is a longer term need for the provision of additional playing pitches and facilities within Bramshott and Liphook Parish this site should contribute to this provision. Contributions towards the provision of these facilities will be sought from the developer.

5.52 Hampshire Education Authority believes that there is a need for additional education provision in Liphook and will seek a contribution towards the necessary provision.

5.53 Developers will be required to demonstrate that there is adequate waste water capacity both on and off the site to serve the development and that it would not lead to problems for existing users. A study of the water supply infrastructure serving the site should also be undertaken by the developer to show that the site can be adequately serviced prior to the commencement of development.

5.54 A Transport Assessment will be required detailing the impact of the proposed development and providing detailed proposals to encourage non-car modes of travel. Financial contributions will be required to improve transport infrastructure in the vicinity. There will be a requirement to connect the site to the main urban area with cycleways and to extend the existing bus services within Liphook to serve the site. It is possible that a bus turning area will be required within the site. The developable area is more than 200m from the access and so two accesses or an access and an emergency access will be required (possibly a cycleway).

## **Petersfield**

5.55 **HAB7 Land off Station Road/North Road:** Planning permission will be granted for residential development of up to about 12 units of sheltered accommodation, on approximately 0.3 ha of land, provided it would ensure the provision and management of public open space, as well as a footpath/cycleway through the Policy R4 allocation to link with the network of public rights of way to the north of the railway line. A satisfactory means of access to the site will be required.

## **Whitehill**

5.56 **HAB8 Land at Hogmoor Road:** This previously-developed site lies to the west of Hogmoor Road and north of the caravan park and adjoins a sand pit, which is potentially workable. The sand pit has not been worked for some time and this has enabled the western part of it to become a valuable wildlife habitat, designated as a Site of Importance for Nature Conservation (SINC). The development must include provision for the retention of the Hogmoor Road Sand Pit SINC and its future management as a nature conservation habitat. The developer will be expected to provide a substantial amount of public and private open space within the scheme and to include measures for the protection of important nature conservation interests within and near the site.

5.57 The site is on the outskirts of the town and is only suitable for low density development of about 40 larger houses to meet the special needs of Whitehill/Bordon. There is an acknowledged requirement for low density housing to help create a more balanced community than currently exists. Because of the site

location, contributions should be sought from the developer for the provision of affordable housing elsewhere in the settlement, where a need is proven.

5.58 The site is also opposite the MOD heavy vehicle training areas which have a noise impact on the area. The layout and design of the development must take this into account to minimise the adverse impact on the amenity of future residents.

5.59 Access to the site will be from Hogmoor Road and the developer will be expected to make improvements to Hogmoor Road as part of the development. The developer will also be expected to show how non-car access to the town's facilities can be improved as part of the scheme.

5.60 There are significant shortfalls in the provision of children's play space, kickabout areas and allotments in Whitehill. Improvements to the towns' playing pitch facilities have also been identified through a Playing Pitch Study, in respect of drainage, parking and changing rooms. However, new surveys may identify that there is a need for additional pitches and if this is proven then the shortfall needs to be addressed through developer contributions. In addition to the on-site provision of public open space to serve the site, the District Council will seek contributions toward reducing the identified shortfalls within the town.

## **RESERVE SITES IN ORDER OF PROPOSED RELEASE**

### **Liphook**

5.61 **HAR1 Land west of Church Centre, (Silent Garden) Portsmouth Road:** This site is a continuation of the First Review Local Plan allocation at the rear of the Telephone Exchange. The site is well contained and is reasonably close to the facilities of Liphook. The site is suitable for a mix of housing types and density, including an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance.

5.62 The reserve site will only be released if monitoring by Hampshire County Council shows that it is required.

5.63 Whilst recent developments in Liphook have resulted in the provision of new community facilities and open space, there remains a shortfall in children's play space and kickabout areas and the pavilion at the recreation ground is in need of repair and modernisation. It is recognised that there is a longer term need for the provision of additional playing pitches and facilities within Bramshott and Liphook Parish this site should contribute to this provision. Contributions towards the provision of these facilities will be sought from the developer.

5.64 Hampshire Education Authority believe that there is a need for additional education provision in Liphook and will seek a contribution towards the necessary provision.

5.65 A study of the water and sewerage infrastructure serving the site should be undertaken by the developer to show that the site can be adequately serviced prior to the commencement of development.

5.66 Access to this site could be via the new residential road that links onto Portsmouth Road The minimum requirement being a priority 'T' junction. At the junction of the road and Portsmouth Road there is an opportunity to construct a roundabout, this could act as a traffic calming device.

5.67 This site would need to provide a footway link to the bus stop on Portsmouth Road and complete the cycle link from The Avenue, Bohunt School and railway station. A contribution will be sought to provide cycle lockers at the station.

## **Clanfield**

5.68 **HAR2 Land at Green Lane:** A comprehensive Development Brief will be prepared prior to the release of the land for development if monitoring shows that the site is needed. The complexity of the issues at the site mean that there is a specific need for the developer to prepare a masterplan for the overall development which should be agreed by the Council at an early stage. The masterplan must address the relationships between the community recreation and housing allocations, and the need to provide a strong and impenetrable landscape buffer on the northern boundary.

5.69 Part of this site was allocated in the First Review Local Plan for recreation purposes. Whilst the need for recreation remains in Clanfield, particularly in the "New Clanfield" area, the site is large enough to provide recreation space and housing. The Council has undertaken a Playing Pitch Study of the Horndean/Clanfield area, which identified a need for junior football pitches in Clanfield. These should be provided on site, together with children's play space and informal open space.

5.70 The housing site is on the edge of "New Clanfield" where there are inadequate community facilities. The site should also include a new community building close to the road to complement the existing play area on the adjoining development. If possible the community centre should be provided prior to the overall development of the site. The site is suitable for a mix of housing types and densities, including an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance.

5.71 There are opportunities to access this site from the existing residential development by providing a loop road through the development. Alternatively an access could be provided in the form of a priority 'T' junction or a mini roundabout onto Green Lane. There may be other access opportunities, for example from London Road, which should be explored as part of the masterplanning process.

5.72 The development would be expected to contribute towards bus shelter enhancements and, where possible, to improve opportunities for cycling in the context of the East Hampshire Cycle Plan.

5.73 The issue of surface water flooding will also need to be addressed in the masterplan for the site. Flooding caused by water running off the surrounding agricultural land is an issue which must not be made worse by the development of this site. The Council must be satisfied that the development of the site will bring



forward improvements to the local surface water drainage system before planning permission can be granted.

## **Rowlands Castle**

**5.74 HAR3 Oaklands House, Redhill Road:** The site comprises 1.4ha of land in the grounds of Oaklands. It is dog-legged in shape and lies to the north and west of the main house. The western portion lies between the road and the house and its northern part consists of a paddock bounded on two sides by housing. Woodland to the east is identified as a SINC and care will need to be taken to ensure that any development proposals do not cause harm to this area. Care will also need to be taken to ensure that locally important trees are retained on the boundary and on the site. The western area adjoins residential development along its northern boundary.

5.75 The site is allocated for residential development of about 40 dwellings as a reserve site. Any development will include an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance.

5.76 A safe means of access to the site will be required to be taken from Redhill Road with the existing access to be closed on its creation. A Transport Assessment will be required detailing the impact of the proposed development and providing detailed proposals to encourage non-car modes of travel. Financial contributions will be required to improve the transport infrastructure in the vicinity.

5.77 Rowlands Castle has experienced flooding problems and therefore the development of this site must ensure that surface water drainage is designed to prevent flooding to properties either in The Drift or elsewhere in Rowlands Castle.

5.78 There are a number of community facilities in the village in need of refurbishment and which do not provide adequate youth facilities. Contributions towards their improvement will be sought from developers. All these issues will be addressed in more detail in any development brief produced for the site.

## **Four Marks**

**5.79 HAR4 Land North of Brislands Lane:** The site lies to the north of Brislands Lane and east of the existing recreation area. It comprises a semi-derelict farm and associated open fields defined by mature hedgerows. This site is a reserve allocation to be released only if monitoring shows it is required. It is suitable for 90 dwellings and is to be accessed from the adjacent baseline housing site South of Winchester Road, although an emergency link may be required to Brislands Lane itself.

5.80 The retention of existing trees and hedgerows together with additional landscaping will be important if the development of the site is to be successfully integrated into the area with minimum impact. The landscaping scheme should include substantial planting along the Brislands Lane frontage. Appropriate mitigation measures will also be required to protect the nearby Meadows SINC.

5.81 Developers will need to address improvements to the accessibility of the site to the rest of the settlement and to nearby larger settlements. This is likely to include improved pedestrian and cycle links to the village centre and to the primary school. Contributions may be sought for the funding of community benefits including highway improvements on the A31, better bus services, education and recreation provision. The nature and extent of any financial contributions will be determined once the need for the development is proven and at the time of any planning application.

5.82 The mix and density of housing will need to take into account this edge of settlement site and the open countryside beyond. The amenities of existing properties will need to be protected. An appropriate element of affordable housing will be sought in accordance with the proven local need and adopted supplementary planning guidance.

## **Horndean**

**5.83 HAR5 Land north of Keydell Nursery, Havant Road:** The site adjoins the historic core of the settlement, is on sloping land and has a large important tree in the centre which must be retained. The site is suitable for higher density development, including an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance.

5.84 The development of the site must have no detrimental impact on the tree and its canopy and the impact on the amenity of residents on the opposite side of Havant Road is to be minimised. It is envisaged that the best way to achieve this would be to develop the site in a high density, high quality courtyard around the tree. The developer will need to demonstrate that the scheme proposed is of a high quality which will minimise the environmental impact and enhance the historic core of the settlement.

5.85 The site is also allocated for a doctors surgery which will take up approximately 0.5 hectares of the overall site.

5.86 Access to this site could be achieved from Havant Road. The strip of land that links the main part of the site with Portsmouth Road should be maintained and enhanced to improve the amenities of existing and new residents. Consideration of the route of any pedestrian/cycle link to serve the development and the locality will await the drawing up of a detailed layout for the site. The link will be designed as part of the layout, amenity, convenience and highway safety of the residential scheme. The site is well located in sustainability terms with an existing bus service running along Portsmouth Road every 20 minutes; local village shops are within easy walking distance, as is the employment area at Dell Piece.

5.87 The developer of this site would be expected to contribute towards good footway links to the bus route and the provision of a cycle route along Portsmouth Road towards Horndean School and the employment area at Dell Piece. New bus shelters and a bus stop close to the site would be required.

5.88 The site is in an area of aquifers which supply Portsmouth, therefore the developer must ensure that the development, including any materials used on the

surfaces of the development, will not cause any pollution to this critical resource. A scheme of protection and mitigation must be agreed with the Environment Agency before planning permission will be granted.

5.89 The central location of the site makes it ideal to provide a play area which could be enjoyed by local residents. This should be provided by the developer as part of the on-site open space provision.

**5.90 HAR6 Land North of James Copse Close, Lovedean:** The site consists of an open field on rising ground on the west side of Lovedean Lane and to the north of the cul-de-sac development at Ashley Close. There are a number of sensitive development issues which arise from this site, including landscaping, nature conservation, flooding and highway issues, and these will need to be addressed in more detail in any development brief produced for this site. It is allocated for residential development of about 85 smaller dwellings as a reserve site. The current proportion of smaller dwellings in Horndean Parish is significantly lower than the District average. Any development will include an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance.

5.91 Access to the site should be taken from James Copse Road and Lovedean Lane and there is scope to provide a cycleway link from the site to the junction of Lovedean Lane/Yoells Lane. Contributions will also be sought for improvements to public transport to access facilities to the south of the site together with contributions towards cyclepaths to facilities in the wider area.

5.92 Nearby James Copse together with two outlying areas of woodland are identified as SINCs and any development will need to ensure that no harm is caused to these areas. Landscaping will need to be created to ensure that development does not encroach towards the skyline and countryside. The site itself is within an aquifer protection zone and therefore any drainage scheme for the site will need to be agreed with the Environment Agency.

## **Liss**

**5.93 HAR7 Land at Inwood Road:** The site comprises scrub grassland and a former police house. It slopes from the west to east and reaches a high point toward the north east corner of the site. In order to protect views into the site, dwellings should not be located on the highest parts of the site. The impact of any potential noise and light pollution from the adjacent recreation ground will need to be mitigated by the appropriate design and layout of the site. The development of the site should include an appropriate element of affordable housing in accordance with the proven local need and adopted supplementary planning guidance. Access will be from Inwood Road, via the northern corner of the site, through the site of a former police house. Consideration should also be given to the provision of footpath links through the site to adjacent uses, such as the school. Developer contributions will be sought toward the provision of public open space, recreation and community facilities, including the current identified need for the provision of a pavilion on West Liss Recreation Ground and a bowling green.

## Petersfield

5.94 **HAR8 Land at Larcombe Road:** The site comprises two open fields to the south of the existing residential development served by Larcombe Road and Test Close. It is contained by residential development to the north, north-east and south-east. The railway which is on an embankment at this point forms the western boundary, beyond which is the A3. The site is a reserve allocation for approximately 100 dwellings although this figure may increase if the elevated land between the rear gardens of properties fronting The Causeway and this site is developed in conjunction with the allocation.

5.95 A landscaping scheme will be required to enhance the current boundaries of the site particularly the southern boundary where new residential development adjoins open countryside and to retain the existing hedgerows within the site. The stream that flows through the site is to be retained as a landscape feature.

5.96 Vehicle access to the site will be from Larcombe Road and possibly Test Close, The Causeway. Footpath No. 42 which currently crosses the site and leads to the countryside beyond and links with other footpaths to the south should be incorporated into the residential layout. Pedestrian and cycle access from the site to local facilities and the town centre will need to be improved.

5.97 Contributions may be sought for the funding of community benefits. The nature and extent of any contributions will be determined once the need for the development is proven and at the time of any planning application.

5.98 The site is suitable for a mix of housing types and densities but account will need to be given to this edge of settlement location and the need to protect the amenities of existing properties. An appropriate element of affordable housing will be sought in accordance with the proven local need and adopted supplementary planning guidance.

5.99 **HAR9 Land to the East of Barnfield/Heathfield Roads (Penns Field):** The site, 3 hectares in size, is well contained within the AONB landscape of Petersfield and is suitable for a range of housing needs, including an appropriate element of affordable housing. Lower density development would be suitable near the Barnfield and Heathfield Roads development to respect the existing low density in that area. Higher density development would be more suitable to the east and north of the site. An undeveloped landscape buffer would be required along the Tilmore Brook.

5.100 The site will be accessed from Barnfield Road and Heathfield Road to form a loop. Development will be expected to finance traffic calming measures to Barnfield Road and Heathfield Road and to contribute towards road safety improvements to Pulens Lane. This site should contribute towards implementation of proposals set out in the Petersfield Area Transport Strategy. The site would be expected to enhance the town centre bus service providing peak and off peak journeys to the town centre and station. Improvements would also be required to pedestrian and cycle links to the town centre and the junction with London Road.

**5.101 HAR10 Land South East of The Causeway:** The site comprises a single grass field to the north-west of the Broadway Mobile Home Park and defined by hedgerows and trees. It is capable of accommodating approximately 100 dwellings, a large number of which should be affordable housing to complement the low cost accommodation at the mobile home park and compensate for the loss of any units through updating within the existing mobile home park boundaries.

5.102 Access to the site and the existing mobile home park will be from the existing roundabout on The Causeway.

5.103 It is important that as much of the significant tree screen along The Causeway frontage is retained and enhanced.

5.104 Causeway House to the south-west is a Listed Building and it will be important that any development does not harm its setting.

**5.105 HAR11 Land at The Causeway:** The site is located relatively close to the town's facilities and pedestrian and cycle links would further improve the accessibility. The amount of development proposed will increase pressure on the town's primary school infrastructure and may necessitate the provision of a school at the site. The site should incorporate provision for this school and associated playing fields within a masterplan. If it is proven that there is no requirement for a new school at the site the development will be expected to contribute financially to the improvement of existing education facilities in the town.

5.106 This is a greenfield site within the Area of Outstanding Natural Beauty (AONB). It has a number of attractive natural features, such as trees and streams, which must be incorporated and enhanced within the overall masterplan, by creating a wide, undeveloped "greenway" along the main stream. This is allocated under Policy R4. The impact of the development on existing properties must also be addressed and a landscaping belt provided as a buffer.

5.107 There are shortfalls in the provision of children's play space and kickabout areas within the town which should be addressed by on-site provision in addition to the significant public open space requirements which this development will generate.

5.108 Petersfield has a good range of community facilities. However, there are problems with the non-implementation of the allocation for a new community building on Cranford Road. The Council will seek contributions from the developer to ensure that the community facilities are adequately upgraded and that the provision of the community facility is included on this site rather than on Cranford Road.

5.109 Flooding is an issue which must be addressed in the masterplan for the site. The development must incorporate drainage improvements which will lessen the impact of flooding. A study of the water supply to the site should be undertaken by the developer in conjunction with the supplier. 5.110 A development of this size would require a roundabout or a traffic light controlled junction on The Causeway. This could require the removal of one or more properties fronting The Causeway. This site should contribute significantly towards implementation of proposals set out in the Peterfield Area Transport Strategy. The transport impact of Tesco on the

access to the site will need to be reassessed once the store has been operating for a reasonable period of time.

5.111 The site would also be expected to enhance the town centre bus service by providing peak and off-peak journeys to the town centre and railway station.

5.112 The production of an overall masterplan is essential to ensure that the housing, recreation, community, landscaping, infrastructure, access and school site provision are properly considered and integrated.

## **Liphook**

5.113 **HAR12 Lowsley Farm:** The site is a reserve allocation suitable for 155 dwellings which will only be released if monitoring by Hampshire County Council shows that the site is required.

5.114 The site must include an appropriate element of affordable housing or a contribution to the provision of affordable housing elsewhere in the settlement.

5.115 Access to the site should be from Yeomans Lane and Longmoor Road. Improvements to cycle access to the village centre will be sought. The developer will need to investigate and implement the most suitable measures to manage traffic speeds on Yeomans Lane.

5.116 Whilst recent developments in Liphook have resulted in the provision of new community facilities and open space, there remains a shortfall in children's play space and kickabout areas. The pavilion at the recreation ground is also in need of repair and modernisation. It is recognised that there is a longer term need for the provision of additional playing pitches within Bramshott and Liphook Parish. This site should contribute towards this provision. Contributions towards the provision of these facilities will be sought from the developer.

5.117 Hampshire Education Authority believes that there is a need for additional education provision in Liphook, it will seek a contribution towards the necessary provision.

5.118 A study of the water and sewerage infrastructure serving the site should be undertaken by the developer to show that the site can be adequately serviced prior to the commencement of development.

## **Development Briefs**

5.119 The Council will publish Development Briefs for sites where special guidance for developers is merited. They will be prepared in consultation with interested parties, as appropriate, including for example the Parish Council, members of the public and the prospective developer, and will be taken into account as Supplementary Planning Documents and non-Statutory Planning Guidance in the determination of any planning application for the land concerned.

## **Village Design Statements**

5.120 Village Design Statements are produced by local communities and will be used to influence the quality of new development to ensure that it retains the local distinctiveness of a village. Village Design Statements that the Council adopts as non-statutory planning guidance will carry more weight in the determination of planning applications than others that are not adopted. Where they have been adopted they will complement the consultation process and final production of Development Briefs.

### **Developers' Contributions**

5.121 The District Council produces 'A Guide to Developers Contributions and other Planning Requirements' which is revised annually. The guide confirms the principle that the Council will seek to negotiate a variety of community and environmental benefits from all new housing development, such as recreation space, affordable housing and transportation improvements depending upon the scale of the scheme. The guide is available from the Council.

### **Residential Development Within Settlement Policy Boundaries**

#### **H3**

Within settlement policy boundaries, planning permission will be granted for residential development provided that it would comprise:

- a. the re-use or redevelopment of previously-developed land or buildings;
- b. the re-use of vacant or under-used land or buildings;
- c. the conversion, sub-division or change of use of buildings; or
- d. infilling.

5.122 In its determination of such planning applications, the Council will pay particular attention to the criteria set out in Policy H5. Planning permission will be granted for the forms of residential development set out in Policy H3. The development of these sites will be subject to the criteria set out in the other policies of the Local Plan. Taking all the policies of the Plan as a whole, not all sites will be deemed suitable for development. For example certain undeveloped areas of land form important features in the street scene and should be retained, whilst existing employment and community facility land and premises play an important role in the vitality and viability of a settlement; proposals for their development would be resisted. Elsewhere, some sites may only be suitable to provide one or two dwellings whilst other sites may be capable of more intensive development. The Council will require development to make efficient use of land depending upon the character of the site, its surroundings and its accessibility to facilities, local services and employment. One for one replacements remain acceptable in principle, although encouragement will be given for the site to be developed more efficiently.

5.123 The Council aims to make the best use of land and premises within settlements which have access to a range of facilities, services and jobs. Policy H3 potentially enables any type of building within a settlement to be converted to housing. Examples could include non-viable shops, under-used space above shops

and under-used institutional buildings within settlement policy boundaries. In town centre locations which have good access to jobs and facilities by modes of transport other than the car, the Council will consider relaxing parking and other planning standards to enable higher density conversions to be achieved. The conversion of buildings which are vital to the range of services available in a settlement and the viability of a community will not be permitted.

5.124 Residential conversions have sometimes been undertaken without proper consideration of the longer term running costs of the units. Heating and cooking costs can be significant and lead to “fuel poverty” for the less well off living in poorly constructed dwellings. Domestic energy use, particularly in terms of heating, can be significantly improved with a range of measures, including super insulation, “build tight - ventilate right”, simple thermostatic controls and good heating advice. The Council believes that the requirement for energy efficiency measures in all conversions will result in environmental, economic and social improvements for residents of the District.

### **Empty Homes Strategy**

5.125 There are approximately 1,700 empty properties in East Hampshire. Many are empty because they are second homes or because their occupant is in care. However about 400 have been empty for over six months. Nationally, empty homes could meet a large part of the housing demand. In East Hampshire there is limited scope for empty homes to contribute to the District urban capacity. The District Council is continuing to take a proactive role in bringing empty properties back into the housing market. Further information is available from the Council’s Housing Team.

### **Creating a Mix of Housing Types, Sizes and Tenures**

H4

~~Planning permission will be granted for residential development within settlement policy boundaries provided that it comprises, or contributes towards, a range of house sizes, types and tenures in accordance with local housing requirements.~~

5.126 In recent years there appears to have been a bias towards the provision of larger houses and developments providing a limited range of dwelling types, sizes and tenures in the District. The District Council considers it essential that a wide range of accommodation is provided, to meet the varied housing requirements of East Hampshire. The Government’s household projections and forecasts carried out by Hampshire County Council suggest that an increasingly high proportion of the new homes will be required by single person households. Some of these households will enter the ‘normal’ housing market, but a significant number will require one or two bedroom accommodation because they do not need or cannot afford larger dwellings. In applying this Policy, the Council will have regard to the particular requirements of each settlement as indicated in the Parish Housing Profile. This approach is intended to create, contribute towards, or sustain, a balanced community.



5.127 Policy H4 requires all new housing development to reflect the housing requirement of the settlement within which it is proposed. An assessment of the housing requirement of each settlement is provided in the Parish Housing Profiles published by the Council. The Parish Housing Profiles identify the stock of dwellings within each parish, an analysis of the changes to the stock over recent years, an analysis of the emerging housing requirements, as shown in both the Council's most recent Housing Needs Survey and the current affordable housing needs as identified in the Joint Housing Register. In PPG 3, the Government generally encourages the greater provision of smaller dwellings, although they may not be appropriate in every case. In the case of a new or extended dwelling designed to incorporate space for home-working, the Council may attach conditions and/or seek to enter into an agreement to restrict the type of commercial activity undertaken in it and to allow only for the personal use of the building by its owner or occupier.

5.128 The Parish Housing profiles will be used when assessing planning applications involving the creation of all new dwellings to determine whether the housing proposed will contribute to the mix of dwelling type, size and tenure which will ensure that the balance of the community is maintained or enhanced.

### Higher Densities of Residential Development

#### H5

~~Planning permission will not be granted for residential development within a settlement policy boundary for schemes of less than 30 dwellings per hectare.~~

~~Schemes of 30-50 dwellings per hectare, or more in the case of sites close to local facilities and/or a good public transport service, must:~~

- ~~a. contribute to a more sustainable pattern of development;~~
- ~~b. be in sympathy with the character and appearance of the area and be suitable in scale, massing, design, appearance, materials, layout and siting, both in itself and in relation to nearby buildings (including parts of buildings), spaces and views;~~
- ~~c. not detract from the living conditions of existing and future occupants as a result of, for example, noise, dominance and loss of light and privacy;~~
- ~~d. include enough space for private and public use (including children's play space) and visual amenity; and~~
- ~~e. provide parking (including for cycles) and turning space in accordance with adopted parking standards.~~

5.129 The provision of a variety and mix of housing types and sizes, particularly single person households will mean that residential densities will also vary much more than has previously been the case. As only a relatively small part of the total housing stock of the District is currently for single households it is likely that developers will wish to meet market demand by constructing homes at the smaller end of the size range. This will inevitably result in higher densities of development than the 30 dwellings per hectare suggested in Paragraph 5.24. In order to help to minimise the need to travel and to encourage the use of public transport, higher

density residential development will be encouraged around public transport centres which are close to local facilities. The District Council considers that higher density development is not appropriate in every case. There may be instances where on certain sites in certain settlements, such matters as landscape, tree cover and the need to contribute towards a range of dwellings should outweigh that general advice and the provisions of relevant local policies. It would also generally be inappropriate for higher density development on edge-of-settlement sites unless the scheme is of such a high design standard as to justify development in such a sensitive location.

5.130 Planning standards such as car parking requirements, minimum rear gardens, on site public open space and height restrictions have a significant impact on the density at which a site can be developed. Following research into parking space usage at affordable housing schemes within the district's main towns, the standards have been reduced for future affordable housing schemes. The provision of communal gardens, rather than individual gardens is another means of using land more efficiently. Where a developer can show that a site is close to a town or village centre, with good public transport, accessibility to employment, shops and facilities, the Council may apply planning standards flexibly to enable the best use of land. High quality design of higher density schemes is critical; schemes proposing the use of flexible planning standards must be of a very high quality design which will enhance the town or village environment and contribute to the urban renaissance. Higher density schemes provide opportunities for integrating more energy efficiency measures into the design and layout of the development. Such measures will be sought in all cases.

### **Dwellings Designed to Incorporate Home Working**

5.131 Business uses carried on from home are a feature of the District and are likely to increase as advanced communications technology has become available to home users. There are potential benefits from more home businesses including reducing the need to travel to work, increased use of local services and contributions to the local community.

5.132 There are also potential problems when noisy, polluting or traffic generating businesses are poorly located in relation to surrounding residents. This is more likely where home working extensions are permitted to existing dwellings.

### **Loss of Residential Accommodation**

H6

Development will not be permitted if the proposal involves the net loss of residential accommodation particularly above shops and offices whether by change of use or re-development, except where:

- a. the existing residential accommodation is sub-standard and cannot be viably upgraded; or
- b. an acceptable environment for residents cannot be maintained e.g. it is significantly affected by established un-neighbourly uses; or
- c. the change of use or re-development would result in a new retail,

community or other acceptable use that would be of benefit to the locality.

5.133 It is an important element of the Local Plan's housing strategy that the best use should be made of existing dwellings, and that any loss of residential accommodation is avoided, unless absolutely necessary. In shopping areas, the change of use of ground floor areas to retail and community use may be acceptable, subject to the other policies of the Plan. In town centres, residential accommodation plays an important part in contributing to the variety of size and tenure of the housing stock. Loss of accommodation above ground floor commercial premises will be resisted unless there are environmental reasons for setting aside the Policy.

5.134 Where a use is proposed to replace a dwelling which cannot be viably upgraded, the developer will be expected to demonstrate that every effort has been made to sell or let the residence at a realistic market price and that the costs of upgrading would not bring an adequate return on the investment.

### **Subdivision of Dwellings Outside Settlement Policy Boundaries**

#### **H7**

Planning permission will be granted for the sub-division of existing dwellings outside settlement policy boundaries provided that:

- a. the site is close to a town or village centre or other community facilities by public transport, walking or cycling;
- b. the proposal would not result in the over-intensification of use, loss of residential amenity or detriment to the character and appearance of the building, its setting or wider surroundings, and
- c. the design and construction of the new dwelling(s) includes measures to optimise energy efficiency.

5.135 Many houses exist in the District which could be used more efficiently and which are ideally suited for conversion to provide smaller and less expensive homes. The Council will permit the subdivision of appropriate houses. Examples of such suitable houses include large underused dwellings within or on the edge of settlements which could be converted to multiple units, well located general housing which could be divided into two independent units and the subdivision of larger dwellings outside settlement policy boundaries. Policy H3 permits subdivision within settlement policy boundaries. Policy H7 deals with proposals outside settlement policy boundaries. The use of communal gardens and reduced car parking provision may be appropriate when considering proposals for subdivision. Outside settlement policy boundaries the reduction of planning standards for any proposal to subdivide a dwelling will depend on balancing the more efficient use of the building with the locational and amenity aspects of the scheme. Particularly thorough consideration of the environmental criteria of the Policy will be required when the dwelling is a Listed Building or is in a Conservation Area.

5.136 Residential subdivisions have sometimes been undertaken without proper consideration of the longer term running costs of the units. Heating and cooking costs can be significant and lead to “fuel poverty” for the less well off living in poorly constructed or converted dwellings. Domestic energy use, particularly in terms of heating, can be significantly improved with a range of measures, including super insulation, “build tight - ventilate right”, simple thermostatic controls and good heating advice. The Council believes that the requirement for energy efficiency measures in all subdivisions will result in environmental, economic and social improvements for residents of the District.

## **Houses in Multiple Occupation**

H8

Within settlement policy boundaries the conversion of an existing dwelling into a house in multiple occupation will be permitted provided that:

- a. the property has, four or more bedrooms, at or above first floor level;
- b. the proposal does not result in an over-intensification of use;
- c. the proposal does not result in the loss of residential amenity;
- d. the proposal is not detrimental to the character of the property and its surroundings; and
- e. the design and construction of the sub division incorporates measures to optimise energy efficiency..

5.137 The last District-wide survey, identified 250 Houses in Multiple Occupation (HMOs), in the form of bedsits, multiple paying accommodation, house sharing or lodgings. Whilst this is only a small proportion of the District housing stock, HMOs are important in providing affordable accommodation for some of the most vulnerable sections of the community, particularly young people and those who are socially or economically disadvantaged. They are often the only choice of housing for these people who may otherwise be homeless. Whilst HMOs provide a cost effective solution to meeting their needs, inadequate amenity, overcrowding, poor fire and other health and safety standards are common. Many of these problems are controlled under Environmental Health and Housing legislation, however, there are issues which are best addressed through planning policy.

5.138 In planning terms, the definition of a HMO is not straightforward. Prospective applicants should discuss their proposals with the Council at an early stage. Put simply, a house or flat becomes a HMO when it is organised in such a way that it becomes occupied by a number of separate households that share certain facilities in common but also have their own separate private rooms. This intensification of use can result in increased noise both within a property and in relation to adjoining properties, inadequate space about a property for parking, dustbins, recycling bins and other domestic paraphernalia and is perceived as having an adverse impact on the character of existing residential areas.5.139 The demand for HMO occupation is such that it is considered inappropriate to encourage them at locations which do not meet the sustainability criteria in the Local Plan; their occupants need the greatest accessibility to jobs, services and facilities. They are normally best located in the

larger settlements of Alton, Petersfield, Whitehill/Bordon, Horndean, Grayshott, Liphook and Liss. However, proposals in other settlement policy boundaries may be appropriate subject to the criteria of the Policy. It is important that the character of existing residential areas is maintained; areas of smaller properties are least likely to be able to accommodate the changes resulting from conversion to a HMO, therefore HMOs are more appropriate in larger dwellings, i.e. houses with four or more bedrooms, where the intensification of use is more easily accommodated.

5.140 In order to reduce the impact of HMOs on existing residential amenity, proposals will be expected to provide covered dustbin stores, adequate screened drying areas, cycle storage, sound insulation to party walls and floors to the latest Building Regulation Standards and energy optimisation measures. Car parking provision should be in accordance with the Council's adopted standards, although these may be reduced in locations well served by other means of transport and where the applicant can demonstrate that there is particular justification for a reduction in the standards.

5.141 The above proposals would be covered by the HMO Management Regulations which apply to all HMOs. Further details are available from the Private Sector Housing Manager in Housing Services.

### **Areas of Special Housing Character**

H9

The following residential areas have a special character and which it is important to protect.

#### **Grayshott**

i. Kingswood Firs, Grayshott (Inset Map 21)

#### **Headley**

ii. Headley Fields (Inset Map 19)

#### **Horndean**

iii. Portsmouth Road, Horndean (Inset Map 36)

#### **Liphook**

iv. Chiltley Way Estate, Hollycombe Close, South Road and Chiltley Lane, Liphook (Inset Map 23)

#### **Liss**

v. Hill Brow (2 areas), Liss (Inset Map 29 and 31)

#### **Petersfield**

vi. Bell Hill, Petersfield (Inset Map 32)

vii. Heath Road, Petersfield (Inset Map 32)

viii. Love Lane, Petersfield (Inset Map 32)

ix. Ramshill, Petersfield (Inset Map 32)

x. Shear Hill, Petersfield (Inset Map 32)

- xi. Sussex Road, Petersfield (Inset Map 32)
- xii. Tilmore Road, Petersfield (Inset Map 32)

### **Rowlands Castle**

- xiii. Links Lane, Rowlands Castle (Inset Map 38)

### **Steep**

- xiv. The Island, Steep (Inset Map 32)

In order to maintain the important contribution which they make to the variety of District-wide environments, the character of the local environment and the wide range of accommodation available in the District, development will only be permitted that maintains the overall character of the area and does not have a detrimental impact on it.

Within these special housing areas the following will apply:

- a. replacement dwellings will only be permitted if they are on a 'one-for-one' basis;
- b. extensions to dwellings and ancillary detached buildings within the gardens will be permitted providing they are in-keeping with the scale and character of the property and its surroundings;
- c. all development must retain or enhance the landscape setting of the site within its surroundings;
- d. change of use from residential to other uses will not be permitted; and
- e. infilling development will not be permitted.

5.142 Within the District there are certain residential streets and areas which have been developed at a low density and provide substantial homes set in large plots, often with mature trees around them. The District Council considers that the areas listed in Policy H9 have a special character which should be protected from further intensification of development or change of use in order to retain the important contribution which they make both to the variety of the housing stock and the street scene.

### **Special Housing Areas**

#### **H10**

Within the Special Housing Areas of Headley Down, (Inset Map 19), Beech (Inset Map 2), Holybourne (Inset Map 1) planning permission will be granted for residential development provided that:

- a. there is no harm to the character and appearance of the area;
- b. as many trees and landscape features as possible are retained as identified in a detailed survey of the proposed site;
- c. the size of a new dwelling is in-keeping with its plot size;
- d. within the Headley Down Special Housing Area plot sizes are more than 0.07 hectares (approximately 1/6 acre) excluding land in the highway; and

- e. within the Beech and Holybourne Special Housing Areas plot sizes are more than 0.2 hectares (0.5 acres) excluding land in the highway.

5.143 A special housing policy has operated successfully in Headley Down for a number of years, maintaining the character of the area. Although much of the area has been developed in accordance with the criteria set out in Policy H10, certain areas still remain to be developed. The District Council considers it essential that these plots are developed to the same standard as the rest of the Special Housing Area.

5.144 Following a review of all the settlements in the District, three other areas have been identified where an H10 policy designation would enable a more efficient use of land, as required by PPG3: 'Housing', whilst retaining the special character which makes a significant contribution to the environment of the settlements. The areas are at Beech and Holybourne. They retain their character of relatively low density housing set in well-wooded plots. It will be important to retain as many trees and landscape features as possible, to maintain the existing low density character and a range of housing in the District. Within Headley Down a minimum plot size of 0.07 hectares (excluding land in the highway) will be maintained. Within the new areas a minimum plot size of 0.2 hectares will be maintained.

5.145 In Beech and Holybourne, an assessment of the plot sizes and the impact of development on the character of the area means that the potential for development is limited; the existing plots range from more than a hectare to less than a quarter of a hectare. Within Beech and Holybourne plot sizes will need to be maintained at a minimum of 0.2 hectares, to ensure that the character of the areas is not harmed. This means that the maximum density within these areas will be 14 dwellings per hectare in Headley Down, five dwellings per hectare in Beech and Holybourne, which is very low. However, there may be cases where even this density is too high to ensure that the character of the area is retained. Care must be taken to ensure that the new dwellings are in keeping with their plot size and are not over-dominant; a variety of house designs should be used.

## **Affordable Housing**

### **Introduction**

5.146 The price of housing in the District and the relative scarcity of housing for rent mean that a significant proportion of households are excluded from the open housing market. The Council will enable more of these households to meet their housing needs through a number of approaches, these include:

- a. negotiating to ensure the provision of affordable housing on all appropriate residential developments within settlement policy boundaries under Policy H11;
- b. encouraging the provision of affordable housing at appropriate rural exception sites under Policy H12;

- c. encouraging the conversion of appropriate dwellings into houses in multiple occupation;
- d. encouraging the subdivision of existing dwellings into smaller and less expensive housing;
- e. encouraging the reuse of space above shops for housing; and
- f. encouraging private landlords to provide more rented property.

5.148 By enabling the provision of affordable housing the Council is helping those in greatest need of housing and those least able to purchase or rent open market housing. Affordable Housing means housing available over the long term to local households who are not able to meet their own housing needs through buying or renting on the open market. The Councils' Housing Needs Surveys have proven that the best way of meeting the needs of these people is in rented affordable housing normally provided by a Registered Social Landlord (RSL), usually a Housing Association. The Council recognises that there is a limited role for alternative tenure types such as intermediate renting, shared ownership, low cost market and an element of key worker housing where appropriate housing. Whilst such alternative tenure types need not be provided by a RSL, arrangements must be made to ensure that the benefit of such housing should not be restricted to the first occupiers, but should normally be retained for occupants in housing need.

5.149 The Council undertakes a comprehensive District-wide survey of housing need every three to four years, and in September 2002 the fifth survey since 1989 was undertaken. The latest survey, called the Housing Needs Survey 2002, was carried out by consultants and looked at income, house prices and other local data in order to assess the overall picture of housing and its affordability. It is important that this information is regularly updated, therefore further Housing Needs Surveys will be undertaken during the Plan period. The detailed results of the Housing Needs Survey are important but will change over the Plan period as further Surveys are completed. The Council's Housing Team should be contacted for details of the latest Housing Needs Survey.

5.150 The 2002 Housing Needs Survey confirms a number of important issues which the Council must address in order to seek to balance the housing market:

- House prices in East Hampshire are generally higher than average than those in both Hampshire and the South East region.
- The number of households in housing need significantly exceeds the target provision of affordable housing.
- Larger dwellings dominate the dwelling stock of the District, whilst the need is for smaller dwellings.
- Only a small proportion of those households in housing need are registered on the Joint Housing Register.

5.151 The issues raised by the 2002 Housing Needs Survey together with other local factors indicate to the Council that there are exceptional local constraints to meeting the housing needs of the District through the provision of affordable housing. The Council will therefore seek to maximise all opportunities to provide affordable housing to meet this need.



5.152 In view of the scale of the identified need for affordable housing, the District-wide target for the provision of affordable housing during the Plan period is 1,000 units, i.e. 100 per annum. This is a net figure excluding re-lets of existing stock and so this level will have to be met on sites coming forward in the following way - as an element of affordable housing on the larger housing sites under Policy H11; on sites outside settlement policy boundaries under Policy H12; and other sites coming forward solely for affordable housing within settlement policy boundaries.

### **Affordable Housing Within Settlement Policy Boundaries**

#### **H11**

~~Planning permission will be granted for residential development within settlement policy boundaries, provided that, on sites which fall within the prescribed site size thresholds, the proposed development includes a proportion of affordable housing as agreed between the Council and the applicant on a site-by-site basis in the light of proven local need, location and particular site characteristics. The affordable housing should be available for local people in proven housing need for as long as that need continues.~~

5.153 The District Council will negotiate with applicants to secure a legal agreement to ensure that the affordable housing is available in continuity for local people who need to stay in the area, but who cannot afford to rent or buy a home locally on the open housing market.

5.154 On larger housing developments where affordable housing units will be provided, a range of tenures should be promoted, including affordable housing for rent, shared ownership, an element of housing for key workers where appropriate and intermediate rented housing. The mix of tenures will be determined on a scheme by scheme basis, depending on local demand, but housing for rent will continue to be the predominant tenure required to help those in greatest housing need.

5.155 National site size thresholds allow local planning authorities to seek to negotiate suitable elements of affordable housing on housing sites in accordance with the site size thresholds of 25 dwellings or 1 hectare, as stated in Circular 6/98. The Council considers that there are exceptional local constraints to achieving adequate amounts of affordable housing in all the larger settlements (more than 3,000 population) to justify reducing the site size thresholds to 15 dwellings or 0.5 hectare sites. Within Special Housing Character Areas covered by Policies H9 and H10, the national site size thresholds will continue to apply.

5.156 Within settlement policy boundaries of rural settlements with a population of less than 3,000 the exceptional local constraints on achieving adequate amounts of affordable housing are even greater because of the scarcity and size of available sites. It is considered that there is justification for reducing the site size thresholds in rural settlements to sites relating to proposals for at least 5 dwellings or at least 0.15 hectare in size. The Council will monitor the amount of affordable housing being provided in these settlements to ensure that the reduced thresholds continue to be justified. Housing need data is regularly updated through the Joint Housing Register, available from the Council's Housing Team. The provision of this data is an important

part of continuing to justify reducing site size thresholds in particular settlements during the Plan period.

5.157 The element of affordable housing sought on Policy H11 schemes will be determined on a site-by-site basis taking into account site and market conditions. In this respect, affordable housing is best sited on land that is well served by public transport and is convenient to local facilities and services.

5.158 On Policy H11 sites where an element of affordable housing is appropriate it should be provided within the site. In exceptional cases, where the Council and the developer both consider that a financial contribution would be more appropriate than 'on-site' provision of affordable housing at any particular Policy H11 site, then the Council will seek a level of financial contribution that will actually result in the provision of affordable housing (whether via new build or conversion) within East Hampshire. Affordable housing is appropriate on all housing sites that meet the Government's criteria set out in paragraph 10 of Circular 6/98.

5.159 Where both the Council and the developer agree that an element of affordable housing would be appropriate for a Policy H11 site, but that it would be preferable for the provision to be off-site, a payment in lieu in the form of a developer contribution will be considered. The sum involved must be adequate to ensure that affordable housing can be provided elsewhere, as required by paragraph 22 of Circular 6/98. This payment will be spent on providing affordable housing in East Hampshire. The Council will use a consistent method for calculating the sum based on 100 percent of Housing Corporation Total Cost Indicators (TCI's). These are updated every year and take account of the location, type and size of property and maximum rent levels that a Registered Social Landlord (RSL) can charge in the District. The TCI tables give "benchmark" costs for development based on average costs for land, building and for all on-costs. The use of these nationally agreed and locally relevant TCI tables provide a reasonable methodology for calculating developers contributions in lieu of affordable housing. Details of the formulas and actual numbers can be obtained from the Council's Housing Enabling Manager and will be published in the 'Guide to Developers' Contributions'.

## **Affordable Housing Outside Settlement Policy Boundaries**

### **H12**

~~Planning permission for residential development outside settlement policy boundaries will not be permitted unless it would provide affordable housing for local people who are unable to obtain accommodation on the open market and:~~

- ~~a. there is a proven need for it;~~
- ~~b. the need cannot be met within the settlement policy boundary;~~
- ~~c. the development is economically viable and sound and will provide affordable housing for all time for local people in proven housing need who cannot afford to rent or buy a dwelling locally on the open housing market;~~
- ~~d. the development site is accessible by public transport, walking or cycling to local services and facilities sufficient to support the new residents and~~

- provide for their daily needs;
- ~~e. the development is of a high standard, is well related to the scale and character of an adjacent settlement, and will not harm the appearance of the settlement and its surroundings; and~~
  - ~~f. its layout, design and construction incorporates measures to optimise energy efficiency.~~

~~All six pre-conditions will need to be satisfied before permission is granted.~~

~~Applicants will be required to ensure that any dwellings permitted under this Policy will always be available as affordable housing for local people who cannot afford to rent or buy a home locally on the open housing market. This should be achieved through an appropriate legal agreement with the District Council.~~

5.160 The District Council is very aware of the changes which have taken place in home ownership in the District and particularly in the more rural settlements. Opportunities should be provided to enable residents to remain in their village, for example, by providing low-cost housing for the young and low income groups or specialist accommodation for the elderly. Although the Council considers it has allocated sufficient land to meet most of the likely housing requirements of the District, it acknowledges that it may not always be possible for this to be achieved. If the Council can be satisfied that there is a genuine need for land to be released for housing development outside a settlement policy boundary to meet the needs of a particular community, then the Council may be prepared to grant planning permission under Policy H12.

5.161 The development of affordable housing on the edge of settlements or within rural villages under Policy H12 will only be granted when there is little prospect of sufficient affordable housing coming forward from Policy H11 sites and committed sites to meet a specific local housing need. 5.162 When considering sites under Policy H12 the Council will need to be satisfied by way of a recent relevant housing needs survey or through the Joint Housing Register and Empty Homes Register that there is a need for affordable housing in the settlement concerned. The Council will also need to be satisfied that the people expressing a need to live in the settlement:

- a. are unable to afford open market housing which is for rent or sale within the settlement;
- b. have previously been closely connected with the settlement through work or residence; or
- c. have a real need to live in the settlement in order to continue their work or in order to look after/be looked after by a close relative (e.g. grandparent, brother, sister, son or daughter).

5.163 The range of sites which may be considered suitable for low-cost housing schemes under Policy H12 will be limited. Ideally the site should adjoin the existing built-up edge of the settlement, although in the case of some dispersed villages this may not always be possible.

5.164 General market housing or mixed development consisting of high value housing used to cross-subsidise affordable housing on the same site is inappropriate and will not be permitted on schemes considered under Policy H12.

5.165 Any scheme permitted under Policy H12 should be well related in terms of scale, appearance and character to the settlement and be capable of being supported by the facilities available in the settlement (e.g. shop, school, public house, public transport). The size of the scheme will vary with the size of the settlement concerned and the extent of housing need identified, in accordance with the Council's non-statutory planning guidance implementation of the 'Policy for Affordable Housing'. Any new homes permitted should also be capable of being serviced by the community they will join.

### **The Implementation of Affordable Housing**

5.166 The District Council will need to be satisfied that homes permitted under Policies H11 and H12 will be available for local people who are in need for as long as that need continues. On schemes permitted under Policy H11 the Council will negotiate with applicants to secure an appropriate Section 106 Obligation or other legal agreement to control the occupancy of the homes. The Council recognises that there is a limited role for alternative tenure types such as intermediate renting, shared ownership and an element of key worker housing where appropriate. Applicants will be required to enter into a Section 106 Obligation or other legal agreement to control the occupancy of the homes permitted under Policy H12.

5.167 Where occupancy criteria are included as part of condition or planning obligations, a cascade approach may be preferable. This should ensure that occupants will always be found for any accommodation, thus safeguarding an adequate stream of revenue for those managing the development (and thus enabling loans to be raised for the development), whilst ensuring that people in local housing need take priority. Under this approach the eligibility criteria would be restricted to local people. Under Policy H11 "local" in this context means housing people who initially have connections or have had previous connections with the settlement or parish. Consideration may then be given to the adjoining parish and finally the wider District. Under Policy H12 "local" in this context means housing people who have connections or have had previous long standing connections with the settlement or parish and this should normally continue with the re-lets.

### **Design of and Energy Efficiency in Affordable Housing**

5.168 Any scheme permitted under Policies H11 and H12 should be of a high design standard and make use of good quality materials. The scheme should be designed to fit in and complement the existing settlement, it should not detract from it. It is recognised that many registered social landlords recognise "fuel poverty" as a problem for their tenants and are at the forefront of incorporating energy optimisation features in their housing, recognising the longer term benefits which can be achieved. The District Council would expect to see energy optimisation as a feature of all affordable housing permitted under Policies H11 - H12. In the past, cheaper materials and designs have been argued for in order to obtain lower cost units; in

this case the Council expects the land price paid to be the low cost element of the scheme.

## **Non Statutory Planning Guidance on Affordable Housing**

5.169 Further detail on the implementation of Policies H11 and H12 can be found in the Council's non-statutory planning guidance documents 'Implementation of the Policy for Affordable Housing' and 'Guide to Developers' Contributions and other Planning Requirements', both of which are revised annually.

## **Accommodation for the Elderly and Rest and Nursing Homes**

### **H13**

Within settlement policy boundaries the development of accommodation designed specifically for the elderly, or as rest or nursing homes will be permitted if:

- a. it is accessible to facilities such as shops, medical services, places of worship, public open space and other community facilities; or
- b. in the case of nursing homes it is accessible to staff and visitors by public transport, walking or cycling;
- c. it is located where residents can enjoy a visually interesting outlook;
- d. the site has level access to a garden or sitting out area;
- e. the proposal does not detract from the character of the area, for example by excessive parking areas and signs;
- f. the design and construction of the development incorporates entrances with flush door thresholds and adequate width for wheelchair access; and
- g. the layout, design and construction of the development incorporate measures to optimise energy efficiency.

Outside settlement policy boundaries accommodation designed specifically for the elderly or as rest or nursing homes will only be permitted where it involves the change of use and conversion of large detached houses.

Outside settlement policy boundaries all the criteria listed above will apply. Extensions to existing accommodation for the elderly or rest or nursing homes will only be permitted provided a need is demonstrated, and the scale of development is appropriate and in character with the surrounding area. All development covered by this Policy may be permitted at higher densities than would be appropriate for general housing.

5.170 The 2001 Census reveals that the proportion of over 65s in East Hampshire was about 16%. There are marked variations in the distribution of the elderly across the District ranging from 8.1% in Whitehill Parish to as high as 27.8% in Grayshott and 20.1% in Petersfield. Considerable concern has been expressed by local residents and providers of medical and other support services, that certain parts of the District are receiving an excessive number of development designed specifically for the elderly, which are in turn causing severe strain on the support services and an imbalance in the age structure of communities.

5.171 This is a matter which will be closely monitored. It may be necessary to introduce a policy if, in the light of future developments, certain settlements are indeed unable to cope with a marked increase in the number of elderly people living in their community; a review of parking standards may also be required. For the purposes of Policy H13 an elderly person will be defined as a person who has reached statutory retirement age.

5.172 Adequate heating is a major problem facing the elderly and the infirm and can have a significant impact on their health, particularly during the winter. The District Council will therefore require all elderly persons', rest and nursing home developments to optimise energy efficiency through the implementation of Policy H13. Further advice is available from the Council.

5.173 Hampshire County Council forecasts reveal that the population of Hampshire will contain an increasing number of elderly people including a significant number who will be living well into their 80s. The main thrust of community care is to enable people to remain in their own homes with the help of adaptations and peripatetic services. In order to meet this demand for people to remain in their own homes, developers are encouraged to build lifetime homes which can be easily adapted as people get older and frailer. In addition residential units will still need to be provided that have been specifically designed and located to meet the needs of the elderly, both active and frail.

5.174 The Council has published a set of Planning Guidelines to give more detailed advice about the forms of accommodation most suited to meet the needs of the elderly and infirm and the most appropriate locations for them. Sheltered accommodation and retirement dwellings should be built within settlement policy boundaries on level sites with easy access to shops, public transport, entertainment and public facilities. Accommodation for the frail elderly and those in need of rest or nursing can be located elsewhere in a settlement or, on occasions, in converted large dwellings outside settlement policy boundaries.

5.175 Changes of use and conversions to accommodation for the elderly, e.g. rest and nursing homes, outside settlement policy boundaries will only be favourably considered in respect of larger, detached properties in their own grounds, which are no longer suitable, by their size, for normal family occupation, or other residential use such as sub-division into small units. These properties will have to meet the appropriate access and parking standards and the level of provision of similar accommodation in the area and its effect on health and welfare services will be carefully considered.

5.176 Extensions to existing elderly persons' accommodation, rest or nursing homes outside settlement policy boundaries for additional residents and facilities will only be permitted where it can be demonstrated that there is a real need. The level of intensification that will be permitted once a need is proven will depend on the type of accommodation being proposed and on how sustainable development in such a location would be. Many of these buildings are already large and so it is essential that the size of any extensions should be in scale with the existing building, ensure that the extended building would not dominate the plot or its surroundings and would not generate significant additional trips to an unsustainable location.

## Other Housing Outside Settlements Policy Boundaries

### H14

Outside settlement policy boundaries, residential development will only be permitted where it is essential to house a full-time worker in agriculture, forestry or other enterprise who must live on the site rather than in a nearby settlement.

The Council will need to be satisfied that:

- a. there are no opportunities for providing the accommodation by converting and/or extending an existing building or by the subdivision and/or extension of an existing dwelling;
- b. the availability of suitable tied dwellings in the area has been investigated;
- c. new dwellings, where possible, should be located within or adjoining an existing group of buildings that already have a residential content and enjoying basic services;
- d. where it is not possible to locate the new dwelling within or adjoining an existing group of buildings, it must be demonstrated that its siting will maximise the functional benefit to the enterprise, whilst minimising landscape impact;
- e. the dwelling is commensurate in size to the established functional requirement and financial viability of the enterprise;
- f. the siting, design and construction of the dwelling incorporate measures to optimise energy efficiency; and
- g. the owner/occupier of the proposed dwelling has not been instrumental in disposing of any residential property in the preceding 5 years that would have satisfied the need now identified.

5.177 The District Council recognises that there will be occasions when the staffing needs of farms, forestry holdings, and other enterprises in the countryside change, and additional staff accommodation is required. Provided a genuine functional need for this extra accommodation can be proven together with evidence of the financial viability of the enterprise, then the Council will be prepared to grant planning permission. A functional need to live at a particular site could be justified for example where the care of animals or agricultural processes require immediate attention at short notice. Financial viability is assessed in terms of the enterprise having been established for at least three years, profitable for at least one of them, being currently financially sound and having a clear prospect of remaining so.

5.178 The size of a new staff dwelling should be commensurate with the established functional requirement of the enterprise. Dwellings which are unusually large in relation to the needs of the enterprise, or unusually expensive to construct in relation to the projected long term income of the enterprise will not be permitted. It is the requirements of the enterprise rather than the owner or occupier which will determine the size of the dwelling, although the family circumstances of the occupant will be taken into account. In general an agricultural worker's dwelling should not exceed 140 square metres, measured externally, inclusive of all living accommodation and farm office.

5.179 In certain circumstances, however, permission may only be given initially for temporary accommodation on the site until such time as the genuine functional need and financial viability of the enterprise can be proven. In order to ensure that the accommodation is always available for staff use, their occupation will be strictly limited to full-time workers (and their immediate dependants) who are employed in farming or forestry or other enterprise who must live on the site rather than in a nearby settlement. If it is found that a unit of accommodation previously associated with the holding or establishment has been sold or let separately in the previous five years then planning permission will not be granted. Optimisation of energy efficiency is important to try and off-set the unsustainability of the isolated locations where such dwellings often need to be built.

### **Removal of Occupancy Conditions**

#### **H15**

The removal of an occupancy condition will only be granted where the Council is satisfied that:

- a. the long-term need for a dwelling in the area has ceased;
- b. convincing attempts have been made to sell or lease the dwelling, at an appropriately discounted rate, to persons who could occupy it in accordance with the condition; and

Where a dwelling is proven to be no longer needed for the restricted occupancy, the Council will consider the following two alternatives:

- i. allow occupation of the dwelling by a worker connected with other enterprises in the countryside where occupation by that worker will benefit the proper management of that enterprise. In such instances a personal occupancy condition will be required;
- ii. seek to negotiate for the use of the dwelling as low-cost housing for local people, unless there is no proven local need for such housing in the vicinity and/or the building is unsuitable for that use.

Only when all the criteria have been complied with and the alternatives failed will an occupancy condition be removed.

5.180 The Council may be prepared to relax an occupancy condition on an existing agricultural or forestry worker's dwelling to allow its occupancy by a worker connected with other enterprises in the countryside, where it can be proven to be surplus to the functional requirements and where this would achieve the proper management of the enterprise and the other criteria of the Policy can be satisfied. The negotiation for use of the dwelling as low-cost housing will be in partnership with a registered social landlord.

5.181 When considering planning applications for new dwellings, or the relaxation of occupancy conditions, the background and history of the enterprise will be assessed in accordance with Annex I of PPG7 - 'The Countryside-Environmental Quality and Economic and Social Development'.



## Maintaining a Range of Dwelling Sizes Outside Settlement Policy Boundaries

### H16

Outside settlement policy boundaries permission will be granted for the replacement or extension of a dwelling provided that:

1. Where the original dwelling had a total floorspace of 66 sq m or less, the resultant dwelling size does not exceed 100 sq m of total floorspace. Subsequent extensions which would result in an increase in floorspace beyond this limit will not be permitted.
2. Where the original dwelling had a total floorspace between 67 sq m and 266 sq m inclusive, the resultant dwelling size does not exceed the original dwelling size by more than 50%. Subsequent extensions which would result in an increase in floorspace beyond this limit will not be permitted.
3. Where the original dwelling had a total floorspace between 267 sq m and 400 sq m inclusive, the resultant dwelling size does not exceed 400 sq m of total floorspace. Subsequent extensions which would result in an increase in floorspace beyond this limit will not be permitted.
4. The original dwelling had a total floorspace of 401 sq m or more.

In all cases proposals will be subject to:

- a. the existing dwelling benefiting from a lawful and permanent residential use (excluding agriculturally tied dwellings);
- b. all floorspace measurements being external measurements; and
- c. the siting, design and construction of the replacement dwelling or extension incorporating measures that optimise energy efficiency.

5.182 Central Government Policy PPG3: 'Housing' (March 2000) is to "provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities". Outside settlement policy boundaries relatively few new dwellings will be permitted and therefore the dwelling stock is fairly static. It is important to maintain the variety of existing dwelling types and sizes in accordance with Government Policy. The trend of replacing and extending dwellings outside settlement policy boundaries creates larger and larger dwellings which could ultimately result in a very limited range of dwelling types being available. The Policy applies development restrictions to dwellings outside settlement policy boundaries to ensure that the existing variety in the housing stock is not diminished through excessive replacement and extension of dwellings.

5.183 Over the last few decades there has been a clear trend towards larger properties in the countryside, many of which were created by the expansion of smaller properties at a time when the District-wide housing needs surveys identify a continuing need for smaller, less expensive accommodation.

5.184 It is critical that a range of dwelling types and sizes should be available within settlement policy boundaries. Although many new dwellings will be small, the existing stock will need to be monitored to check that no imbalances are created through an excessive number of extensions being built. If problems are identified then a Supplementary Planning Document will be introduced to address the specific issues.

5.185 To help users of the Policy an explanatory table is shown below.

5.186 The Policy effectively identifies four categories of dwelling size: small dwellings of up to 66 square metres of original floorspace; a mid-range of dwellings from 67 - 266 square metres of original floorspace; large dwellings of between 267- 400 square metres of original floorspace; and very large dwellings of over 400 square metres of original floorspace. The “original floorspace” includes roof space which was originally designed as habitable space and cellars, provided that they existed at the effective date, i.e. 1st April 1974 or, in the case of a more recent dwelling, the date when it was built.

SIZE OF DWELLING ON 1ST APRIL 1974	1 - 66 SQ METRES	67 - 266 SQ METRES	267 - 400 SQ METRES	401 SQ METRES AND ABOVE
EXTENSIONS PERMITTED	Up to a maximum dwelling size of 100 Sq Metres	Up to a total maximum increase of 50%	Up to a maximum dwelling size of 400 Sq Metres	No limits, subject to all other policies of the Plan
REPLACEMENTS PERMITTED	Up to a maximum dwelling size of 100 Sq Metres	Up to a total maximum increase of 50%	Up to a maximum dwelling size of 400 Sq Metres	No limits, subject to all other policies of the Plan

5.187 In the case of an existing replacement dwelling constructed after 1st April 1974, the “original dwelling” is that which existed on the site at 1st April 1974. In all cases extension or replacement must be to a high standard of design and must take full account of the other policies of the Plan.

5.188 For the purpose of this Policy, extensions (both existing and proposed) include any built extension to the dwelling and (unless conditioned for non-habitable use) outbuildings and garages within five metres of the dwelling. The extensions allowed by this Policy include any extension allowance under Permitted Development Rights. Further extensions to dwellings that have already been replaced up to or beyond the maximum allowance will not be permitted. Replacement dwellings should be on or adjacent to the site of the original dwelling and the removal of the original dwelling will be required by condition. The Council will expect applicants to provide accurate information on the size of their existing dwelling at the time of submitting their planning application for an extension or replacement dwelling.

~~5.189 The Policy does not apply to dwellings subject to an agricultural occupancy restriction. Extensions and replacement of agricultural dwellings will not normally be permitted.~~

~~5.190 The District Council considers that dwellings outside settlement policy boundaries are less sustainably located than those within settlements because they rely on cars for access to a range of facilities, services and jobs. In order to offset this negative impact the Council will expect all replacement dwellings and extensions permitted under the Policy to be orientated, designed and constructed so that energy efficiency is optimised and so that materials from the original dwelling are re-used wherever possible.~~

## **Mobile Homes**

### **H17**

Planning permission will not be granted for the replacement of mobile home parks by permanent homes as this would result in the loss of low-cost accommodation for those who cannot afford to buy or rent a permanent dwelling.

5.191 Established mobile homes make an important contribution to the dwelling stock of East Hampshire, enabling people to have a home who either cannot afford to buy or rent a permanent dwelling or who do not wish to live in a permanent dwelling. The District-wide housing needs survey undertaken by the District Council in 1996 identified a need for affordable housing in all areas of the District. The loss of mobile homes would exacerbate this problem. The Council will ensure that the existing mobile home parks in the District are retained.

5.192 Applications for mobile homes will be treated on their merits and will be subject to the same criteria as permanent housing. However, there will be occasions when it will not be possible to grant planning permission for mobile homes since they cannot always meet the design and environmental criteria required for some development sites.

## **Accommodation for Gypsies**

### **H18**

~~Proposals for gypsy sites will only be permitted if:~~

- ~~a. the Council is satisfied that there is a genuine need for such a scheme in the locality;~~
- ~~b. the site is situated within or close to a settlement and is within a reasonable distance of schools, medical services, shops and other facilities;~~
- ~~c. adequate provision can be made for access, parking, turning and servicing;~~
- ~~d. the site is capable of accommodating the number of caravans/mobile homes proposed together with any proposed equipment for business activities;~~
- ~~e. adequate provision is made for landscaping to blend the site into its~~

- surroundings;
- ~~f. the site will be clearly defined by physical features; and~~
- ~~g. the site is capable of being provided with essential services.~~

~~Planning permission will not be granted for the replacement of lawful gypsy sites by permanent dwellings or other uses unless it can clearly be demonstrated to the satisfaction of the Council that there is no genuine need or likely future need for gypsy sites in the locality.~~

5.193 The District Council recognises that there is a need to plan for the special needs of gypsies. Circular 1/94 deals with gypsy sites and planning. The Council will keep under review the needs of gypsies in the Plan area in the light of information, provided by the County Council about the gypsy population and trends. Policy H18 sets out criteria to consider applications for gypsy sites. Although locations outside existing settlements may be acceptable, any site should be within a reasonable distance of local services and facilities and be acceptable in landscape terms. In view of the mixed uses which arise from many gypsies' desire to run their business from the site on which caravans are stationed, it is important that any proposal involving such a use complies with Policies P1 - P6 to ensure that there is no adverse effect on existing residents from noise, fumes or other disturbances which could arise from the use of the site.

5.194 It is also important that the site has a satisfactory highway access. In accordance with Central Government guidance contained in Circular 1/94 and PPG7, it will not be appropriate, as a rule, to make provision for gypsy sites in areas of open land where development is severely restricted, for example within the Area of Outstanding Natural Beauty, Sites of Special Scientific Interest, the best and most versatile agricultural land and other protected areas. Where such sites are permitted the Council may impose conditions restricting the proportion of the site which can be covered by equipment or used for business operations, the hours during which such equipment can be tested or repaired or during which the business operations can take place, and/or to limit the number of days when gypsy caravans may be permitted to stay on a transit site. The District has a limited stock of sites for the accommodation of gypsies. The loss of these sites to other uses is likely to result in further applications on green field sites contrary to the countryside policies of this Local Plan.

### **Travelling Showpeople**

#### **H19**

~~Proposals for the provision of permanent quarters for Travelling Showpeople or for the renewal of temporary consents for Travelling Showpeople's sites will only be permitted if:~~

- ~~a. the Council is satisfied that there is a genuine need for such a scheme in the District;~~
- ~~b. the site is not located within the AONB or a Local Gap; does not affect Sites of Special Scientific Interest, Special Protection Areas, Special Areas of Conservation, Sites of Importance for Nature Conservation or~~

sites which host a priority habitat or species (as listed in the EC Habitats and Birds Directives) and if it does not adversely affect the objectives of Policy C1;

- c. they are located conveniently for access to schools and other community facilities;
- d. adequate provision can be made for access, parking, turning and servicing;
- e. the site is clearly defined by physical features, if it has substantial natural screening and if adequate provision is made for additional landscaping to blend the site into its surroundings; and
- f. the site is capable of being provided with essential services. Planning permission will not be granted for the replacement of Travelling Showpeople's quarters by permanent dwellings or other uses unless it can clearly be demonstrated to the satisfaction of the Council that there is no genuine need or likely future need for travelling showpeople's sites in the locality.

5.195 The District currently has one permanent Travelling Showperson's site on Road Hill, Catherington measuring 0.56 hectares, an associated site also on Road Hill measuring 0.25 hectares and a site off Grayshott Road, Headley measuring 2.85 hectares. The large site off Road Hill has permanent planning permission which was granted in 1997. The second site at Road Hill is a long established site which does not benefit from a planning permission or a lawful development certificate but which is immune from enforcement action by virtue of it having been in existence in excess of 10 years. The site at Grayshott received consent in December 2004.

5.196 Travelling Showpeople's sites must meet the criteria set out in the above Policy which includes the general locational requirements set out in Circular 22/91. It is also necessary that a long term view is taken over land provision for these sites as the requirements are very specific and difficult to achieve. Given the difficulty in finding new sites which meet these requirements it is essential that sites which are established and which meet the requirements are not lost. Loss of these permanent sites is likely to result in demand for further sites which increases pressure for release of green field land contrary to the countryside policies of this Local Plan. Conversely, however, it is important that permanent permission is not granted to sites which do not fully meet the Policy criteria. The Council continues to examine the needs of local travelling showpeople.