

5 HOUSING (H)

HOUSING CONTEXT

“The Government intends that everyone should have the opportunity of a decent home that there should be a greater choice of housing the focus for additional housing should be existing towns and cities New housing and residential environments should be well designed and should make a significant contribution to promoting urban renaissance and improving the quality of life”. (Planning Policy Guidance Note 3: Housing, 2000).

In order to improve quality of life generally and meet the other objectives of this plan it is important that new housing is located in places where jobs, shops and public transport are reasonably accessible. This will help to reduce travel demands and car use.

There are clearly links between the housing and other policies of the plan including the following:

E	policies	Employment
BE	policies	Urban Renaissance and the Built Environment
C	policies	Countryside
T	policies	Transportation
IN	policies	Infrastructure provision
OS	policies	Public Open Space, Sport and Recreation

Government Policy

- 5.1 The most recently published Government planning policy relating to housing is contained in Planning Policy Guidance Note 3: Housing, March 2000 – updated 2005, which attaches much greater importance to good design; to issues of social inclusion and creating mixed communities; to making better use of previously developed land; to promoting higher densities, less car parking and a general review of those standards which most affect density of housing development. It is a fundamental requirement of Government policy that local planning authorities should plan to meet the housing needs of the whole community.

Structure Plan Policies

- 5.2 The Hampshire County Structure Plan 1996-2011 (Review) housing requirement has two elements. Policy H2 of the Structure Plan requires additional housing to be provided for, to meet part of the county wide “baseline” housing supply. Policy H4 requires Eastleigh Borough to identify a reserve housing provision in addition to the baseline requirements referred to above. Policy H3 proposes a Major Development Area to the South East of Eastleigh.

The Borough Council's Housing Objectives

- 5.3 The Council will ensure that sufficient additional housing is planned for during the period 2001-2011, to ensure general conformity with in the Hampshire County Structure Plan 1996-2011 (Review). The Council will ensure that its housing policies help to create or maintain mixed and balanced communities and that they do their best to address the needs of all sections of the community, including those in need of "affordable housing". The Council will ensure that as many of the necessary dwellings as possible will be accommodated within existing built up areas or on land already committed for development. The Council will monitor housing supply in order to test the performance of its housing policies.
- 5.4 The County Structure Plan Review 1996-2011 explicitly requires at Policy H3 that 3000 dwellings should be provided in a Major Development Area (MDA), and Policy H4 says that reserve housing provision will be identified to accommodate a further 1000 dwellings in the MDA. In accordance with Government Planning Policy Guidance, the Council has considered how much further development could reasonably be accommodated on previously developed land in accordance with DETR good practice guidance, December 2000. This has led the Borough Council to conclude that it will not be necessary to accommodate a major development area during the period 2001-2011.

The Current Policy Context

- 5.5 Since publication of the Hampshire County Structure Plan 1996-2011 (Review), the Government has updated its planning policy guidance regarding housing (PPG3: Housing - March 2000) and has issued new Regional Planning Guidance for the South East (RPG9 - March 2001). It is important that this local plan complies with PPG3 and RPG9 as well as being in general conformity with the Structure Plan.
- 5.6 PPG3 and RPG9 "increase the emphasis on concentrating new development in places well served by public transport, within urban areas and on previously developed sites, before considering the option of developing on greenfield sites" (para 2.5 RPG9).
- 5.7 Planning Policy Guidance Note 3 introduced a requirement for local planning authorities to conduct urban capacity studies and the Department of the Environment, Transport and the Regions published good practice guidance for such studies in December 2000, "Tapping the Potential".
- 5.8 Although it predates both PPG3 and RPG9 the Structure Plan adopts a basic strategy very much in conformity with their policies in that it seeks to concentrate new development as close as possible, in the main, to existing major settlements, with maximum use being made of previously developed land. However, whilst an assessment of urban

capacity across the County was undertaken to inform the structure planning process, that assessment was not conducted in the way now advocated in the Government's good practice guidance.

- 5.9 The Borough Council published an Urban Capacity Study Position Statement in August 2001 for consultation purposes. The Urban Capacity figures used to inform this Plan derive from the subsequent publication, Urban Capacity Study November 2002.

Housing Provision

- 5.10 In 2004/2005 the local plan inquiry Inspector heard and considered all the issues relating to housing and sustainable development: the delivery of new homes; urban regeneration; reducing the need to travel; and protecting countryside. In her consideration of "Overall Housing Provision" she recommended that the Council should identify sites for about a further 1,155 dwellings in addition to those identified in the Second Deposit Plan. On the basis that this would be in general conformity with the Structure Plan. The Inspector acknowledged that this assessment was a snap shot in time which would need to be reviewed at the Proposed Modifications stage.
- 5.11 The realistic potential for urban housing supply has increased significantly since the last evidence was presented to the Inspector.
- 5.12 Therefore sites for the full 1,155 dwellings are identified, with a mixture of urban sites and three greenfield sites.
- 5.13 Further information is contained in the Council's "Proposed Modifications Housing Provision Background Paper".

<p>70.H The Council will make the following provision for new housing in the period September 2001 to March 2011, as follows: Baseline: 5608 dwellings; Reserve: 395 dwellings. In order to be in general conformity with the Hampshire County Structure Plan 1996-2011 (Review).</p>

Housing Numbers

- 5.14 A fuller explanation of these tables, and the detailed components of supply, are contained in the 'Proposed Modifications Housing Provision' background paper. Provision = number of dwellings expected to come forward.
- 5.15 The key points are that the Plan:
- Has identified 1,400 dwellings more than the Structure Plan baseline requirement (Row 14).

- Is 700 dwellings short of identifying the full Structure Plan reserve requirement (Row 22)
- Has met the full reserve requirement set by the Inspector, with an additional margin of 300 dwellings (Row 27 and above Row 10).

Baseline Requirement: 1996 – 2001 - 2011

1	Structure Plan Baseline Requirement, 1996 - 2011	6295
2	Net Completions, 1996 - 2001	2085
3	Residual Structure Plan Baseline Requirement, 2001 - 2011	4210
4	Inspector's Baseline Provision, 2001 - 2011	4860
5	Inspector's Baseline Provision as a Surplus over Structure Plan Baseline Requirement	+650

Additional Reserve Requirement: 2001 – 2011

6	Structure Plan Reserve Requirement, 2001 - 2011	2500
7	Inspector's Reserve Requirement, 2001 - 2011	1155
8	Inspector's Baseline Surplus + Reserve Requirement	1805
9	Inspector's Baseline Surplus + Reserve Requirement as a Deficit against Structure Plan Reserve Requirement	-695

Total Provision of Sites at Proposed Modifications Stage, 2001 - 2011

5.16 The major sites that contribute to this provision are set out at the end of this section.

(Row 10 is 297 dwellings lower than the actual number to reflect a margin for change that the Inspector considered appropriate)

10	Baseline Provision of Sites	5608
11	Reserve Provision of Sites	395

Balance at Proposed Modifications Stage

Baseline Balance (against Structure Plan)

12 (see 3)	Residual Structure Plan Baseline Requirement, 2001 - 2011	4210
13 (see10)	Proposed Mods. Baseline Provision, 2001 - 2011	5608
14	Proposed Mods. Baseline Provision as a Surplus over Structure Plan Baseline Requirement	+1398

Baseline Balance (against Inspector's expectation)

15	Inspector's Baseline Provision, 2001 - 2011	4860
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(see 4)		
16 (see 10)	Proposed Mods. Baseline Provision, 2001 - 2011	5608
17	Proposed Mods. Baseline Provision as a Surplus over Inspector's Baseline Provision	+748

Reserve Balance (against Structure Plan)

18 (see 6)	Structure Plan Reserve Requirement, 2001 - 2011	2500
19 (see 14)	Proposed Mods. Surplus over Structure Plan Baseline	+1398
20 (see 11)	Proposed Mods. Reserve Provision	+395
21	Proposed Mods Total Provision Towards SP Reserve Requirement	1793
22	Proposed Mods. Total Provision Towards SP Reserve Requirement as a Deficit Against Actual Structure Plan Reserve Requirement	-707

Reserve Balance (against Inspector)

23 (see 6)	Inspector's Reserve Requirement, 2001 - 2011	1155
24 (see 17)	Proposed Mods. Surplus over Inspector's baseline Provision	+748
25 (see 11)	Proposed Mods. Reserve Provision	+395
26	Proposed Mods. Total Provision Towards Inspector's Reserve Requirement	1143
27	Proposed Mods. Total Provision Towards Inspector's Reserve Requirement as a Deficit Against Actual Inspector's Reserve Requirement	-12

Major Sites (50+ net gain in dwellings expected between 2004 – 2011).

*The asterixed sites have not received planning permission from the Council; and/or (in the case of sites M & Q) are awaiting Allotments Act approval. Their inclusion represents a technical view from staff as to what can realistically be delivered. Most of these sites were considered by the Inspector, who reached the same technical

conclusion on deliverability (save for a few sites where there have been changes since the inquiry).

- 5.17 The following major sites contribute to the baseline provision of sites (row 10):

	Site	Dwellings
A	Leigh House Hospital, Chandler's Ford	70
B	The Mount, Church Road, Bishopstoke*	111
C	Pirelli Phase 1	427
D	Pirelli Phase 2*	196
E	Former Caustons, Brookwood Avenue, Eastleigh	97
F	West of Ensign Way, Hamble	72
G	East of Ensign Way, Hamble	67
H	Botleigh Grange, Hedge End	103
I	Dowd's Farm, Hedge End	670
J	Urban Renaissance Quarter, Eastleigh	173
K	EHA Developments, Eastleigh*	90
L	Crestwood School, Shakespeare Road, Eastleigh	80
M	Woodside Avenue allotments, Eastleigh*	100
N	24-28 Hursley Road, Deans Centre, Chandler's Ford	58
O	Wildern Mill, Hedge End*	180
P	Sportsman PH, West End	54
Q	South of South Street, Eastleigh*	432
R	The Gardens Redevelopment, Eastleigh (see technical note in background paper)	52
S	Hendy Ford, Chandler's Ford	150
T	Kings Copse School, Hedge End*	100
U	Aquamarine, Bishopstoke	56

- 5.18 The following major sites make up the complete reserve provision of sites (row 11):

V	Fair Oak Lodge / Quobleigh Pond, Fair Oak*	230
W	Hardings Lane, Fair Oak*	100
X	Romill Close, West End*	65

Mixed Use Development

- 5.19 The Government suggests that Local Planning authorities should promote developments which combine a mix of land-uses, including housing, either on a site or within individual buildings such as flats over shops. The Council considers that whilst mixed use development can be beneficial, especially in town and local centres, by reducing the need to travel; introducing more vitality and giving better opportunities to create a more distinctive character to our houses and villages, great care and sensitivity needs to be exercised to avoid mixed use developments from including incompatible activities which might

conflict with other activities or reduce the attractiveness of urban areas as places to live.

71.H The Council will encourage mixed use developments where appropriate and will consider the need for a mix of uses on a site by site basis with the objectives of reducing the need to travel and introducing vitality into urban areas.

Housing Densities

- 5.20 The Government says, in Planning Policy Guidance Note 3: Housing, March 2000, that local planning authorities should avoid the inefficient use of land to reduce the level of land-take in order to help to sustain local services or public transport and, thereby, to reduce social exclusion. The Government advocates critical examination of the various space standards which are applied to new development with a view to avoiding housing development of less than a density of 30 dwellings per hectare, net, and encouraging housing development at between 30 and 50 dwellings per hectare net.
- 5.21 Furthermore, Government is encouraging local planning authorities to seek greater intensity of development in locations with good public transport accessibility such as, for example, the Eastleigh Renaissance Quarter. The reason why the Quarter has been identified as such is largely due to its good accessibility. The Council wishes to concentrate higher density developments in areas which are well served by public transport and from where a wide range of services like shops, schools and medical facilities can be easily accessed by means of transport other than the car. Whilst the Council is keen to optimise the use of land when it is developed, it is also sensitive to the importance of protecting the characteristics of urban areas which people value, which in some cases is a result of relatively low densities.

72.H In areas which are close to good public transport provision and from where shops, schools and other facilities which meet day to day needs are easily accessible, the Council will expect net residential developments to achieve the maximum residential density compatible with the protection of reasonable residential amenity up to or beyond 50 dwellings per hectare if appropriate. Permission will not be granted for proposals which do not achieve optimum densities. Only in exceptional circumstances will the Council accept densities of less than 30 dwellings per hectare where it is considered to be in the best interests of protecting the amenity of the area. On sites of less than 10 dwellings, where the amenity of the area is particularly dependent on lower density development, the Council will be prepared to consider densities as low as 30 dwellings per hectare.

5.22 The Borough Council defines net housing density in the following way:

Net density is calculated by dividing the net developable area by the number of proposed dwelling units. Net developable area includes only those areas which will be developed for housing and directly associated uses. This will include:

1. Access roads within the site;
2. Private garden space;
3. Car parking areas to serve the development;
4. Incidental green space; and
5. Children's play areas, where they are to be provided.

It excludes:

1. Major distributor roads;
2. Schools and the sites of other community buildings;
3. Open spaces serving a wider area;
4. Significant landscape buffer strips and noise attenuation mounds;
5. The canopy spread, or potential canopy spread of trees worthy of retention;
6. Other landscape or water features worthy of retention.

Creating Mixed Communities

5.23 PPG3: Housing (2000) states local planning authorities should seek to create mixed communities with a better mix of house size. Some recent developments in the Borough have provided predominantly one type of house size so have not helped to create mixed communities.

5.24 The Council's Supplementary Planning Guidance (2003) defines an appropriate mix of housing on new development. The Council will seek, in new housing developments, for about 35% of dwellings to be of 2 bedrooms or less; about 50% of dwellings to be of 3 bedrooms; and about 15% of dwellings to be 4 bedrooms or more. These are targets for negotiation on individual proposals. This Supplementary Planning Guidance will be a material consideration in the determination of relevant planning applications.

73.H Housing proposals for 15 dwellings or more will be required to provide appropriate mix of dwelling types.
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Affordable Housing

- 5.25 The Government recognizes that the need for affordable housing is a material planning consideration. It sets out policy in PPG3: Housing (2000); Circular 6/98: Planning and Affordable Housing; RPG9: Regional Planning Guidance for the South East (2001) and the South East Regional Housing Statement (2002). Further refinements of Government policy on the provision of affordable homes in the South East, and the role of the planning process in facilitating this are anticipated, and will be taken into account.
- 5.26 House prices in the Borough are high and many households find it difficult to afford housing on the open market. The Council's housing needs survey (2003 and updated in 2004) clearly identifies a high level of need for additional affordable housing. The survey identified 2,906 concealed households in the Borough, 81% of whom could not afford to buy a home. The survey report assessed that there would be an annual requirement for 672 affordable homes to be built to meet the backlog of existing housing need and to meet new housing need over the plan period to 2011.
- 5.27 The Council's policy is set out in more detail in the draft Supplementary Planning Guidance on Affordable Housing (2003), and is justified by its housing needs survey (2003, updated 2004). Both will be further updated as appropriate.
- 5.28 Developers are urged to seek the Council's advice regarding the provision of affordable housing (and planning obligations in general) prior to purchasing land. Failure to take account of the implications for the economic viability of meeting the aims of the Plan policies on affordable housing at site acquisition stage, will not be considered a justifiable reason for reducing affordable housing provision.
- 5.29 Affordable housing will not be regarded as affordable unless the selling price or rent is significantly lower than average for that type of property on the open market locally, such that it can be afforded by households below the income threshold described in 5.33 below.
- 5.30 Affordable housing particularly includes subsidised housing for social rent, subsidised shared equity housing, subsidised key worker housing and subsidised housing for sale. (This list is illustrative but not exhaustive). The Council will seek to determine the tenure mix within the affordable housing element of a development based on identified needs and priorities.
- 5.31 It is anticipated that the affordable housing provided in the Borough will

be provided by registered social landlords (housing associations) or other affordable housing providers. Prospective developers are encouraged to work from an early stage in partnership with such an association and in consultation with the Council's Housing Services Unit in evolving housing development proposals.

- 5.32 The affordable housing provision must be affordable to households on a range of incomes below the threshold at which they can afford to access the cheapest appropriate open market housing.
- 5.33 The income threshold is the income required for a household to buy or rent open-market housing in the Borough, calculated on the basis that the cost of buying or renting should not exceed 25% of gross household income.
- 5.34 On the basis of the housing needs survey and valuation issues, the Council's target is that 35% of new dwellings on sites to which this policy applies should be affordable. This should not be regarded as either a maximum or minimum figure but as the starting point for negotiations on the appropriate level of provision.
- 5.35 The precise proportion of housing to be affordable on individual sites, and the mix of types of affordable housing on sites will be negotiated with the applicant in the light of this target, taking account of a number of factors. These include the latest Government policy, Council Housing Strategy, Supplementary Planning Guidance and Housing Needs Survey; local needs; the site's location and circumstances; and the extent of other requirements placed on the development. It is recognised that some sites involve unforeseen and/or exceptional development costs and in these cases the Council will be flexible in negotiating realistic affordable housing targets (see also paragraph 5.28). However, any proposal for a development that would under-provide affordable housing against the Plan's target should be justified by substantive evidence.
- 5.36 The Council will seek an element of affordable housing on all sites capable of accommodating 15 dwellings or more. It considers that this threshold is justified by the high level of housing need demonstrated by the Housing Needs Survey (2003, updated 2004) and the limited opportunities that would otherwise be available to help in meeting this need. The Council will also seek a proportional contribution towards affordable housing in respect of sites of fewer than 15 dwellings or less than 0.5ha when local circumstances justify this. Such circumstances may include:-
- Areas of the Borough where affordable housing needs are highest.

- Where the location is particularly sustainable in respect of, for example; proximity to shops, schools, community facilities and good public transport.
 - Where the number of sites for 15 dwellings or more coming forward is likely to be limited in a particular area of the Borough.
- 5.37 The Council considers that all sites of 0.5 hectares or more will be capable of accommodating 15 dwellings or more (30 dwellings to the hectare). Smaller sites will be capable of accommodating 15 dwellings when they are close to town, district or local centres, or to public transport routes, because it is appropriate to develop at higher densities. The size of a site will be taken to include adjacent land, if it is available and suitable for development.
- 5.38 The Council will only accept that the affordable housing element is provided off site in exceptional circumstances, and where it can be provided on another site equally or more accessible to schools and other local facilities and public transport.
- 5.39 Affordable housing must be integrated within the overall development. This means it should be provided in a series of small clusters throughout the development ('pepper-potting').
- 5.40 The requirement to provide affordable housing will apply whether or not Housing Corporation or other grant support is available. If grant funding is not likely to be available by the time the development is due to start the Council would seek to negotiate, either:
- a) A tenure mix that could be delivered with nil public subsidy.
 - b) A lower on-site target for the provision of affordable homes together with a financial contribution to off-site affordable homes.
 - c) The provision of affordable homes by the developer on another site.
 - d) A financial contribution in lieu of the affordable homes provision or some combination of the above to be determined by the Local Planning Authority.
- 5.41 The Council will use its reasonable endeavours to facilitate the provision of funding for the development of the affordable housing provision. Details of funding mechanisms are set out in the draft Supplementary Planning Guidance.

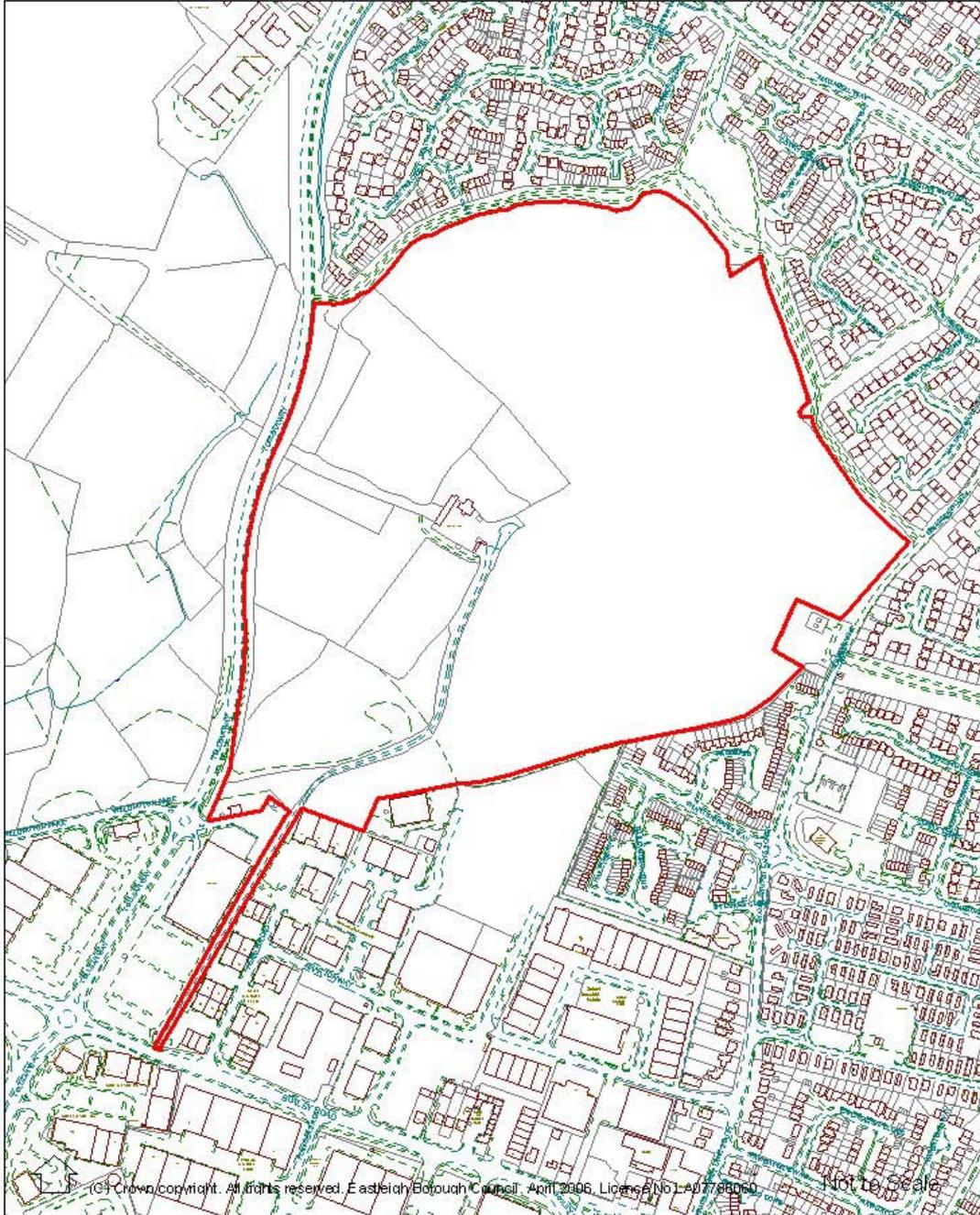
74.H Affordable housing is housing the cost of which is significantly lower than average for the type of property on the open market locally, such that it can be afforded by households below the income threshold where the cost of housing would be in excess of 25% of gross household income. To secure the provision of affordable housing, the Borough Council will seek to ensure all of the following:

- i. that a target of 35% of the new dwellings provided on sites which meet the other criteria set out below are affordable;
- ii. that affordable dwellings are provided on all sites capable of accommodating 15 or more dwellings and in special circumstances that affordable dwellings are provided on smaller sites, these circumstances are:-
 - a. where sites are located in parts of the Borough with the highest level of need for affordable housing, or
 - b. where the location is particularly sustainable in respect of proximity to shops, schools, community facilities and good public transport, or
 - c. where the number of sites for 15 or more dwellings that come forward is likely to be limited in a particular area of the Borough.
- iii. a mix of types of affordable dwellings; and
- iv. that the affordable elements are integrated with the whole development.

Where the Council considers that on a specific planning application an insufficient proportion of affordable dwellings is proposed, it will refuse planning permission.

Smaller Sites Meeting the Thresholds

- 5.42 It is particularly important that smaller sites are developed to their optimum and that developers are not allowed to depress the yield of a scheme in order to avoid the need to provide some affordable housing. Development schemes on sites where affordable housing thresholds are reasonably achievable should achieve those thresholds.



Plan 8

Dowd's Farm, Hedge End. Special Policy Area

Eastleigh Borough Local Plan Review (2001-2011)

75.H Planning permission will not be granted for housing development where the Council considers that the number of units being proposed is insufficient to make most effective use of the land. This will include instances where the affordable housing threshold is not reached but where the Council considers that it reasonably could be.

Housing Allocations

- 5.43 The Council proposes to meet the majority of its housing requirement during the plan period through the redevelopment of previously developed land. The main focus of this activity will be Eastleigh town where such redevelopments will enable significant investment to be channelled into a range of environmental and transportation improvements.
- 5.44 The additional population is likely to improve the commercial viability of the town centre and of public transport services, potentially triggering significant improvements to facilities. It will also help to fund new investment in local schools.
- 5.45 It is not possible, however, for the entire housing requirement to be met in this way and the Council has identified what it considers to be the two most sustainable and appropriate sites for development as planned extensions to the north-west of Hedge End and to the south of Eastleigh.
- 5.46 These two sites, Dowd's Farm, Hedge End and land south of Monk's Way and South Street, Eastleigh are to be brought forward as soon as practicable. A third, much smaller site, is proposed at Whitetree Farm, Fair Oak. Development of about 1 hectare of land at Whitetree Farm will accommodate about 45 dwellings and will provide the Parish with land for public open space and a cemetery.

Dowd's Farm, Hedge End

- 5.47 Development of the site for mixed use, including about 500 homes, could bring about a number of benefits to the local area, including the provision of land for a new Primary school and an area of public open space for enjoyment by both the existing and new residents of the area as an Urban Park (see Plan 8).
- 5.48 A development brief for the site was adopted in December 2002.

76.H Development will be permitted on land at Dowd's Farm, Hedge End, as shown on the Proposals Map, subject to all the following criteria being met:

- i. development being carried out in accordance with a development brief to be adopted by the Borough

	<p>Council. The brief will establish, amongst other matters, precisely how much of the site is to accommodate housing, the general location of the proposed Primary School site and the extent and location of public open space;</p>
ii.	<p>an appropriate mix of housing type and size, which will be determined as part of the brief preparation;</p>
iii.	<p>the need for any social or community buildings or other provision to be met either on site or elsewhere to meet likely future needs will be considered as part of the development brief;</p>
iv.	<p>an area of 1.2ha being set aside for a new Primary school;</p>
v.	<p>land being made available for a contiguous area of 6ha of land for public open space in the form of an Urban Park, in addition to other incidental areas of public open space;</p>
vi.	<p>adequate provision being made to improve transportation infrastructure, social and community facilities including equipped play areas, and financial contributions for the future maintenance of such facilities and for Public Open Space. Financial contributions are likely to be necessary to bring about the above provisions and towards the provision of the Primary school building. The precise requirements will be set out in the development brief; and</p>
vii.	<p>30% of all dwellings provided should be for affordable housing.</p>

Land South of Monks Way and South Street, Eastleigh

- 5.49 Land between Lakeside Country Park and Monks Way, Eastleigh (see Plan 9), currently accommodates a number of allotment gardens. To the south of these allotment gardens the remainder of the site is unused, although there is a need to safeguard some of this land to accommodate part of the Chickenhall Lane Link Road.
- 5.50 The site is very well located to accommodate further housing; the town centre is within level walking distance. However no development will take place until suitable replacement allotments have been provided. Provision may need to be made for an access spine road to run close to and parallel with the southern boundary of the site with an access to Southampton Road. A development brief has been prepared for this

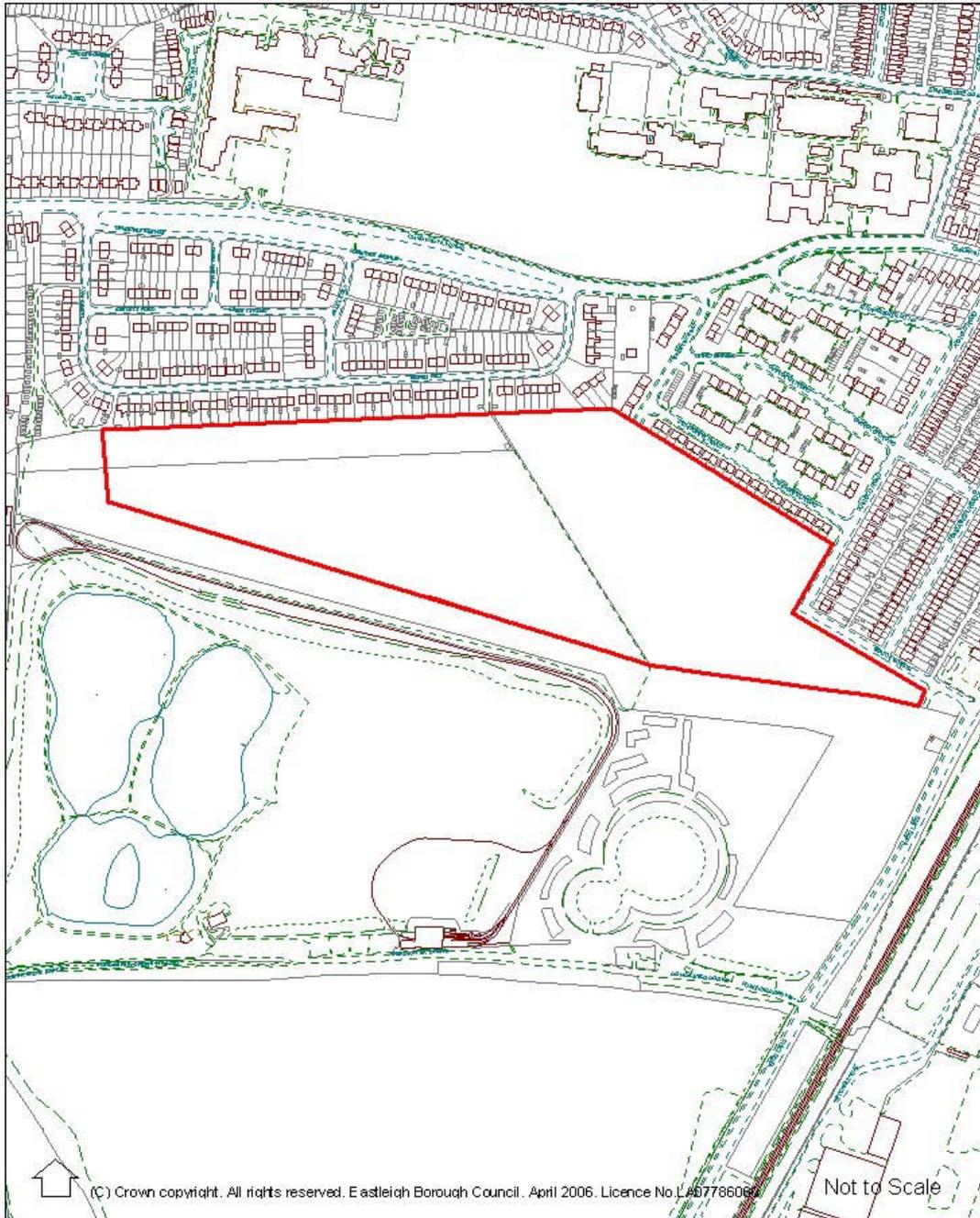
site and it will be a material consideration in the termination of planning applications.

- 77.H Development will be permitted on land south of South Street and Monks Way, Eastleigh, as shown on the Proposals Map, subject to all the following criteria being met;
- i. development being primarily for residential purposes. It is anticipated that the site will accommodate approximately 430 dwellings but the precise size of the development will be determined by design and layout considerations, especially the achievement of a high quality interface with the southern and eastern boundaries of the site;
 - ii. development will not commence until suitable replacement allotments have been provided and are ready for occupation;
 - iii. permission will only be granted for proposals which establish a new urban edge of particularly high design quality in terms of landscape planting and architectural treatment;
 - iv. financial contributions will be required, to improve education provision in the locality; to improve accessibility between the site, the town centre and local schools; for public open space; for public transport facilities; to undertake improvements to public open space provision at Lakeside Country Park and for local environmental improvements;
 - v. land will need to be safeguarded to enable the future provision of the Chickenhall Lane Link Road; and
 - vi. the Council's target is for 35% of the dwellings on this site to be affordable.

Land at Whitetree Farm, Fair Oak

5.51 A shortfall of public open space and the need for a new cemetery have been identified in the parish of Fair Oak and Horton Heath. The opportunity has arisen to provide these requirements on an area of nearly 20 hectares at Whitetree Farm (see Plan 10), but in order to facilitate their provision some enabling development will be necessary.

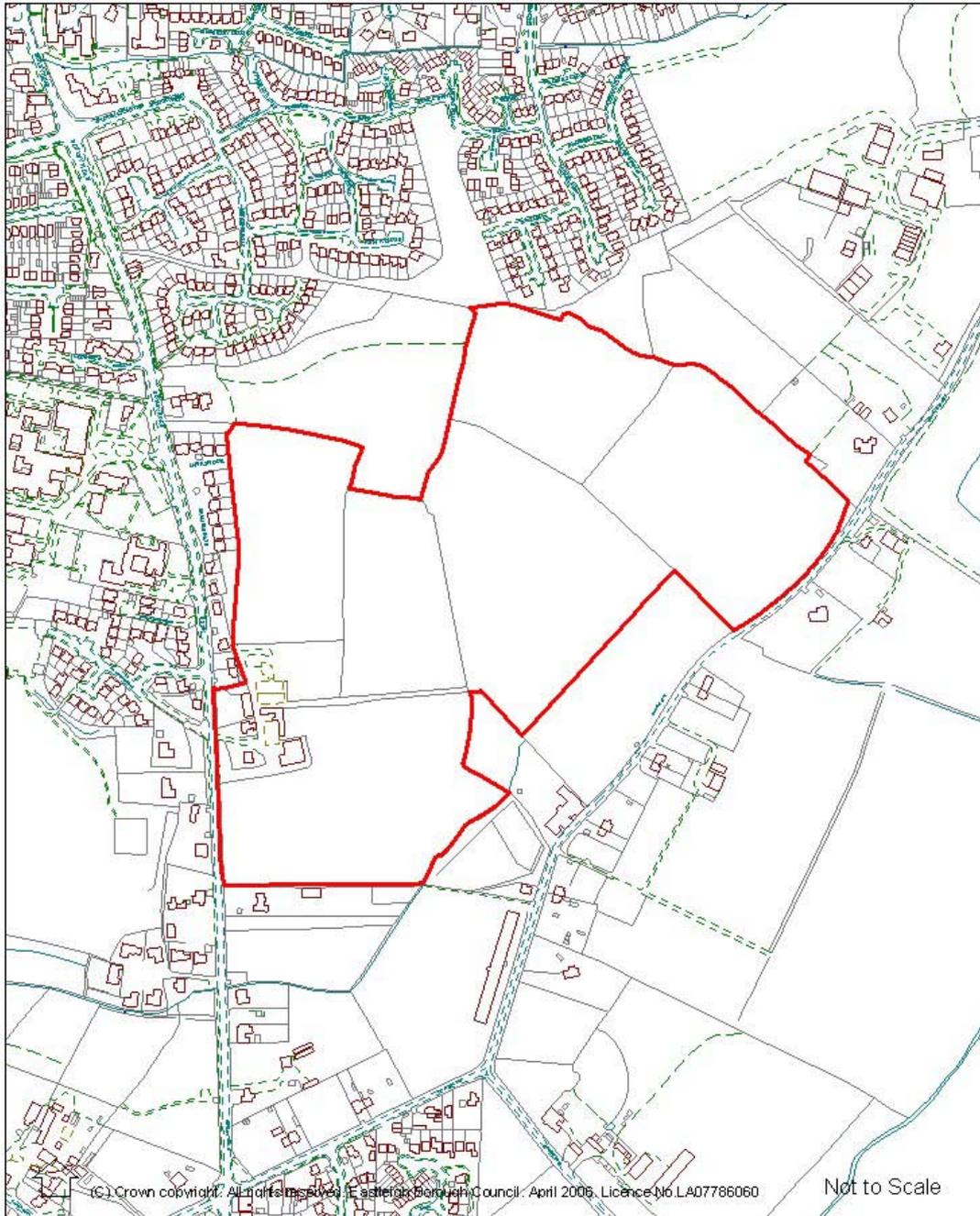
5.52 The area will remain outside the urban edge but is designated a Special Policy Area. This will help to ensure that all the benefits proposed will be achieved.



Plan 9

South Street, Eastleigh.

Eastleigh Borough Local Plan Review (2001-2011)



Plan 10

Whittree Farm, Fair Oak

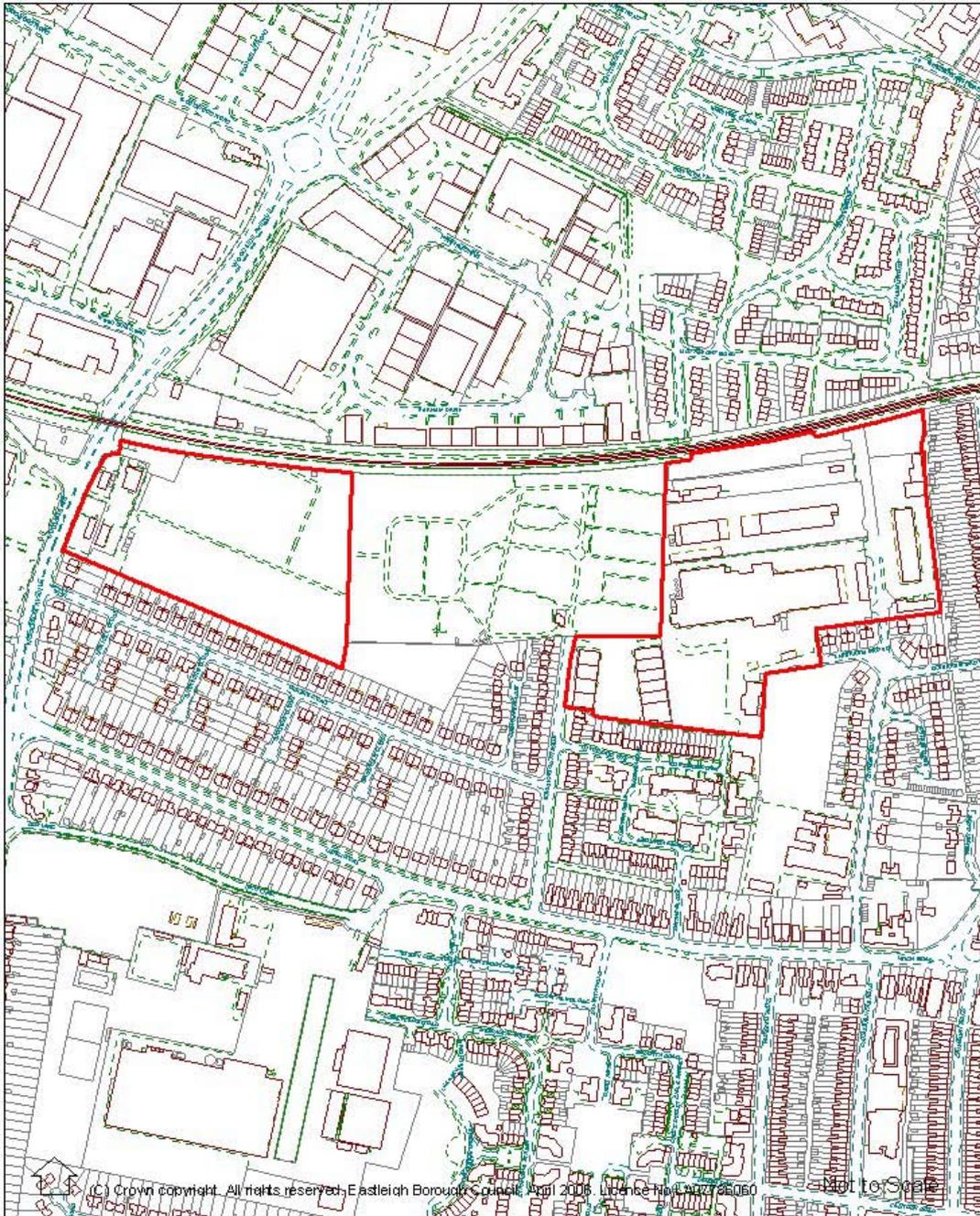
Eastleigh Borough Local Plan Review (2001-2011)

78.H Planning permission will be granted for about 45 dwellings on land at the western edge of the Whitetree Farm Special Policy Area, Fair Oak provided all the following criteria are met:

- i. the development is carried out in strict compliance with a Development Brief to be approved by the Borough Council. The Brief will include provision for residential, public open space, employment and cemetery uses;
- ii. 40% of the residential development is affordable housing;
- iii. the submission of a satisfactory land contamination assessment;
- iv. the submission of a satisfactory Transport Assessment; and
- v. the satisfactory conveyance to Fair Oak and Horton Heath Parish Council of the land identified for public open space and cemetery use.

Land off Woodside Avenue, Eastleigh

- 5.53 Land to the north of Kipling Road, between Woodside Avenue and Brookwood Road cemetery is currently in use as allotment gardens, a household waste recycling facility and to accommodate community uses. Part of the site is reserved for an extension to the cemetery.
- 5.54 The site is close to Eastleigh Town Centre and its more intensive use would help to add vitality to the town centre and to avoid further development on greenfield sites. It is well located for housing and, at its western end, for employment (see Plan 11).
- 5.55 The land will not be developed until suitable replacement allotments have been provided. A small area of land in the south-east corner of the site will be retained to allow cemetery extension and of land fronting Woodside Avenue will be developed for employment purposes. The Council has adopted a development brief to guide the future development of this land. The development brief will be a material consideration in determining any planning application relating to this site.
- 5.56 The Council will assist in the relocation of existing uses fronting Woodside Avenue and with the relocation of the household waste recycling facility to a larger more appropriately located site.



Plan 11

Woodside Avenue and Toynbee Road, Eastleigh

Eastleigh Borough Local Plan Review (2001-2011)

79.H Development will be permitted on land off Woodside Avenue, Eastleigh, as shown on the Proposals Map, subject to all the following criteria being met:

- i. development being for mixed residential and employment use. It is anticipated that the site will accommodate approximately 100 dwellings;
- ii. an area of land at the western end of the site will be reserved for class B1 (b) and (c) business uses.
- iii. vehicular access will be from Woodside Avenue only;
- iv. particular care will need to be taken to ensure satisfactory relationships between development and the railway line and between housing and employment areas. In this regard acoustic surveys will need to establish any necessary remediation measures;
- v. development will not commence until suitable replacement allotments have been provided and are ready for occupation;
- vi. financial contributions will be required, to improve education provision in the locality; to improve accessibility between the site and the Town Centre; for recreation and public transport facilities; to undertake improvements to public open space provision at Brookwood Avenue Cemetery and for local environmental improvements; and
- vii. the Council's target is for 35% of the dwellings on this site to be affordable.

Significant Brownfield Opportunity Sites

5.57 There are a number of significant sites within existing built-up areas on which the Council will promote or support redevelopment for mainly housing use. These sites are described below.

Land off Toynbee Road, Eastleigh

5.58 The northern end of Toynbee Road is occupied by a number of employment uses, the largest of which is British Bakeries. Employment activities on this land began when the site was on the edge of town. By modern standards these uses are poorly located because their only vehicular access is through a residential street, past a primary school and they generate significant heavy vehicle movements.



Plan 12

Pirelli/Passfield Avenue (Phase II)

Eastleigh Borough Local Plan Review (2001-2011)

5.59 The Council considers that the whole of this land (see Plan 11) would be better used for housing purposes. Redevelopment for housing would entail the satisfactory relocation of a number of existing uses and the Council acknowledges that this is unlikely to be achieved within the timescale of this plan. However the Council will continue to pursue its objectives of securing high quality comprehensive redevelopment of this land for mainly housing. Redeveloping some of these employment uses and not others would be problematic and unlikely to result in the most appropriate form of development, therefore a comprehensive approach to all the land is necessary.

Pirelli/Passfield Avenue (Phase II)

5.60 In September 2001 the Council adopted a development brief relating to the easternmost 11.7ha of the Pirelli General Cables site in Leigh Road, Eastleigh. It is expected that the remainder of this site will become available for redevelopment (see Plan 12) and it is critical that its future is considered comprehensively in the context of its surroundings. To this end the Council will adopt a development brief to guide future redevelopment of the site. The development brief will be a material consideration in determining any planning application relating to this site. It is anticipated that the site will accommodate approximately 400 dwellings and an element of B1(b) employment floorspace. The development brief will clarify the site's capacity to accommodate housing, employment, public open space and community provision.

80.H Development will be permitted on land currently occupied by Pirelli General off Passfield Avenue, as shown on the Proposals Map, subject to all the following criteria being met:

- i. redevelopment will be for primarily residential purposes with retention of the existing office premises, the provision of additional employment floorspace, public open space and community provision;
- ii. financial contributions will be required to improve education provision in the locality; to improve accessibility between the site and the town centre, particularly for cyclists and pedestrians, for recreation and public transport facilities, and for public open space and community provision off-site;
- iii. additional provision will need to be made off-site to compensate for any loss of existing community buildings and social and recreational facilities on site; and
- iv. the Council's target is for 35% of the dwellings on this

site to be affordable.

Non-conforming Use Sites

- 5.61 There are a number of sites within the built-up areas of the Borough which are in lawful uses which may continue indefinitely. A small number of these uses are considered to be incompatible with their surroundings, and or on land which the Council would prefer to see in housing use.

Hendy Ford, Bournemouth Road, Chandler's Ford

- 5.62 The Council is actively seeking to relocate this business to an alternative site in the locality thus releasing this land for housing. Should wholesale relocation not prove feasible then a mixed development of a new car showroom fronting Bournemouth Road and housing on the remainder of the site would be acceptable.

Nuttall's Yard, Allbrook

- 5.63 This is an established business use in a sensitive location, adjoining housing and open countryside close to the Borough boundary.
- 5.64 The use is visually prominent and it generates heavy vehicle movements through the adjacent residential areas. The users have every right to continue with their current use of the site. However, should the opportunity arise the Council would wish to encourage redevelopment of this site for housing.
- 5.65 In respect of all the above sites, in negotiating for suitable provision of affordable housing and other planning obligations, account will be taken of valuation considerations, including the potential costs of relocation where this arises.

Central Precinct, Chandler's Ford

- 5.66 The Council wishes to promote comprehensive redevelopment of this site.
- 5.67 Whether or not any redevelopment takes place here is a matter for existing tenants and landowners to decide. However from the Council's point of view the Central Precinct building is considered ripe for replacement and providing that an appropriate shopping frontage is incorporated into any redevelopment, and subject to the other policies in this plan, the Council will give existing owners whatever assistance it can to secure an appropriate redevelopment. Any redevelopment should ensure that the main road frontage is primarily retail with the remainder of the site in residential use.

HAMPSHIRE COUNTY RESERVE SITES

- 5.68 The County Council's Structure Plan provides that over and above the baseline requirement for housing in the Borough an additional reserve provision be identified, the release of which can be managed if monitoring reveals that there is a compelling need for this additional housing to be brought forward.

81.H The following sites are proposed as reserve housing sites, in accordance with policy H4 of the Hampshire County Structure Plan 1996-2011 (Review):-

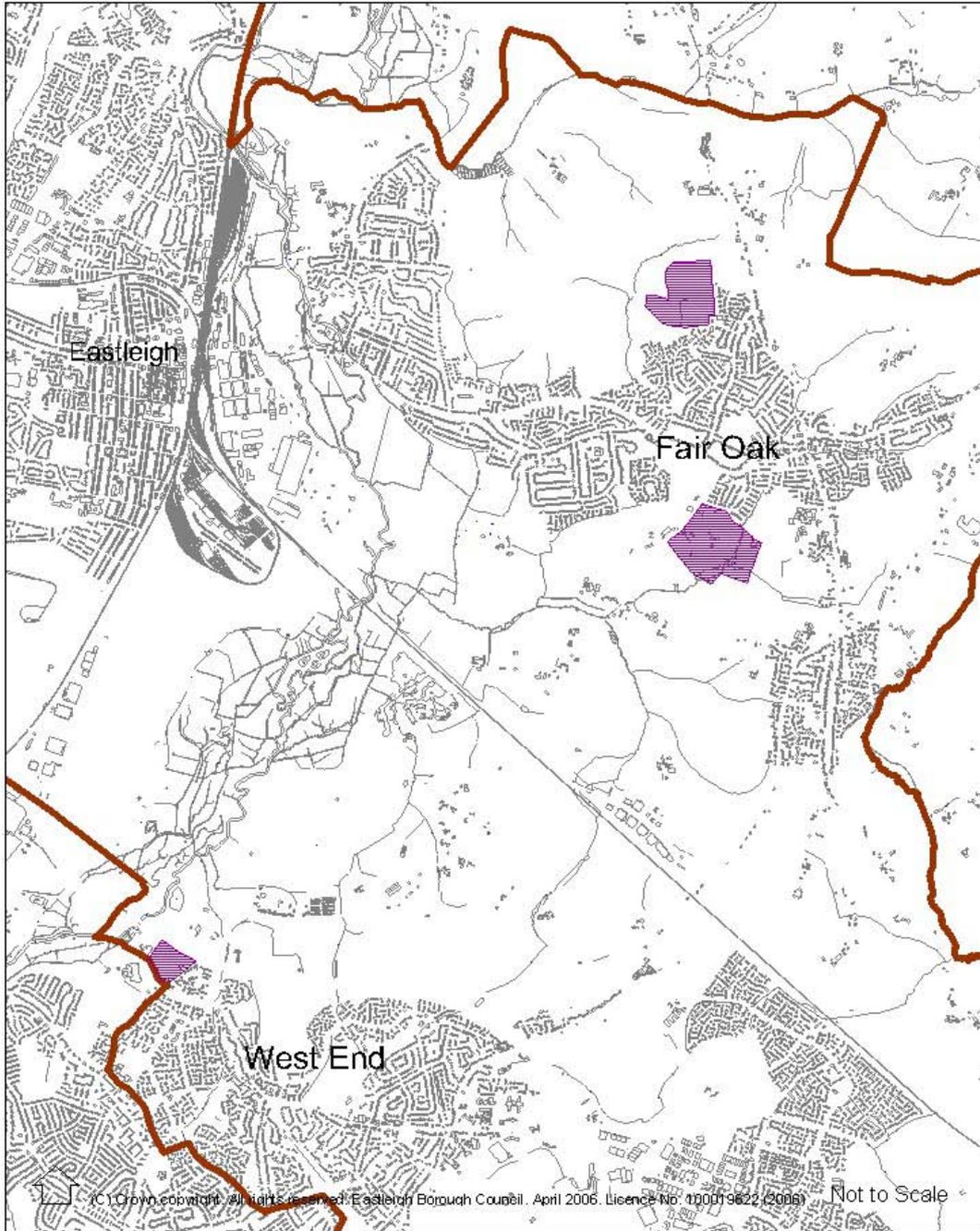
- i. Land at Hardings Lane, Fair Oak;
- ii. Land at Fair Oak Lodge/Quobleigh Pond and St Swithun Wells Church, Fair Oak; and
- iii. Land west of Romill Close, West End, as shown on the Proposals Map

The Council will have to be satisfied that there is a robust justification for the release of any of these sites. Until then, planning permission for housing development on these sites will not be granted, and other development which would prejudice their possible use for housing will not be permitted.

- 5.69 In addition to the above policy which establishes the general circumstances under which planning permission will be granted for the development of reserve sites, the following policies set out more site specific requirements which would also need to be satisfied before the grant of planning permission (see Plan 13).

Hardings Lane, Fair Oak

- 5.70 This site lies on the northern edge of Fair Oak, to the east and south-east of Stoke Park Wood and Crowdhill Copse. The site as a whole extends to an area of some 13ha, bounded by Hardings Lane to the south, a public footpath to its east and woodlands to its north and west boundaries. However not all of the site is suitable for housing. The remainder of the site would be given over to Public Open Space use. Existing non-conforming business uses at the southern end of the site would be removed as part of any development. It is estimated that this site might accommodate about 100 dwellings. However, the precise mix and disposition of land uses will be determined in consultation with local communities who will be involved in the preparation of a development and design brief.



Plan 13

Reserve Housing Sites

Eastleigh Borough Local Plan Review (2001-2011)

82.H Subject to the provisions of policy 81.H, development will be permitted on land north of Harding Lane, Fair Oak, as shown on the Proposals Map provided all the following criteria are satisfied:

- i. no housing development shall take place on the site except within the area indicated as such on the development brief, the remainder of the site being dedicated as Public Open Space;
- ii. planning permission shall not be granted for housing development on this site until:
 - a. a development brief has been adopted which determines precisely the disposition of land uses on the site. The main uses will be open space and residential
 - b. a detailed timetable and specification of works to remove the non-conforming uses from the southern part of the site and reinstate that land has been agreed with the Local Planning Authority; and
 - c. a detailed timetable and specification of works and a reasonable commuted payment for the long-term maintenance of the Public Open Space facilities has been agreed with the Local Planning Authority.
- iii. the Council's target is for 35% of the dwellings on this site to be affordable.

Fair Oak Lodge/Quobleigh Pond and St Swithun Wells Church,
Fair Oak

5.71 This site extends to about 20.26ha and is located immediately to the south of Dean Road, Fair Oak, fronting the eastern side of Allington Lane. There are a number of existing uses on the overall site, including a church and its car park, the King's School and Rockford House. The site as a whole consists mainly of undeveloped land and is shown on the Proposals Map. It could accommodate about 230 dwellings.

83.H Subject to the provisions of Policy 81.H, development will be permitted on land at Fair Oak Lodge/Quobleigh Pond and St Swithun Wells Church, Fair Oak, as shown on the Proposals Map provided all the following criteria are satisfied:

- i. the submission of a satisfactory timetable and specification for:
 - a. the dedication of land, including Quobleigh Pond and woods, to public ownership together with a specification of works to be undertaken at the developer's expense prior to dedication and a commuted sum for future maintenance of the land to be dedicated; and
 - b. a detailed landscape scheme demonstrating how the impact of development on the local landscape will be satisfactorily mitigated.
- ii. the Council's target is for 35% of the dwellings on this site to be affordable.

Land to the West of Romill Close, West End

5.72 This site is located immediately to the west of Romill Close, West End, between Swaythling Road/Mansbridge Road and the M27 motorway. The development potential of the site as a whole is constrained by the need to protect the landscape setting of the motorway corridor at this point; the need to protect future residents from motorway noise and the need to retain important trees and elements of the landscape structure of the site.

5.73 Taking these constraints into account the site has a net developable area of about 1.5 hectares. It is estimated that it could satisfactorily accommodate about 65 dwellings.

84.H Subject to the provisions of Policy 81.H, development will be permitted on land west of Romill Close, West End, as shown on the Proposals Map provided all the following criteria are satisfied:

- i. the submission of satisfactory details of noise mitigation measures, including an acoustic study, and of a scheme of landscape planting; and
- ii. the Council's target is for 35% of the dwellings on this site to be affordable.

Conversion to Flats

- 5.74 It is recognised that the demand for small 'starter' homes can to some degree be met by the sub-division of appropriate existing properties. It is essential, however, that any such conversions meet the necessary standards for amenity, car parking, access, design, layout and other environmental considerations. Normally they would be particularly suited to high activity areas and areas of declining population. In particular additional care will be needed where conversions involve listed buildings or buildings in conservation areas.
- 5.75 In determining its suitability for conversion, the size of a property to be converted will also be a consideration. The property should be of a sufficient size to produce adequate space standards and the provision of standard amenities (ie. bath or shower room and kitchen facilities for each separate unit to be created) and the layout should be such as to provide adequate ventilation, daylighting and aspect for living areas. The design should allow at least two external walls for each separate unit in order to provide adequate ventilation.

<p>85.H Planning permission will be permitted for the conversion of detached, semi-detached and end of terrace dwellings to units of smaller accommodation, provided the property to be converted is over 100 sq metres in gross floor area. Planning permission will not be granted for the conversion of mid-terrace properties or those of less than 100 sq.metres in gross floor area. Proposals will be assessed against the relevant design policies as well as all the criteria listed below:</p> <ul style="list-style-type: none">i. an appropriate level of private outdoor amenity space per unit created will be required;ii. car parking areas should be visually unobtrusive and should be situated more than 3 metres from the nearest point of any dwelling unit; proposals should not include tandem parking which is intended for the use of more than one dwelling;iii. the proposed intensity of use of gardens (eg. for car parking) should be carefully considered, to avoid adverse effect on neighbours;iv. intrusive features, for example rear fire escapes or external access stairways must be sympathetically designed and where there may be problems of overlooking, housed in a covered structure;v. the cumulative impact of the proposal with other similar proposals must not adversely effect the character of the area or have unacceptable
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environmental, amenity or traffic implications or result in the significant loss of houses for family accommodation; and

- vi. car parking shall be provided in accordance with the relevant standards.

Houses in Multiple Occupation (HMO)

- 5.76 The aim of the Borough Council is to protect the amenities of occupants and neighbouring properties and to ensure that the proposals for the conversion of properties to HMOs do not have a detrimental effect on the area's character, especially in terms of traffic and parking. A definition of Houses in Multiple Occupation and the criteria against which they will be assessed is given in the Council's Guidance Note on HMO's published in 1994.

86.H Proposals for the sub-division of a residential property for the purposes of multiple occupation will be permitted provided all the following criteria are met:

- i. they should provide a satisfactory living environment for the occupants in terms of size, layout, facilities, noise, parking, and safety;
- ii. they should not detract from the character of the area or the amenities of neighbours in terms of noise and disturbance, loss of privacy and appearance of the property. Only detached, semi-detached and end of terrace properties will be considered appropriate for sub-division;
- iii. they should not overload existing roads and parking facilities; and
- iv. the sound insulation between any unit of accommodation and any other unit of accommodation or non-residential part of the building or adjacent buildings shall be to a standard not less than that specified in Approved Document E of the Building Regulations 1991 (1992 Edition).

Travelling Showpeople

- 5.77 Department of the Environment Circular 22/91, "Travelling Showpeople", requires local authorities to consider the needs of travelling showpeople. Showpeople are self-employed businessmen who travel the country holding fairs, usually in the summer months. In the winter, however, they require a permanent base for the storage and repair of their equipment and for residential purposes. Such sites should have good vehicular access and be convenient for schools, health services and other community facilities. Therefore sites in the countryside are unlikely to be acceptable.
- 5.78 The Council must be satisfied that the proposal is for genuine showpeople and an application will be judged against the relevant policies of this Plan, including those relating to the countryside, environmental protection (eg. noise), design, layout and highway requirements.

Gypsy Sites

- 5.79 In November 1994 the Criminal Justice and Public Order Act repealed local authorities' duty to provide gypsy sites. Nevertheless Circular 01/2006 makes it clear that the land use requirements of gypsies should still be met and need to be considered in formulating development plan policies. The intention is that sites will, in future, be provided increasingly by the private sector, although local authorities retain a discretion to provide sites themselves.

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| <p>87.H Proposals for gypsy sites will be permitted provided all the following criteria are met:</p> <ul style="list-style-type: none">i. they should be within a reasonable distance of schools, medical services, shops and other facilities;ii. they should make appropriate provision for access and parking; andiii. they should not have an unacceptable impact on the character or appearance of the countryside. |
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Land at Scotland Close, Fair Oak

- 5.80 Land to the south of Scotland Close and Bradshaw Close, Fair Oak, has been poorly restored after filling and is unused. However, until the degree of any contamination has been clarified, the extent or character of development there cannot be specified. Possible uses comprise

housing, educational or institutional use and recreation, although built development will be inappropriate on the higher land. Department of the Environment guidance regarding development on contaminated land, contained in Waste Management Paper 27, identifies a hierarchy of preferred uses on such land. With regard to this land and the uses proposed, a recreational use is to be preferred above educational or institutional uses and these in turn are to be preferred above a residential use. The Council will have regard to this guidance and to the results of a thorough geotechnical study of the extent of contamination on the land in determining the acceptability of any development proposals and the remedial works that are necessary. Access for non-residential uses would be from Knowle Lane, which may need improvement. Existing woodland should be retained and landscaping provided on land not developed.

88.H Provided that a geotechnical study has been carried out which demonstrates that development can be carried out with safety, planning permission will be granted for housing or educational, institutional or recreational development on land south of Scotland Close and Bradshaw Close, Fair Oak (as shown on the Proposals Map) which incorporates all of the following:

- i. a scheme for dealing with any pollution;
- ii. the restriction of built development to the lower, north-western part of the land;
- iii. a landscaping scheme for the undeveloped parts of the site;
- iv. the management and improvement of existing woodland; and
- v. any necessary off-site highway improvements.