



*Basingstoke  
and Deane*



# **Basingstoke and Deane Borough Council**

## **Submission Local Plan 2011 to 2029**

### **Housing Topic Paper**

**October 2014**

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# 1.0 What are the Basingstoke and Deane Borough Local Plan Topic Papers?

- 1.1 A series of topic papers have been produced to accompany the Basingstoke and Deane Submission Local Plan 2011-2029. The topic papers provide an understanding of the latest evidence, wider context, and reasoning for the proposed policy approach. All topic papers are living drafts and include a 'snapshot' of the evidence at the time of publication.

## 2.0 Introduction

- 2.1 The purpose of this topic paper is:
- to support the justification of the housing strategy contained within the Local Plan 2011-2029;
  - to discuss both housing and the economy, recognising their important interconnection;
  - to bring together existing key information and data from the evidence base and other published sources;
  - to provide new information including an up to date housing trajectory, Housing Implementation Strategy to meet the housing target, and an updated affordable housing needs assessment.
- 2.2 It covers the issues of housing need, housing demand, economic factors, market signals and other relevant matters. Other issues such as size, type and tenure of new dwellings are addressed in the Overview and Context Topic Paper.
- 2.3 The paper is structured as follows:
- part A - sets out the relevant national, regional and local policy context for housing issues;
  - part B - considers the background information relating to the proposed quantum of housing development set out in the Local Plan;
  - part C - sets out details of the spatial strategy;
  - part D – sets out the sources of supply which will meet the requirement, including the 5 year land supply position;
  - part E - considers the background information relating to setting an affordable housing threshold;
  - part F - sets out delivery partners and monitoring.
- 2.4 This paper should to be read in conjunction with the Strategic Housing Market Assessment (SHMA) 2014 (incorporating Edge Analytics Report), the Strategic Housing Land Availability Assessment (SHLAA), the Sustainability Appraisal (SA), and the Statement of Consultation which all form part of the evidence base and are summarised within this topic paper.

## 3.0 Part A: Policy Context

### National Policy

- 3.1 How the evidence base, housing strategy and housing policies comply with National Planning Policy and guidance is set out in appendix A.

#### National Planning Policy Framework (NPPF)

- 3.2 The NPPF was published in March 2012 and provides the national planning policy for housing development. The overarching theme is the need to secure sustainable development having regard to economic, social and environmental factors. It includes a number of core planning principles which are relevant to the supply of good quality housing including that planning should:
- be genuinely plan-led setting out a positive vision for the future;
  - find ways to enhance and improve the places in which people live; proactively drive and support sustainable economic development to deliver the homes, business, infrastructure and thriving local places that are needed. This includes responding positively to opportunities for growth and setting out a clear strategy for allocating sufficient land which is suitable for development;
  - always seek a high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
  - take account of the roles and character of different areas, promoting the vitality of urban areas;
  - contribute to conserving and enhancing the natural environment and that allocations of land should prefer land of lesser environmental value; encourage the effective use of land by reusing land that has been previously developed (brownfield land);
  - promote mixed use development;
  - actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made sustainable.
- 3.3 The NPPF provides policy guidance on the supply of housing. It states in order to boost the supply of housing local planning authorities should ensure that their local plan meets the full objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the NPPF. Local planning authorities should identify key sites which are critical to the delivery of the housing strategy over the plan period. This includes identifying a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% or 20%. For years 6-10 local planning authorities should identify specific developable sites or broad location, and where possible for years 11-15.

- 3.4 Importantly the NPPF states that relevant policies of the local plan should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites. If there is not a five year housing supply, then planning applications for new dwellings should be considered in the context of the 'presumption in favour of sustainable development'.
- 3.5 The NPPF states that in order to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:
- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
  - identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
  - where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.
- 3.6 Local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. They should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing, provided that there are not strong economic reasons why such development would be inappropriate.
- 3.7 Paragraph 159 of the NPPF states that local authorities need to have a proportionate evidence base and also sets out that it is necessary to have a clear understanding of housing needs in their area. This includes preparing a Strategic Housing Market Assessment to assess full housing needs, including working with neighbouring authorities where housing market areas cross administrative boundaries. SHMAs should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period.
- 3.8 The NPPF also requires the preparation of a Strategic Housing Land Availability Assessment (SHLAA) to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.

### National Planning Policy Guidance (NPPG) (2014)

- 3.9 To support the NPPF the Government has produced the NPPG. It includes a number of elements relating to housing including setting out the methodology for the assessment of housing need and the assessment of land availability for housing.
- 3.10 It requires that Strategic Housing Market Assessments are prepared in accordance with demographic trends and based on the latest set of household projections issued by the Government. However, the NPPG states that additional tests should also be considered. These are:
- Is there evidence that household formation has been constrained? Do market signals suggest a need to increase housing supply to improve affordability?
  - Will the projected housing need be capable of meeting affordable housing needs? Should higher housing numbers be considered to increase delivery of affordable housing?
  - Will the housing numbers support the expected growth in jobs, or is there a need to consider increasing housing supply to support economic growth?
  - The NPPG also includes a revised methodology on producing a Strategic Housing Land Availability Assessment (SHLAA).

### Other influences

#### South East Plan (Regional Spatial Strategy)

- 3.11 The Secretary of State revoked the South East Plan (SEP) on 25 March 2013, with the exception of the Thames Basin Heath Special Protection Area Policy. With this policy exception, the SEP therefore no longer forms part of the Development Plan for the area.

#### The Enterprise M3 Strategic Economic Plan -2014-2020

- 3.12 The Strategic Economic Plan (SEP) for the Enterprise M3 area was submitted to Government on 31 March 2014. This set out priorities and delivery plans for economic prosperity, including a proposal for the local Growth Fund.
- 3.13 The overall vision for the plan is for the Enterprise M3 area to become “the premier location in the country for enterprise and economic growth, balanced with an excellent environment and quality of life.”
- 3.14 There are three key targets:
- GVA: to increase GVA per head from 18% to 25% above the national average through increased productivity and a focus on increases in high value sectors
  - Business birth and survival: 1,400 businesses annually to the area
  - Jobs: 52,000 additional people in work through an increase in the employment rate from 77.4% to 80%.

- 3.15 Investment will be channeled through the following:
- Developing an Enterprise M3 Sci-Tech Corridor: which will focus on the following key sectors: ICT and digital media, pharmaceuticals, aerospace and defence, and professional and business services.

This will focus on the following:

- Growth Towns: comprising of Woking, Guildford, Farnborough and Basingstoke. These are key to driving economic growth with over one third of jobs and GVA growth located here
  - Step-up towns: comprising of Staines upon Thames, Camberley, Aldershot, Whitehill and Bordon and Andover. These are locations where investment is required to improve their economic contribution to the area.
- 3.16 Unlocking housing is a key aspiration within the SEP. There is an objective to accelerate the delivery of housing by up to 25% above the baseline (2003-13), which would deliver 11,500 new homes more quickly over the SEP area over the next 10 years. Acceleration of delivery would be achieved without an increase in Local Plan targets.

### **Council Plan and Strategies**

#### **Council Plan (2013-2017)**

- 3.17 The Basingstoke and Deane Council Plan sets out the following strategic priorities that are relevant to the topic paper.
- Improving economic vitality – “Encourage businesses to locate in Basingstoke by regenerating Basing View and other key business areas, creating a modern image and more jobs”.
  - Planning policies that safeguard local distinctiveness - “Deliver a Local Plan that ensures well planned development, enhances local character and meets local needs with the number and mix of new homes”.
- 3.18 The Leaders Foreword also states - “Our economy is vital, so we will revitalise and renew key parts of the borough, ensuring they continue to provide the jobs we need.....At the same time, we will support the regeneration of neighbourhoods and the building of new affordable homes to ensure everyone has the chance of a home where they want to live”.

## Basingstoke and Deane Borough Council's Housing and Homelessness Strategy 2013-18

The Housing and Homelessness Strategy sets out the Council's aims to meet housing need in the borough over the period 2013-2018. The strategy sets out five aims for the strategy to deliver (set out below).

1. Maximise supply of affordable housing
2. Shape supply of new housing to target those people in need
3. Make best use of existing resources
4. Prevent homelessness
5. Support vulnerable people

### Other relevant documents

- 3.20 An economic masterplan for Basingstoke 2033 (Basingstoke and Deane Economic Masterplan) has been drawn up, setting out an ambitious vision for the next 20 years to ensure a thriving future for all those who live and work in the borough. It is being used by the council to attract funding to the area from the government and the Local Enterprise Partnership Enterprise M3, and to encourage companies to bring new jobs to the borough. At a more local level it will also be used for joint planning of investment needs with Hampshire County Council and other partners, such as housing associations.

## **4.0 Part B: Objectively Assessed Needs, Proposed Quantum of Housing and Affordable Housing Threshold**

### Evidence

- 4.1 A number of key studies and documents form the background evidence for the housing strategy in the Local Plan identifying the key issues that need to be addressed and shaping the resulting policy approach. These are illustrated in the following diagram and are discussed further in this section.



## **Objectively Assessed Housing Need: Overall Quantum**

### **Basingstoke and Deane Borough Council Strategic Housing Market Assessment 2014 (encompassing the Edge Analytics Demographic Report 2013 as amended 2014)**

- 4.2 In 2013 the Council commissioned an independent assessment of future housing needs. The findings were published in June 2013 as the “Edge Analytics Demographic modeling report (EDGE)”. This provided the Council with the opportunity to take a pro-active stance in planning for the future growth of the borough and identify the most appropriate level of housing growth. It provided a basis for an objective assessment of housing need in the borough over the plan period, using up-to-date, robust, and detailed data.
- 4.3 Following the publication of further 2011 Census data (data on the economic activity rates by age and sex) and in response to concerns expressed relating to jobs growth in some representations received on the Pre-Submission Local Plan 2011-2029, the council commissioned further work by Edge Analytics to look at the resultant labour supply that each of the demographic scenarios would support using this new data.
- 4.4 This report (as amended January 2014) was used to inform the borough’s Strategic Housing Market Assessment 2014. Therefore the SHMA is an all-encompassing technical document which builds upon the findings of the EDGE report.

- 4.5 The SHMA was undertaken in line with standard methodology and considered the dynamics of the housing market and economy within the borough, defined the housing market area, assessed population and economic trends and developed a number of scenarios for future housing development with information around labour supply.
- 4.6 The scenarios developed by the SHMA resulted in a range of projections for levels of housing growth and resultant labour supply in the borough up to 2029. This information was used by the council in determining what level of housing to plan for, along with other relevant evidence including the Sustainability Appraisal and community/stakeholder views (see housing requirement section, paragraphs 4.21 onwards)
- 4.7 The SHMA provides a ‘policy off’ assessment of future housing requirements i.e. it was not constrained by any policy restrictions. The SHMA does not set a policy target for housing provision. The implications of the SHMA are considered in relation to each of the key housing issues.
- 4.8 In order to identify what might be the future need for housing in the borough, a number of different scenarios for levels of population, housing and economic growth were tested. These scenarios adopted a range of alternative assumptions about how the future may be different from the present.
- 4.9 The intention of the SHMA was not to assume that a single scenario or set of assumptions is the “best” to adopt. Rather, it is to use the scenarios to understand the likelihood and implications of different levels of change.
- 4.10 Seven scenarios were tested. All seven scenarios were modelled through a demographic model (POPGROUP) which is widely used by the Government and local authorities across the county.
- 4.11 All scenarios were run from a 2011 base year with a 2029 horizon.
- 4.12 The seven key scenarios presented were:
- i) (SNPP-2010) – These are standard population projections produced by the Office for National Statistics.
  - ii) ‘Employment 600’: population growth is constrained to a jobs growth trajectory of 600 new jobs per year.
  - iii) ‘Mig-led5yrs’: internal and international migration assumptions are based on the last five years of historical evidence.
  - iv) ‘Mig-led10yrs’: internal and international migration assumptions are based on the last 10 years of historical evidence.
  - v) ‘Mig-led10yrs-5yrs’: internal migration assumptions are based on the last 10 years, international migration assumptions are based on the last five years of historical evidence.
  - vi) ‘Mig-led10yrs-5yrs80%’: internal migration assumptions are based on the last 10 years, international migration assumptions are based on the last five years but reduced to 80% in line with the difference

between the current national estimate (+155,000) and the existing ONS long-term assumption (+183,000).

vii) 'NetNil': in-migration, out-migration, immigration and emigration are maintained, but the net migration balance is set at zero.

- 4.13 The scenarios were run using different assumptions on headship rates (propensity to form households from which household, and therefore, dwelling growth is estimated). Whilst one scenario was discounted as it was considered to be the least realistic, (see Chapter 6 of the SHMA for more information), two of the assumptions (namely scenarios A and C) and also an average of the two, were carried forward in the SHMA:
- Scenario A - CLG 2011-based household projections with the 2011-21 trend continued after 2021
  - Scenario C - CLG 2008-based rates.
- 4.14 Scenarios were also run using different economic activity rates following the release of new statistics from the 2011 Census in December 2013. These scenarios also included an assessment of an alternative unemployment rate assumption based on 5.6% unemployment retained but reduced to 4.6%<sup>1</sup> by 2019 and remaining fixed thereafter to reflect an improving economy.
- 4.15 It is considered that the updated economic activity rate statistics from the 2011 Census provide a more definitive view on the variation between age-sex groups in the borough. The scenarios have been run using two variants. The first used 2011 Census economic activity rates, fixed throughout the forecast period. The second used the 2011 Census economic activity rates modified to take more explicit account of proposed changes to State Pension Age over the forecast period. The latter is considered to reflect the most appropriate assumption in moving forward due to the Government's current position with regard to state pension age.
- 4.16 The projections are population based scenarios which are then converted to calculate the resultant new labour supply. It also considered how many homes would be required to support an employment based forecast - scenario Employment600.
- 4.17 The variations between the projections are particularly influenced by assumptions on future levels of migration to and from the borough. While people move homes for a range of reasons, over a number of years, employment growth is an important influence on migration dynamics.
- 4.18 The forecasts based on scenarios A and C are summarised in table 1 (reproduction of SHMA Table NTS1).

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<sup>1</sup> Average unemployment rate over previous 10 year period.

**Table 1**

Scenario	Demographic led						Economic led
	Mig-led5yrs	Mig-led10yrs	Mig-led10yrs-5yrs	Mig-led10yrs-5yrs80-%	SNPP-2010	NetNil	Employment600
<b>Population change</b>	+37,912	+31457	+28195	+26649	+25251	+16062	+33616
Of which Natural change	+18436	+18155	+17107	+16551	+15153	+16062	+17524
Of which Net migration	+19476	+13302	+11088	+10098	+10098	0	+16092
<b>Household change</b>	+17297	+14405	+13379	+13152	+13934	+9668	+15662
<b>Dwelling change</b>	+17694-19476	+14742-16470	+13698-15351	+13464-15030	+14256-15876	+9900-11412	+16020-17820
<b>Dwellings p.a</b>	<b>+983-1084</b>	<b>+819-915</b>	<b>+761-853</b>	<b>+748-835</b>	<b>+792-882</b>	<b>+550-634</b>	<b>+890-990</b>
<b>Labour Force</b>	+13068	+9617	+7701	+6925	+6980	+1585	+10690
<b>Jobs</b>	+13014	+9810	+8028	+7308	+7362	+2358	+10800
<b>Jobs p.a</b>	+723	+545	+446	+406	+409	+131	+600

4.19 Due to the various factors and assumptions which feed into the assessment of future needs, there is not a single figure which can be definitively identified as Basingstoke and Deane’s objectively assessed housing need. This is noted in the CLG SHMA Guidance which identifies that estimates of need may be expressed either as a single number or as a range. On the above basis it is considered an objective assessment of housing need and demand for the borough falls within the range 550 to 1,084 dwellings per annum equivalent to 9,900 to 19,476 additional dwellings over the plan period 2011 to 2029.

4.20 The scenarios modelled in the SHMA show that the labour supply in the borough could increase by up to 13,068 people up to 2029, in the highest forecast “Migled5yrs”. The other projections could achieve between 2,358 and 9,810 jobs growth for the period 2011-2029.

### **Housing requirement set in the Local Plan 2011-2029**

4.21 The Council, in assessing the merits of the recommended range and the different scenarios tested, has taken into account the Strategic Housing Market Assessment, Sustainability Appraisal, the need to support economic growth, and the outcomes of public consultation.

## Rejection of alternatives

4.22 Consideration was given to the appropriateness behind the assumptions of each demographic modelling scenario (as set out above). The following provides an account of the assumptions considered and the reasons why there were taken forward or rejected.

**Table 2**

<b>Assumption</b>	<b>Robust?</b>	<b>Justification</b>
<b>'5 years past trend internal migration'</b> - internal migration assumptions are based on the last five years of historical evidence.	No	The borough has seen higher than usual housing completion rates between the years 2007/08 and 2009/10. This level of development was significantly higher than in neighbouring local authorities over the same period and is likely to have led to an increase in internal migration over this period. Therefore the past trend over the five years prior to 2011 is not considered to demonstrate a realistic trend.
<b>'5 years past trend international migration'</b> - international migration assumptions are based on the last five years of historical evidence.	Yes	The UK has seen a rise in international migration particularly with the more recent changes enabling easier movement between European countries. Therefore this shorter period for past trend provides what is likely to be experienced in the borough, moving forward.
<b>'10 years past trend internal migration'</b> - internal migration assumptions are based on the last ten years of historical evidence.	Yes	This time period reflects the typical average housing completions rates for the borough and therefore the levels of internal migration are balanced over this longer period of time providing a more accurate reflection of the levels of internal migration likely to be experienced by the borough in the future.
<b>'10 years past trend international migration'</b> - international migration assumptions are based on the last ten years of historical evidence.	No	The trend over the past ten years is likely to result in a lower housing requirement which does not reflect the more recent increases in immigration and therefore is unlikely to reflect reality in moving forward.
<b>'SNPP 2010'</b> - The 2010-based sub-national population projection from ONS is used in this analysis as the trend benchmark. This scenario has been developed using historical evidence from the period 2006-10 and	No	This is a standardised methodology which provides a basis for consideration but does not build in local circumstances which has been possible in the SHMA

incorporates long-term assumptions on fertility, mortality and international migration that were defined in the 2010-based national projection for England. The SNPP-2010 scenario is scaled to ensure consistency with the 2011 Census population, following its designated growth trend thereafter.		
<b>‘80% of international migration’</b> - international migration assumptions are reduced to 80% in line with the difference between the current national estimate (and 155,000) and the existing ONS long-term assumption (+183,000).	Yes	This provides an alternative trend projection that considers the potential future impact of in migration if the government’s stated intention to bring down net immigration is successful. As such, this approach is considered appropriate to Basingstoke when the level of international in-migration is relatively low.
<b>‘Emp600’</b> - population growth is constrained to a jobs growth trajectory of 600 new jobs per year.	No	This scenario modelled a jobs target which was supported by the Employment Land Review (ELR) 2009. This has subsequently been replaced by the ELR 2014 and the economic strategy within the local plan is not to set a jobs target but to support economic growth through land-use planning and providing a flexible supply of employment floor space and land to meet future business needs.
<b>‘Netnil’</b> - in-migration, out-migration, immigration and emigration are maintained, but the net migration balance is set at zero	No	This scenario was discounted as the approach assumed a balance of inward and outward migration which is considered a policy decision rather than an objective assessment of need. It is also not considered to be consistent with the NPPF and NPPG.

4.23 The above identifies that the scenario ‘Mig-led10yrs\_5yrs80%’ is based on robust assumptions. This equates to between 748 dpa – 835 dpa (depending on the headship rate used).

4.24 Consideration of the different headship rates is given below:

**Table 3**

<b>Household assumption</b>	<b>Robust</b>	<b>Justification</b>
CLG 2011-based headship rates, with the 2011-21 trend continued after 2021	Yes	The latest 2011-based rates replace the previous 2008-based household projections. They provide an update on likely household growth trajectories, taking account of the mixed economic conditions that have affected local communities since 2008 and therefore are considered to be robust.
Mixed approach – midpoint between CLG 2011-based headship rates, and the CLG 2008-based headship rates	No	The current slight upturn in the economy is not a reliable long term indication of higher headship rate It is too early to say that we are in sustained economic recovery (statement supported by Bank of England). There will be a continued downward pressure on headship rates as a result of house prices being unaffordable to many, the reluctance of lenders, the increase in interest rates and the private amount of debt. This cumulatively will result in a downward headship rate. There is no evidence that the lower rates are solely due to the economic recession but could be due to changes in society as a whole.
CLG 2008-based headship rates, scaled to be consistent with the 2011 census but following the original trend thereafter	No	The 2008-based rates are calibrated from data collected in a time period with very different market characteristics and therefore are considered to be overly optimistic.

- 4.25 In considering the scale of housing to be delivered within the plan period, the council needs to take account of other factors such as market signals (as set out in the NPPF and NPPG) and the unmet need for housing within adjacent Housing Market Areas.
- 4.26 Appendix A sets out how the SHMA has considered each of the market signals as set out in the NPPG and therefore illustrates how the assessment is in conformity with the relevant guidance.
- 4.27 The SHMA concludes that the housing requirement does not need to be increased as:
- The housing target during the last plan period 1996-2011 was met.
  - The borough has not experienced any worsening of affordability when compared to neighbouring authorities therefore indicating no

justification for increasing the objectively assessed need range to respond to market signals

- Basingstoke and Deane house prices are among the least expensive in line with Hampshire and South East averages.
- There have been no requests from neighbouring authorities, under the duty to cooperate, to accommodate unmet housing needs.

4.28 At the time of submitting the Local Plan, no local planning authority has approached Basingstoke and Deane Borough Council to ask if we are able to help meet their housing need (please see the Duty to Cooperate Statement of Compliance). Therefore there is no evidence of a shortfall in the wider area, against objectively assessed need, and therefore there is no additional requirement that needs to be added to the identified target at this time.

### **Sustainability Appraisal**

4.29 In order to help inform the decision on an appropriate level of housing for the borough, the implications of four different housing growth options has been assessed, reflecting the most up to date evidence base. 400 dwellings per annum (dpa), 600 dpa, 750 dpa and 1,000 dpa have been assessed to consider the relative implications of housing development at each of these levels. The outcomes of the Sustainability Appraisal (SA) are shown in full at Appendix 9 of the SA.

4.30 Each level was scored against each of the sustainability appraisal objectives using a six point scale. On balance, the SA showed that both the most negative impacts and most positive impacts arise from the highest level of housing development. A lower level of homes reduces the most severe impacts (on aspects such as air quality, biodiversity, landscape and heritage), but also brings about other negative impacts (such as the provision of services or affordable housing and the ability to support the economy).

4.31 In summary, the SA identifies that options of 600 dpa and 750 dpa are the most appropriate when assessing their overall impact against the sustainability objectives. However, in terms of SA objective 1 (providing all residents with the opportunity to live in a sustainable, decent, affordable home), 750 dpa is the most effective of these two options. This is because the figure of 750 dpa has been formulated in the context of meeting objectively assessed need taking into account a range of factors, including population growth, net migration, and household size.

### **Engagement with local communities and public consultation**

4.32 The Statement of Consultation (Table 1 of the Statement) provides an overview of the public involvement during the development of the Local Plan policies.

4.33 The key message was that local communities and residents felt that too much development had taken place in the borough over the past 10 years

### **Member decisions**

4.34 A number of key decisions were taken by the Council and Cabinet during the preparation of the Local Plan. See also the Statement of Consultation (Table 1 of the Statement) which tells the story of the Plan's journey and critical decisions about the direction of policy as the Local Plan has evolved. The key decisions are set out below.

4.35 Meetings of the Council's Overview and Scrutiny Committee (OSCOM) and Cabinet were held on 4 and 6 June 2013 respectively. At these meetings, consideration was given to a range of housing figures in the Edge Analytics Demographic Modelling report. Councillors also considered issues relating to the economy, infrastructure requirements, and the views of local communities. It was agreed that a figure of 748dpa be taken forward in the Local Plan based on the following justification:

- The borough has seen a surge in housing completions in the last 5 years (prior to 2011 base date for modelling) which is not a true reflection of average completions and this may have led to an increase in internal migration to the borough.
- The outcome of the New Homes consultation in 2011 where people felt that the borough had seen too much development historically
- Taking account of the borough's own needs and a level of net internal and net international migration
- The government's aim of reducing international migration.
- That the figure is based on the most recent and accurate data (2011 census)
- 748 homes per annum support the economic needs of the borough.

4.36 Following consultation on the Pre submission Local Plan a report regarding housing numbers was put to the OSCOM on 30 January 2014 and Cabinet on 18 February. At these meetings Councillors concluded that 748dpa remained a suitable and robust housing requirement for the borough based on the following justification:

- The current slight upturn in the economy is not a reliable long term indication of higher headship rates nor would a slight downturn in the economy indicate lower headship rates longer term.
- It is too early to say that we are in sustained economic recovery (statement supported by Bank of England).
- There will be a continued downward pressure on headship rates as a result of house prices being unaffordable to many, the reluctance of lenders, the increase in interest rates and the private amount of debt. This cumulatively will result in a downward headship rate.
- The 2011 headship rate is the most up to date data and there is no evidence that these lower rates are solely due to the economic recession but could be due to changes in society as a whole.

- 748 remains robust and is an evidence based figure which fulfils the Council's objectives to support economic growth and provide affordable housing, in line with other Council strategies.
- That public opinion (run by the Gazette) concluded that almost everyone who voted was against a higher housing figure.

### **The right level of housing to meet economic needs**

- 4.37 The NPPG sets out that 'plan makers should make an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth in the working age population in the housing market area ... Where the supply of working age population that is economically active (labour force supply) is less than the projected job growth, this could result in unsustainable commuting patterns (depending on public transport accessibility and other sustainable options such as walking or cycling) and could reduce the resilience of local businesses. In such circumstances, plan makers will need to consider how the location of new housing or infrastructure development could help address these problems.'
- 4.38 To understand the potential interaction between the housing market and economy it is important to examine whether, in broad terms, the anticipated change in the workforce over time, assuming delivery of the level of housing required based on the demographic projections (748 dwellings pa), is consistent with anticipated levels of employment growth.
- 4.39 For the purposes of this paper the council has examined the labour force aspects of anticipated demographic growth and, in accordance with the guidance, compared these with trends in employment growth for the pre-recessionary decade 1998-2007; and also with a set of baseline forecasts from Experian prepared in December 2013.
- 4.40 Table 4 shows that over the past ten years (2003-2012), a period of mixed economic and employment growth nationally, employment in the borough grew by around 380 jobs pa. It is important to note that these figures can vary year on year and for comparison, between 2003 – 2011 employment grew by 855 jobs. On this basis it would be reasonable to plan for a similar average job growth in the region of 380-855 jobs per annum for the Local Plan period, taking into account some economic recovery.

**Table 4**

<b>Number of employee jobs</b>	<b>Basingstoke and Deane</b>
	<b>ABI (Annual Business Inquiry)</b>
2003	76,000
2004	77,300
2005	80,600
2006	78,500
2007	80,600
2008	83,600
2009	80,900
2010	80,900
2011	83,700
2012	79,800

- 4.41 In terms of the Experian forecasts, which cover the period 2011-29, these provide an indication of the expected job growth at a local authority level. In the borough area as a whole, the forecasts suggest that between 2011 and 2029, some 21,000 additional jobs (excluding the self-employed) will be created in the borough). This represents an average annual growth in employment of around 1,167 jobs.
- 4.42 In the Council's ELR (paragraphs 8.7-8.16), it is considered that the Experian forecasts are likely to represent the very highest level of likely job growth that might be achieved. However, there are good grounds for regarding the achievement of this scale of job growth as unlikely.
- 4.43 Forecasts such as Experian are essentially derived from top down models of sector growth levels at the national level, and therefore do not necessarily reflect the particular characteristics of the local economy in terms of the performance of particular businesses and sub-sectors.
- 4.44 As noted in the ELR, such forecasts tend to be most reliable at national and regional scales and consequently less so at the local level. This is because the standard forecasts are built around 'shift-share' models. This means that, in broad terms, the historical performance of a county is interpreted in terms of its share of the regional economy to which it belongs. Labour demand forecasts are known to be less robust during periods of economic stability and for long term projections (10 years or more) in part due to the fact they are based on trend data. In addition, due to the disaggregation approach used, the sub-regional and district forecasts need to be treated with a degree of caution.

- 4.45 It is important to note that Basingstoke and Deane experienced strong economic and employment growth between 2006 and 2008, outperforming neighbouring districts. Therefore in light of the disaggregation methodology used to produce the trend based Experian forecasts they could over-estimate the amount of jobs that are likely to be required in the Borough over the plan period.
- 4.46 There are many ways labour markets can adjust to an increase in demand for labour that do not require an increase in the resident workforce. In summary these are:
- A reduction in unemployment
  - A rise in economic activity rates
  - A shift away from part time working to full time working
  - An increase in double jobbing
  - A reduction in out-commuting
  - An increase in in-commuting
- 4.47 None of these changes require an increase in resident population and all of them will be stimulated if wage and salary levels increase.
- 4.48 In the SHMA modelling, allowance has been made for only two of these effects, namely an increase in economic activity rates and reduction in unemployment. Economic activity rates may well increase of their own accord were the demand for labour to increase.
- 4.49 How much additional housing should be provided to support economic growth is difficult to say because the relationship between homes and jobs is a complex one. It is affected by a series of factors including changing working patterns and practices, changing retirement arrangements and complicated commuting patterns.
- 4.50 The SHMA provides forecasts of job numbers as well as numbers of homes. The forecasts do not assume a fixed ratio between the number of jobs and homes, but are based instead on forecasting of demographic and economic changes. Three key data items are used to derive labour-force projections and to evaluate jobs-led forecasts: the commuting ratio, an unemployment rate and economic activity rates. Economic activity rates provide the basis for calculating the size of the labour force within the population. The commuting ratio and unemployment rate control the balance between the size of the labour force and the number of jobs available within an area.
- 4.51 The job growth projections are based on the following assumptions:
- 2011 Census economic activity rates modified to take more explicit account of proposed changes to State Pension Age over the forecast period. These are relatively modest changes but result in the following modifications to the economic activity rates:
    - Women aged 60-64: 40% increase by 2020, fixed thereafter

- Women aged 65-69: 20% increase by 2020, fixed thereafter
- Men aged 60-64: 5% increase by 2020, fixed thereafter
- Men aged 65-69: 10% increase by 2020, fixed thereafter
- unemployment rate of 5.6% but this is reduced to 4.6% by 2019 and remains fixed thereafter
- Commuting ratio of 1.03 (Census 2001) for Basingstoke and Deane indicates that there is a net outflow of commuters.

- 4.52 Due to the uncertainty around the aging population and the economic activity of those over the age of 64 years the modelling takes a cautious approach and could therefore be seen as a minimum number of jobs likely to be supported by the new (future) labour supply.
- 4.53 However, as noted above, increasing the number of homes built does not necessarily result in an increase in the labour force as an additional home could be occupied by a retired household.
- 4.54 Who occupies a home will change depending on factors such as type of property, location and price. Hampshire County Council has undertaken some research regarding the demography of new housing development in Hampshire (2001-2011), which provides useful evidence/benchmark.
- 4.55 As outlined in Table 1, and based on the Edge Analytics modeling, a housing target of 748 dpa could create a labour supply that supports 406 additional jobs per annum or just over 7,200 jobs over the life of the plan.
- 4.56 It is important to note that labour supply will not just come from the new population but also the existing population. During the economic recession we have seen changes to the number of people who are self-employed, the economic activity rate, the unemployment rate and the commuting rate. These have all impacted on the borough's labour supply. This is discussed further below.
- 4.57 A number of the self-employed would prefer to be employed, so they are a source of potential labour supply for employers, rather than a form of demand for labour.
- 4.58 The following table shows past trends in the self-employed. It can be seen that during a period of strong economic growth the number of people self-employed was significantly lower than during the recessionary years. In 2011 there were over 14,000 people self-employed compared to around 7,000-10,000 pre-recession. This is likely to have been a reaction to the decrease in the number of employee jobs available. Therefore it can be concluded that there is scope for an additional 4,000 (minimum) people in the labour supply who may prefer to be an employee.

**Table 5**

Date	Basingstoke and Deane	Basingstoke and Deane
		(%)
Jan 04-Dec 04	9,500	8.8
Apr 04-Mar 05	10,200	9.5
Jul 04-Jun 05	11,000	10.2
Oct 04-Sep 05	11,700	11
Jan 05-Dec 05	11,200	10.3
Apr 05-Mar 06	11,700	10.8
Jul 05-Jun 06	10,300	9.6
Oct 05-Sep 06	10,000	9.4
Jan 06-Dec 06	7,800	7.2
Apr 06-Mar 07	7,400	6.8
Jul 06-Jun 07	8,200	7.4
Oct 06-Sep 07	8,000	7.1
Jan 07-Dec 07	9,500	8.9
Apr 07-Mar 08	9,100	8.6
Jul 07-Jun 08	8,600	8.1
Oct 07-Sep 08	8,400	7.8
Jan 08-Dec 08	7,100	6.4
Apr 08-Mar 09	7,000	6.3
Jul 08-Jun 09	8,200	6.7
Oct 08-Sep 09	7,700	6.2
Jan 09-Dec 09	6,200	5.1
Apr 09-Mar 10	6,000	5
Jul 09-Jun 10	6,000	5.2
Oct 09-Sep 10	6,900	6.1
Jan 10-Dec 10	10,600	9.4
Apr 10-Mar 11	10,800	9.5
Jul 10-Jun 11	12,500	10.9
Oct 10-Sep 11	14,800	12.9
Jan 11-Dec 11	15,000	12.9
Apr 11-Mar 12	14,600	12.7
Jul 11-Jun 12	11,800	10.2
Oct 11-Sep 12	12,800	10.8
Jan 12-Dec 12	11,700	9.7
Apr 12-Mar 13	13,600	11.5
Jul 12-Jun 13	12,700	11
Oct 12-Sep 13	11,300	9.5
Jan 13-Dec 13	10,600	9.2
Apr 13-Mar 14	8,800	7.5

- 4.59 In 2011 the unemployment rate was 5.1%, and the demographic forecasting incorporated into the SHMA assumes that unemployment rates will return to 4.6% based on past trend.
- 4.60 Taking the economically active population as at 2011 (95,300 people), if the lower unemployment figure of 4.6% is applied rather than 5.1% this equates to an additional 476 people back into the labour supply.
- 4.61 In 2001 the borough experienced a net out commuting of 3% (Census 2001). However, in 2011 this had risen to 7.7% (Census 2011), an increase of 4.7%. If commuting patterns were rebalanced to 3% this would also result in an additional 3,075 people who would contribute to the borough's labour supply as they could remain in the borough to work and support local jobs.
- 4.62 The existing population as at 2011 therefore has the potential to support the economic growth of the borough by providing an additional 7,551 people into the local labour supply. This is in addition to the labour supply created by the new population (7,308 jobs) resulting in a potential to support 14,859 jobs over the plan period (825 jobs per annum).

How does this compare to past trends in homes vs jobs?

- 4.63 During a period of strong economic growth we have seen the creation of 1,280 jobs per annum, during this same period (1998-2008) the number of homes completed were 7,889 (789 per annum). This gives a ratio of 1.6 jobs per home.
- 4.64 Over the period 1998-2012 11,915 homes were built at the same time as 643 jobs per annum. This gives a ratio of 0.76 jobs per home.
- 4.65 During the recessionary period 2009-2012, 4,026 homes were built at the same time as the borough experienced 800 jobs losses.
- 4.66 If the same ratios were applied to the housing figure of 748dpa you would achieve a labour supply that supports the following number of jobs:
- During strong economic growth -1,197 jobs per annum
  - During recessionary period – 568 jobs per annum
  - SHMA demographic forecasting – 406 jobs per annum (ratio of 0.54 jobs per home)
- 4.67 The above data and comparison demonstrates that historic trend shows that housing growth has never been a constraint to the economic growth of the borough and that the number of homes does not correlate to the number of jobs created or supported.
- 4.68 Using the above statistics it could be argued that 748 dpa could support between 406 and 1,197 jobs per annum.

- 4.69 This, in addition to the existing population, equates to a potential 825 to 1,616 jobs per annum over the plan period.
- 4.70 Although the chosen housing scenario is towards the lower end of the range from the SHMA report, it does not follow that economic growth will be towards the lower end. The approach taken in the Local Plan is for economic growth. This does not require each new job to be matched by a certain number of new homes to provide new workforce, so jobs targets do not translate to numbers of homes. Instead, new jobs in the borough can reduce the amount of out-commuting of existing residents, and can help reduce unemployment (in particular, replacing the job losses that have occurred during the recession in recent years).
- 4.71 It is therefore considered that the housing target of 748 dpa supports the economic strategy and policies set out in the Local Plan.

### **Conclusion**

- 4.72 The Council has considered a range of scenarios assessed in the Basingstoke and Deane SHMA to identify the objectively assessed need for the borough. This has taken account of the NPPF, NPPG guidance and evidence base.
- 4.73 Consideration has also been given to the characteristics of the local housing market and market conditions.
- 4.74 The housing requirement contained within the plan has been informed by drawing together all of the above evidence and responses from consultations. The final housing target takes account of the following:
- The need to identify objectively assessed housing need and meet those needs. The figure of 748 dpa falls within the range identified within the SHMA;
  - The need to take account of internal and international migration – the figure of 748dpa provides at least 3,564 homes over and above local need and thus supports continued in-migration into the borough;
  - The resultant labour supply will support economic growth with more labour supply also possible from the existing population (supports 406 and 1,197 jobs per annum);
  - The need for affordable housing, as discussed further in section D;
  - The high level of housing completions over previous years and the views of local communities and residents;
  - The unpredictable rate of economic recovery.
- 4.75 It is considered that the proposed housing requirement is robust, achievable and deliverable which is compliant with the NPPF objectives and requirements (see appendix A for compliance tables).

## 5.0 Part C: Spatial Strategy

- 5.1 The Local Plan not only sets out the total housing requirement for the borough but also indicates where the growth will be directed. This has been informed by various parts of the Plan's evidence base including consultation outcomes.

### **The sustainability of settlements (June 2008)**

- 5.2 The Council undertook a study of the sustainability of settlements as part of the evidence base to support the original Core Strategy, assisting and supporting the approach taken to rural areas at that time. The main aims of this study were to:
- Identify the most sustainable settlements which may be suitable for future development;
  - Identify those settlements that have particular local needs such as housing, employment, community or other social facilities etc.;
  - Identify those settlements which are not considered to be sustainable and may therefore be unsuitable for housing or other development in principle;
  - Inform policy development for rural settlements;
  - Consider different policy approaches to meeting identified local needs;
  - Consider the role and function of Settlement Policy Boundaries and alternative policy options.
- 5.3 The paper set out the different options for maintaining or improving the sustainability of rural settlements. This fed into the preparation of the Core Strategy Issues and Options document (January 2008).

### **Core Strategy Issues and Options**

- 5.4 Further detail on this consultation can be found with the Statement of Consultation. However, the key points of relevance to this paper are set out below.
- 5.5 At the Issues and Options stage of the plan's development, there were three key issues identified relating to the location of housing development. These were:
- The approach to existing built up areas
  - The location of greenfield development
  - The approach to greenfield development
- 5.6 For each issue, a number of approaches for achieving the Core Strategy vision and objectives were identified. Appendix 11 of the Sustainability Appraisal sets out the policy context that was relevant at that time and provides justification as to why those approaches identified in the 'Issues and Options' document were included and others rejected.

- 5.7 Appendix 12a of the Sustainability Appraisal demonstrates how the issues and options were progressed and refined to inform the Revised Pre-submission Core Strategy, providing a snapshot in time.

**Engagement with local communities and public consultation - New Homes consultation**

- 5.8 The Statement of Consultation (Table 1 of the Statement) provides an overview of the public involvement during the development of the Local Plan policies.
- 5.9 However, the New Homes Consultation is of particular relevance and was based around questions on the provision and distribution of new homes.

The following options regarding housing distribution were given:

- in smaller developments across the whole of Basingstoke and Deane creating extensions to towns and villages
- in small or medium sized development sites on the outskirts of Basingstoke Town
- in one large development on the outskirts of Basingstoke Town

- 5.10 Taking into account the responses, three spatial options were developed based on the provision of some 7,000 to 8,000 new dwellings on greenfield sites over the plan period, taking into account shortlisted SHLAA sites but without consideration of specific sites. The options were tested through SA and were:

- Option 1 – Basingstoke focus for all development
- Option 2 – Basingstoke focus and a spread of development to larger settlements in the borough
- Option 3 – A spread of development to a greater number of settlements in the borough, where they have settlement policy boundaries

**Sustainability Appraisal (SA)**

- 5.11 The SA tested the three different options outlined above and concluded that:
- By concentrating development at Basingstoke (option 1) there are fewer opportunities for new housing in the rural parts of the borough (although smaller scale housing development can be provided through Community Right to Build / Neighbourhood Planning to address specific areas of need, in addition to Rural Exceptions)
  - Option 1 would also be less supportive towards existing and new community and commercial enterprises in the rural settlements due to limiting population growth outside of Basingstoke Town. However, Option 1 is more likely to result in a major development area or comprehensive development which may offer benefits in terms of infrastructure provision.
  - Option 2 has the fewest potential negative impacts due to its 'middle-ground' approach to the distribution of housing. It addresses the main

housing need in Basingstoke Town, but also provides some opportunity for new rural housing provision in the larger settlements. By confining new development to the larger settlements it will protect the character of most rural settings, and their landscape setting. Development will also be directed to those rural settlements that already have some local services and public transport provision.

- Option 3 could have potential adverse environmental impacts due to the location of new development sites across rural parts of the borough which may have limited access by public transport and fewer services and facilities within walking/cycling distance. This option could, therefore, result in increased reliance on the car and may result in more in-commuting to Basingstoke for employment purposes. Distribution of strategic development across the borough could potentially have an adverse impact on the character of rural settlements and their setting.

5.12 It was therefore considered that the option of a Basingstoke focus with development spread to the larger settlements was the one which could be delivered and was the most appropriate in light of the evidence base, housing need and other sustainability credentials. This approach could also be complemented by bottom-up planning by local communities through neighbourhood planning.

5.13 Further work has been completed as the plan has progressed, to consider the scope for the larger settlements to accommodate the required development. A number of settlements were selected as a result, namely Basingstoke, Bramley, Kingsclere, Overton, Oakley, Tadley and Whitchurch reflecting:

- The findings of the Sustainability of settlements study,
- The outcomes of the SA work on the suitability of settlements to accommodate different levels of development,
- Locally identified needs,
- The level of service provision, employment opportunities and accessibility,
- The availability of SHLAA sites,
- The outcomes of the Site Assessment work discussed later in this paper.

5.14 In considering the suitability of settlements to accommodate development, another factor which influenced the distribution is the location of the Atomic Weapons Establishment (AWE) at Tadley and the approach agreed between the affected authorities and the Office for Nuclear Regulation which has resulted in no site allocations within the consultation zones.

### **Member decisions**

- 5.15 A number of key decisions were taken by the Council and Cabinet during the preparation of the Local Plan. The Statement of Consultation tells the story of the Plan's journey and critical decisions about the direction of policy as the Local Plan has evolved.

### **Conclusion**

- 5.16 The distribution reflects the aims of the Local Plan to meet local needs. The Local Plan focuses development at the borough's larger settlements, most notably Basingstoke Town, reflecting sustainability credentials. The spatial distribution takes into account all aspects of the evidence base including the Sustainability Appraisal and also consultations, including responses from town/parish councils regarding growth levels that they felt their local area could accommodate and support. It also gives emphasis to the general view from consultations that Basingstoke should be the focus for major growth with a lesser amount spread across different villages in the borough.
- 5.17 The final spatial strategy therefore takes account of the following issues and concerns:
- The sustainability of settlements across the borough
  - The availability, and suitability of land for development
  - The need to maintain the vitality of rural communities
  - The areas in need of housing
  - Infrastructure capacity
  - AWE and consultation with the ONR
  - Enabling local communities to have a say on the location of development
- 5.18 It is considered that the proposed spatial strategy is compliant with the NPPF objectives and requirements for sustainable development.

### **Deliverability of spatial strategy and finding suitable sites**

- 5.19 All of the 'Category One' greenfield sites within the SHLAA were subject to detailed Site Assessment and Sustainability Appraisal to inform decisions on the provision of a sufficient housing land supply in the Local Plan.
- 5.20 The SHLAA identified the following quantum of category one sites that could deliver homes over the plan period (i.e. sites that could warrant strategic allocation within the local plan):

**Table 6**

<b>Location</b>	<b>Total number of sites</b>	<b>Total number of houses that could be delivered</b>
Basingstoke	21	10,087
Bramley	2	400
Overton	5	655
Whitchurch	4	550

- 5.21 The site assessment, which was based upon an agreed set of detailed criteria, identified the relative issues and opportunities associated with all of the 'Category One' greenfield sites. Whilst the process did not rank sites, it provided detailed evidence regarding which sites had the most potential to accommodate future development.
- 5.22 The assessment drew upon the outcomes of available technical evidence including biodiversity, landscape and transport assessments, new technical work undertaken specifically for the assessment and also the views of relevant statutory bodies and service providers such as the Environment Agency and Hampshire County Council.
- 5.23 Each site was assessed in a consistent manner, a process which highlighted that all sites had strengths and weaknesses. In addition to individual site assessments, combinations of sites around Basingstoke were also assessed to allow for the consideration of the wider benefits and impacts associated with concentrating development in fewer larger sites. Similarly, the larger sites such as Manydown and the East of Basingstoke were assessed in smaller parcels to understand the suitability of various parts of the sites for development. The site assessment was reviewed over the course of the plan's preparation to consider the impact of newly available information.
- 5.24 The Sustainability Appraisal of sites built upon the detailed evidence base contained within the borough's site assessment, as well as other evidence available, to determine the preferred sites for allocation when compared to the alternatives.
- 5.25 The SHLAA also identifies Category 2 sites which are defined as promoted greenfield sites not suitable for strategic allocation. A sites categorisation resulted from a number of factors including size, location and its characteristics. It should be noted that sites placed within Category 2 may, upon further assessment, have the potential to be allocated for development through the neighbourhood planning process or come forward through other means such as rural exceptions.

5.26 The SHLAA identified the following quantum of category two sites. The SHLAA does not attribute specific yields to such sites and therefore, for the purposes of this paper, a 30dph ratio has been used to calculate approximate housing numbers.

**Table 7**

<b>Location</b>	<b>Total number of sites</b>	<b>Total area of sites (ha)</b>	<b>Total number of houses that could be delivered</b>
Ashford Hill	1	0.38	11
Basingstoke town (including the parish of Chineham)	7	149	4,470
Bramley	3	2.84	85
Brown Candover	1	0.32	9
Burghclere	2	0.65	19
Chiltern Candover	1	5.2	156
Cliddesden	6	10.87	347
Dummer	1	1.2	36
Kingsclere	10	35.79	1074
Monk Sherborne	1	0.33	10
Newnham	1	3.8	114
North Waltham	9	13.88	416
Oakley	11	63.48	1904
Old Basing	4	95.32	2859
Overton	3	7.46	224
Preston Candover	1	2.2	66
Pamber End	2	1.7	51
Ramsdell	3	5.4	162
Sherfield on Loddon	5	36.68	1,100
Sherborne St John	4	29.9	897
Tadley	25	113.3	3,399
Upton Grey	1	1.43	43
Whitchurch	7	106.4	3,192
Woolton St Lawrence	12	6	180

### **Conclusion**

5.27 The site assessment and SA process, considered in association with other aspects of the Local Plan evidence base, has provided a robust basis for making informed decisions on the suitability of sites for allocation. It is considered that the approach is compliant with the NPPF objectives and requirements for sustainable development.

5.28 The above section also demonstrates that the general distribution of housing is deliverable based on the availability, suitability and achievability of sites within these locations. Table 7 shows that the rural villages also have the potential scope to accommodate future housing development, based on the availability of sites, although suitability would need to be determined at the local level as set out in Policy SS5.

## 6.0 Part D: Delivering the Housing Target

5.1 The NPPF requires LPAs actively to manage their housing land supply, demonstrating that they can identify a supply of specific, developable sites or broad locations for growth for 10 years and, where possible, for 15 years. This includes a five year supply of specific deliverable sites. The submitted Local Plan sets out a sound and robust strategy for meeting the borough’s identified housing need in full over the plan period.

5.2 Appendix C gives a breakdown of those sites which contribute to the borough’s land supply. The following section discusses the sources of supply which have been grouped into categories to follow the approach taken within the Submission Local Plan. These categories are reflected in Table 2 of the Submission Local Plan which is included below for reference. Other sources of supply, including site allocations are also discussed in this section to give a complete position statement.

**Table 2: Components of Housing Land Supply 2011 – 2029 as at April 2013**

<b>Number of Homes Required to be Built: 748 x 18 years</b>	<b>13,464</b>
<b>Homes Built (Completions) in 2011 - 2014</b>	<b>1,527</b>
<b>What is currently available in the future (supply)</b>	
• Sites with planning permission	2,465
• Small site windfall	600
• Urban/brownfield opportunities (un-allocated sites)	2,671
• Regeneration	200
<b>Total supply</b>	<b>5,936</b>
<b>Remaining requirement to be met through Local Plan allocations</b>	<b>6,001</b>

### Housing completions and past delivery

5.3 Over the three years since the start of the plan period (2011), 1,527 units have been completed, as outlined in the table below. This has resulted in the remaining housing requirement of the Local Plan reducing to 11,937 units by 2029.

**Table 8**

	Years		
	2011-2012	2012-2013	2013-2014
Completions	693	303	531

- 5.4 The figures show that to date, over the plan period, there has been a level of under-delivery. Factors contributing to these rates include the recent economic climate but also the fact that there has been no newly adopted Local Plan in place to provide new housing allocations.
- 5.5 The Council's intention is to make up this overall shortfall over the short to medium term (0-10 years). It is considered that to make up a shortfall of over 700 units which has built up over three years within the next five year period would be extremely difficult in the current economic climate and given the lead in times associated with development sites.

**Sites with planning permission**

**Large site commitments**

- 5.6 Large sites (those accommodating 10 or more units) which currently have planning permission (either outline or reserve) are listed in Appendix C. A base date of 1 April 2014 has been used. The relevant parts of the appendix represent the agreed outcome of the annual housing monitoring process undertaken jointly between the council and Hampshire County Council, and reflect the significant level of experience that both parties have in terms of calculating the housing land supply position.
- 5.7 The delivery rates for sites outlined in Appendix C take into account the guidance and tests outlined in the NPPF. The rates reflect a variety of information sources. As part of the annual monitoring process, a consultation exercise was completed over the summer with the developers and land agents associated with each of the large sites contributing to the borough's land supply, regarding the deliverability of sites and future development rates. Developer input is important to the accuracy of the forecasts particularly for major sites, which are developed over a number of years. Such input is considered to support the robustness of the forecast completions which are considered justified.

- 5.8 Information was also gained from on-going completions monitoring through the year, including housing return information; visits to development sites; the use of available information on the phased development of sites; previous knowledge of development rates on sites with different characteristics; and the use of information held by officers across the council, particularly Housing and Benefits and the Planning Development Section. As a result of this process, 65 units with planning permission were identified as no longer being likely to come forward for development, leaving a reduced total of 2,465 units from this source.

#### Small site commitments

- 5.9 Small sites with planning permission (sites accommodating 9 or less units) total 223 units and these have been grouped into a small site allowance and spread over the next three years i.e. 2014/15 to 2016/17. This is in line with the approach put forward by Hampshire County Council which is used across the county.

#### Small site windfalls

- 5.10 The NPPF states (Para. 48) that LPAs ‘may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the SHLAA, historic windfall delivery rates and expected future trends, and should not include residential gardens’.
- 5.11 The NPPG reiterates that a windfall allowance may be justified in the five year housing land supply if a local planning authority has compelling evidence (as per NPPF para.48). However, it also goes further than the NPPF, which is silent on the issue of windfall beyond the five year period, stating that ‘Local planning authorities have the ability to identify broad locations in years 6-15, which could include a windfall allowance based on a geographical area (using the same criteria as set out in paragraph 48 of the National Planning Policy Framework)’.
- 5.12 The issue of the inclusion of windfalls sites in years 6-15 within housing supply was raised by Caroline Nokes MP (Romsey and Southampton North), in the House of Commons debate on Planning Reform, held in Westminster Hall on 8 January 2014. Nick Boles MP, Parliamentary Under Secretary of State for Planning, responded that,

*“...windfall sites absolutely can form part of a plan. Where an authority can evidence that it has had a consistent delivery of housing through windfall sites in the past, and it is reasonable to expect that there will continue to be such a delivery of housing through windfall sites, it is absolutely reasonable to say that part of its planned projections assumes a level of windfall site delivery. There is nothing in the policy to prevent that.”*

(Hansard Reference - 8 Jan 2014 : Column 99WH)

- 5.13 The plan includes a small site windfall allowance (sites less than 10 units) which totals 600 units over the remaining plan period, an average of 50 units per annum. No windfall allowance is included for large sites in order to avoid any potential double counting with sites identified in the SHLAA. Although such large sites are, in reality, likely to come forward over the plan period it is considered that any land supply gains from such sites may be offset by the non-delivery of sites in the SHLAA and therefore this approach provides a conservative and robust estimate of supply over the relevant time period.
- 5.14 From analysis undertaken to inform the SHLAA it is considered that there is clear evidence that small sites consistently become available in the local area, often through redevelopment schemes within the Settlement Policy Boundaries delineated in the Adopted Local Plan (1996-2011) or from the reuse of buildings in the rural area. It is considered that this is an important source of housing supply and the principle of including a small site windfall allowance is justified. Further evidence is set out in section 4.3 of Version 9 of the borough's Strategic Housing Land availability Assessment (SHLAA, 2014).
- 5.15 Given the past rate of small site completions (an average of 52 dpa over the last 10 years, with garden land removed from the figures in line with the NPPF guidance), 50 dpa is considered to be an appropriate average annual total. This will be monitored through the annual monitoring process. It should be noted that small sites with a current planning permission are likely to make up small site completions in the next three years, and therefore it is not considered suitable to include an additional windfall allowance for this three year period.

Rural exception sites

- 5.16 Table 14 of this paper shows the number of homes completed on rural exception schemes over recent years. This provides additional justification for including a windfall allowance.

Empty homes

- 5.17 The following table shows the number of properties within the borough that have been vacant for two or more years (defined as long term vacant).

**Table 9**

<b>Year</b>	<b>Number of homes</b>
April 2010	540
April 2011	482
April 2012	441
April 2013	399
April 2014	423

- 5.18 The Councils Housing and Homelessness Strategy 2013-2018 sets out a number of priorities. Priority 3 includes the aim of bringing ten long term vacant properties back into use every year. This could therefore also provide some additional supply to meet needs.

### **Urban/brownfield opportunities**

- 5.19 This source of supply reflects the findings of the council's latest Strategic Housing Land Availability Assessment (SHLAA) which was published in September 2014 with a base date of 1 April 2014. The SHLAA identifies a significant number of so-called 'opportunity sites' within the built up areas of the borough particularly Basingstoke Town. These are outlined in section 4 of the SHLAA and also appendix 3 of that document which includes a detailed proforma for each site outlining such factors as availability, suitability and likely economic viability. Conclusions have been drawn for each site, in line with the guidance outlined in the NPPF/NPPG and have consequently been placed into a five year time band depending upon its deliverability credentials which include, for example, whether there is an existing policy presumption in favour of development.
- 5.20 Sites that have been placed within the 5-10 and 10-15 year time bands have been discounted by 10%. This approach is considered to provide suitable flexibility in the land supply calculations to allow for changes in circumstances and potential implications of more detailed design. This 10% equates to approximately 120 units. The identification of certain sites does not exclude other large sites (sites of 10 or more units) coming forward as windfall sites over the course of the Plan which, itself, sets a positive policy framework for the continued delivery of sites within built up areas.
- 5.21 This category of sites includes five sites which are allocated for housing development under the Saved policies of the Adopted Local Plan (1996-2011). It is not considered necessary to carry forward these policies into the Submission Local Plan as each of these sites fall within a built up area of the borough where an enabling policy framework is in place. These sites have been reassessed in terms of deliverability/developability, in line with other opportunity sites and through this process a further two previously allocated sites are no longer considered to meet the relevant tests, namely Evingar Road in Whitchurch and South View in Basingstoke. Further details are set out in section 4.1 of the SHLAA.

### **Regeneration**

- 5.22 The pursuit of suitable regeneration schemes, particularly in areas of Basingstoke Town, is considered a key priority of the Council as reflected by the council's Strategic Approach to Regeneration. As such, the Local Plan includes a 200 unit regeneration allowance, supported by Policy SS2. Section 4.4 of Version 9 of the borough's SHLAA sets out in more detail the supporting evidence for this approach.

### **Greenfield allocations**

- 5.23 The Submission Local Plan allocates 11 greenfield sites for principally residential development under Policy SS3. Appendix C sets out how these sites are predicted to come forward over the plan period, taking into account such issues as lead in times, annual delivery rates and a site's current status in terms of planning permission. SS3 includes two sites, namely SS3.2 Kennel Farm (approximately 310 units) and SS3.4 North of Popley (approximately 450 units) which gained planning permission prior to 1 April 2014 and therefore these two sites are included within the commitments total. This leaves a total of 6,180 units. A number of other sites, including SS3.3 Razors Farm, SS3.5 Overton Hill and part of SS3.6 South of Blosswood Land /Manor Farm Whitchurch have also progressed to different stages of the planning application process.
- 5.24 The delivery rates on these sites reflect a pragmatic view of projected yields and build upon discussions with relevant developers and land agents to understand the intentions and detailed progress of sites, historic delivery rates, lead in times etc. In some cases the developer is projecting a higher yield than the Council is using for the purposes of land supply calculations.

### **Neighbourhood Planning – 900 units**

- 5.25 The Submission Local Plan promotes and supports neighbourhood planning in the borough, and Policy SS5 allocates a total of 900 homes to be delivered via this mechanism. This approach builds upon the outcomes of a series of consultations related to the Local Plan, dating back to 2011 when the parished areas of the borough were asked whether limited growth would be supported in villages across the borough to meet the needs of local people.
- 5.26 Such consultation has identified scope to accommodate small-scale development in rural areas based on identified need and the aspirations of local communities. A number of Parish Councils have expressed their support for determining the location of new housing development in their local area.
- 5.27 This support is illustrated by the level of activity in neighbourhood planning in the borough, with 12 neighbourhood areas being designated at the time of submission. This includes all of the five areas where a level of development has been set by Policy SS5.

5.28 The council is working with these local communities to identify the most appropriate means of delivering the identified levels of development and the following table sets out the latest position with the emerging neighbourhood plans and the proposed timetable. This demonstrates that a large number of them will all be at an advanced stage in 2015.

**Table 10**

<b>Designated Neighbourhood Area</b>	<b>Current Stage of the Neighbourhood Plan</b>	<b>Anticipated Submission Date</b>
Bramley	<p>Bramley Parish Council has undertaken extensive consultation and evidence gathering, and is now working positively on a draft Neighbourhood Plan.</p> <p>It is anticipated that the Neighbourhood Plan will allocate housing sites.</p>	May 2015
East Woodhay	The Parish Council are currently gathering evidence to support the preparation of the Neighbourhood Plan.	September 2015
Kingsclere	Kingsclere Parish Council has undertaken work on a substantial evidence base and is currently working on drafting their Neighbourhood Plan.	May 2015
Oakley	<p>Oakley and Deane Parish Council have undertaken extensive consultation and evidence gathering, and are now working positively on a draft Neighbourhood Plan.</p> <p>Consultation on the Strategic Environment Assessment and Habitats Regulations Assessment Screening took place between September and October 2014.</p> <p>It is anticipated that the Neighbourhood Plan will allocate housing sites.</p>	May 2015
Overton	Currently undertaking extensive research to support a robust evidence base in order to progress the development of the Plan. An initial draft is in place for a large section of the Plan, with	May 2015

	the final round of public consultation planned for the end of the year.	
Sherborne St John	The Parish Council is gathering considerable evidence to support their Neighbourhood Plan.	May 2015
Sherfield on Loddon	The Parish Council is currently gathering considerable evidence to support the preparation of the Neighbourhood Plan. Several community engagement events have already been held.	September 2015
St Mary Bourne	The Parish Council are in the process of developing a draft Plan. A number of community engagement events have already been held, and a substantial amount of evidence has already been gathered.	September 2015
Whitchurch	The Town Council has undertaken extensive consultation and evidence gathering, and are now working positively on a draft Neighbourhood Plan. Consultation on the Strategic Environment Assessment and Habitats Regulations Assessment Screening took place between September and October 2014. The Plan will allocate housing sites and also, potentially employment sites,	Early 2015
Wootton St Lawrence	Wootton St Lawrence Parish Council has established a Neighbourhood Planning Committee and is currently working together to gather evidence to progress their Neighbourhood Plan.	December 2015

5.29 The policy does provide flexibility and enables the council to identify opportunities post 2017 to address any shortfall through the DPD process should Neighbourhood Planning not deliver the required numbers through suitably allocated sites. This position will be monitored annually.

### **Conclusions on Land supply and the Housing Trajectory**

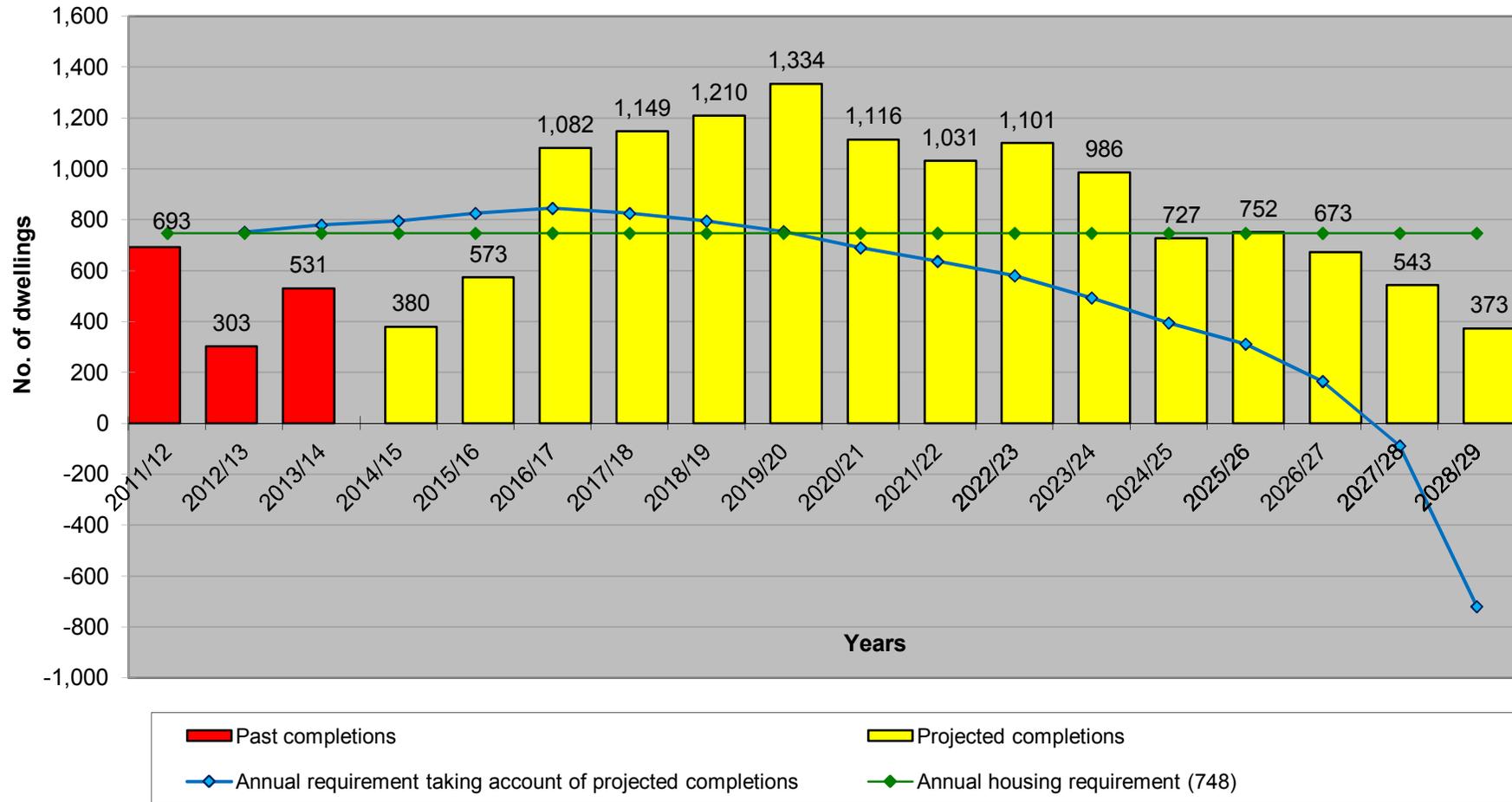
5.30 The above sources lead to a supply of approximately 13,000 units which, as shown in the table below, provides a contingency or cushion of over 1,000 units. This contingency provides the Plan with a suitable level of flexibility to accommodate any non-delivery or delayed delivery of sites over the plan period.

**Table 11**

Total Requirement (2011 to 2029)	13,464
Completions 2011 - 2014	1,527 (531 in 2013/14)
Residual requirement 2014 - 2029	11,937 [13,464 – 1,527]
Supply	13,030
Contingency	<b>1,093</b>

5.31 The land supply position is shown graphically in the following trajectory, as required by the NPPF, which outlines the predicted delivery rates over the plan period and shows how this level of delivery affects the borough's housing target year on year. It illustrates how the housing requirements are met over the period of the Plan and illustrates how the strategy seeks to ensure a consistent and balanced supply. The council will seek to monitor and manage this supply as necessary.

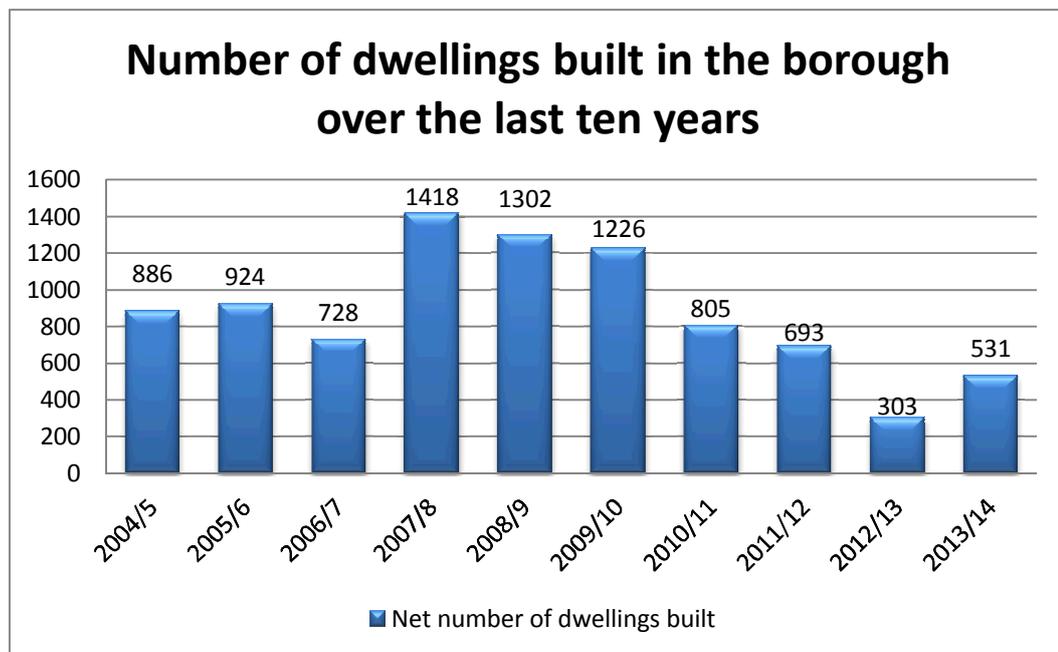
### Basingstoke and Deane Housing Trajectory



## **Five year Housing land supply**

5.32 NPPF para.47 requires authorities to identify a supply of specific deliverable sites sufficient to provide five years of housing against their housing requirements. It also requires a buffer of 5% to be applied to the supply of housing, brought forward from later in the plan period to allow for choice and competition in the market. The buffer should be increased to 20% where there is a persistent record of under delivery.

5.33 The following graph below shows the level of housing completions over the last ten years. Whilst, as noted in paragraph 4.79, the level of completions has fallen below the housing requirement over the last three years, primarily as a result of the economic climate, prior to this, the borough experienced high levels of growth, averaging 1,041 units per annum over the preceding seven years. As such it is not considered that a 20% buffer (6.0yrs supply) is appropriate, as the Council does not have a persistent record of under delivery.



5.34 As outlined in the table below, the Plan sets out an appropriate housing strategy which includes five years' worth of sites which meet the deliverability tests set out in the NPPF. Upon adoption of the plan, the LPA can demonstrate 5.3 years of available housing land supply. The specific sites which make up this supply are listed in Appendix C. Without the Local Plan in place, the LPA cannot currently demonstrate a five year land supply.

**Table 12**

Total Housing Requirement (2011 to 2029)	13,464
Completions 2011 - 2014	1,527 (531 in 2013/14)
Residual requirement 2014 - 2029	11,937 [13,464 – 1,527]
Residual Annual Requirement 2014 - 2029	796 [11,937 ÷ 15]
5 Year requirement (2014/15 – 2018/19)	3,980 [796 x 5]
5 Year Requirement plus 5% buffer	4,179 [3,980 + 199]
Revised Annual Requirement (2014 - 2019)	836 [4,179 ÷ 5]
Supply	4394
Years Supply	<b>5.3 Years</b> [4,394 ÷ 836]

**Conclusion**

- 5.35 New housing allocations are proposed in order to meet the residual requirement identified, taking account of completions, existing commitments, identified sites within the SHLAA and a windfall allowance.
- 5.36 It is considered that the Council has produced a robust and clear approach to meeting the housing target of 748 dpa, which is compliant with the NPPF objectives and requirements. It is therefore considered that the proposed housing requirement is robust, achievable and deliverable.

**6. Part E: Affordable Housing Strategy****The Strategic Housing Market Assessment 2014**

- 6.1 Government guidance on Strategic Housing Market Assessments sets out a model for assessing housing need (known as the Basic Needs Assessment Model); this model is used in the latest SHMA. The analysis of housing need starts with the study of income levels and housing costs, both to buy and rent in the market sector, before moving on to look at estimated levels of need for affordable housing and the extent to which this need might be able to be met through intermediate housing products (including Affordable Rented Housing).

- 6.2 The affordable housing needs modelling is based on housing market conditions at the point of the assessment being undertaken and is therefore based on a specific point in time. To this end the report looks at affordable housing needs for a 5 year period, 2011-2016, not over the full plan period to 2029. This is in line with CLG guidance, which identifies 5 years as the key period for meeting housing need.
- 6.3 In relation to affordable housing the SHMA firstly assesses local process and rents as well as income required to buy/rent. This identifies that:
- Entry price private rented accommodation may not be accessible to up to 24% of borough households
  - Intermediate rent and shared – average priced properties could be unaffordable for more than 35% of households;
  - Access to intermediate home ownership ranges from 37% of the borough’s households (lower quartile price) to 47% (median average price).
  - Outright home ownership at the lowest end of property prices appears out of reach for 45% of households in the borough – average priced property, for nearly 60% of borough households.
- 6.4 The SHMA then looked at housing need over the 2011-2016 period. This is identified through firstly assessing the housing register and identifying the backlog of households in need. This concludes there was a backlog of 1,018 households in need of affordable homes in 2011. The report then predicts newly arising need for the 5 year period 2011-2016. (This consists of newly forming households and existing households falling into need). The SHMA identifies the estimated number of newly forming households (gross) in need of affordable housing is between 461 and 657, totalling between 727 and 923 households per annum for 2011-2016.
- 6.5 This is then compared against the expected supply of affordable housing. This includes the supply from re-lets of existing affordable homes, as well as supply that are already identified in the development pipeline (i.e. those sites with planning permission). The total supply over 2011-2016 period is estimated as 585 (see Appendix B and the SHMA) affordable homes per annum. This leaves a net need of between 142 and 338 affordable homes per annum, between 2011 and 2016 if the needs of all households in housing need were to be met by provision of affordable housing.
- 6.6 The SHMA therefore concludes that there is a significant requirement for new affordable housing in the borough and the Council should seek to secure affordable housing contributions on all housing developments. It also notes that although there is a need for new supply of affordable homes, the Private Rented Sector is likely to continue to meet (as it does now) some of the shortfall of genuine affordable homes<sup>2</sup>.

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<sup>2</sup> Para 9.1 SHMA – 37% of applicants currently in private rented sector.

- 6.7 A housing needs assessment (Appendix B) has been undertaken for the proposed housing target of 748dpa to ensure that affordable housing need can be met.
- 6.8 This housing needs assessment shows that there is a need for an additional 215 (minimum) affordable homes to be built each year. Taking only the supply of re-lets into account and discounting new supply through planning permissions, this need rises to 306 affordable homes each year.
- 6.9 Based on the need for 306 affordable homes per annum, this equates to 40.9% of the housing target of 748dpa (considered in Part B of this topic paper).

### **Basingstoke and Deane Viability Study**

- 6.10 The NPPF highlights the importance of taking viability into account in developing policies for affordable housing and other standards in order to ensure plans are deliverable and overall development is not jeopardised.
- 6.11 The Viability Study provides evidence to assist in preparing affordable housing policies for the local plan and in drawing up a Community Infrastructure Levy (CIL) charging schedule. The evidence has been prepared in consultation with the development industry and has followed the relevant regulations and guidance as well as being in line with the National Planning Policy Framework and the National Planning Practice Guide. Evidence has been prepared to inform the CIL charging schedule for both residential and non-residential uses. For residential development, the study has also been used to inform the local plan policies for affordable housing targets and site size thresholds.
- 6.12 At the start of the study, evidence was collected that showed that the borough can be divided into two market value areas with noticeable differences in average market values. The two areas are 'Basingstoke/Tadley' and the 'rest of the borough'.
- 6.13 Results from the testing of both the 1 ha sites and the case study schemes showed that the two market value areas have different patterns of viability. The higher value 'rest of borough' area is more able to sustain a higher percentage of affordable housing and rate of CIL than in 'Basingstoke/Tadley'. But for both market areas, there is a trade-off between the amount of affordable housing sought and the level of CIL that can be achieved.
- 6.14 In 'Basingstoke/Tadley', the testing demonstrates that most development is viable at 40% affordable housing (with an affordable rent emphasis) although some types of development are not able to support a meaningful level of CIL with this proportion of affordable housing. As the proportion of affordable housing falls then the amount of CIL that can be supported rises.

- 6.15 The position in the 'rest of the borough' is that affordable housing target of 40% appears generally justified in combination with a theoretical maximum CIL of £200 per sq. m.
- 6.16 In identifying the size of site from above which affordable housing is to be sought (the site size threshold), it has been assumed that the impact on viability will be the same whether the affordable housing is provided on site (as dwellings), provided off site as dwellings or provided by way of a financial contribution. There is only limited evidence to support an affordable housing threshold of four or more units, based on the increased costs borne by smaller sites. However this does not take into account any premium value that may be attached to small sites. Even without this, some higher density schemes of fewer than 4 dwellings are viable. On this basis there is not a clear case for setting an affordable housing threshold as part of housing policy and all schemes should contribute affordable housing.
- 6.17 Additional viability testing was undertaken in December 2013 for the two largest strategic sites that are likely to be subject to CIL – Manydown and Basingstoke Golf Course.
- 6.18 On the basis of the analysis undertaken at the current time, Manydown is not a viable development at 40% affordable housing and with the higher level of planning obligations modeled.

### **Engagement with local communities and public consultation**

- 6.19 The Statement of Consultation provides an overview of the public involvement (at committee meetings and periods of public consultation) during the development of the Local Plan policies.

### **Member decisions**

- 6.20 On 3 July 2013 the initial findings of the affordable housing viability was reported to the Council's OSCOM to inform Policy CN1 prior to public consultation. It was agreed that a threshold of 40% should be included for consultation.
- 6.21 The Pre-submission Local Plan contained the agreed affordable housing threshold of 40% and was endorsed by Cabinet on 22 July 2013 and recommended for approval at Full Council on 25 July 2013.

## **Conclusion**

- 6.22 The Council has considered the need for affordable housing for a range of scenarios assessed in the Basingstoke and Deane SHMA. This has taken account of the NPPF, NPPG guidance and evidence base.
- 6.23 The affordable housing strategy contained within the plan was informed by drawing together all of the relevant evidence and responses from consultations. The final affordable housing strategy takes account of the following:
- Seeking to meet the local needs for affordable housing;
  - The importance between balancing affordable housing with funding for other infrastructure and ensuring developments are still viable and the need to be flexible to recognise the period the plan will cover;
  - The housing need and viability evidence have been pieced together to inform the setting of affordable housing policies;
  - To increase affordable housing supply, seek to secure financial contributions from smaller sites to facilitate off-site affordable housing where on-site provision is not deliverable.
- 6.24 It is considered that the proposed affordable housing threshold is robust, achievable and deliverable which is compliant with the NPPF objectives and requirements (see appendix A for compliance tables).

## **Delivering the affordable housing**

- 6.25 The NPPF Para.47 specifies that the Local Plan meets the full objectively assessed needs for affordable housing. As set out above, the viability study supports the threshold of 40% on all sites in all locations, except for Manydown.

### **Affordable Housing completions and past delivery**

- 6.26 Basingstoke and Deane has a strong track record of delivering affordable housing in the borough. Table 13 sets out the total number of completions of affordable housing over the past 7 years.

Year ending:	Number of affordable dwellings
31 <sup>st</sup> March 2014	38
31 <sup>st</sup> March 2013	27
31 <sup>st</sup> March 2012	309
31 <sup>st</sup> March 2011	212
31 <sup>st</sup> March 2010	518
31 <sup>st</sup> March 2009	540
31 <sup>st</sup> March 2008	462
Total	2,106
Annual average	301

6.27 The Rural Exceptions Policy in the adopted Local Plan 1996-2011 has also helped to deliver affordable housing in rural communities across the borough. The Submission Local Plan continues to set an enabling framework for such schemes (CN2), also permitting a proportion of market housing as a part of such schemes. Table 14 sets out the number of units completed on rural exceptions schemes per year over the last 7 years.

<b>Table 14 Rural Exception Scheme Completions</b>	
Year ending:	Number of affordable dwellings completed on rural exceptions schemes
31 <sup>st</sup> March 2014	0
31st March 2013	7
31st March 2012	34
31st March 2011	10
31st March 2010	10
31st March 2009	10
31st March 2008	10
Total	81
Annual average	10

### **Conclusion**

6.28 The Submission Local Plan housing strategy makes provision for 40% of all new housing developments to be affordable homes. The strategy also has consideration for the viability of schemes and provides flexibility including allowing for rural exception schemes to incorporate an element of market housing to help maximise the number of such schemes coming forward over the plan period. This strategy is considered to be sufficient to meet affordable housing need within the borough alongside deliverability.

## **7. Part F: Partners and Monitoring**

### **Delivery partners**

7.1 The following are considered to be the key delivery partners in implementing the housing strategy in the Local Plan:

- House building industry
- Registered providers/affordable housing providers
- Town/Parish Councils which are preparing Neighbourhood Plans
- Local Enterprise Partnership

## **Monitoring**

- 7.2 The council is committed to a plan, monitor and manage approach to the implementation of the plan. Monitoring is essential to check that the Local Plan is being implemented effectively and to assess whether the desired outcomes are being achieved. Monitoring also allows corrective action to be taken if the aims of the plan are not being met.
- 7.3 The council's approach to monitoring has been established through its regular Monitoring Reports which have been published for a number of years. These contain a large number of indicators related to the delivery of new housing in the borough, both in terms of past completions and projected future completions.
- 7.4 The Local Plan includes a set of indicators which provides a simple but robust set of measures of the Local Plan's performance. Data for each indicator will be gathered on a regular basis (at least annually), and the results reported in Monitoring Reports. The Monitoring Reports will also provide an explanation about whether or not we have met, or are on track to meet, the targets, and if not, will identify actions that need to be taken to remedy the situation.

## Glossary

Affordable Housing	Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes
Housing Market Area (HMA)	This is identified in the Strategic Housing Market Assessment (2014) as the borough boundary, based on a review of various sources of information and data including national research on defining housing markets across England. This work concluded a high level of self-containment within the borough.
Market Housing	Private housing for rent or for sale, where the price is set in the open market.
Registered Providers of affordable housing	A registered provider of social housing as defined in Chapter 3 of Part 2 of the Housing and Regeneration Act 2008 who is registered with the Homes and Communities Agency and has not been removed from the register.
Strategic Housing Land Availability Assessment (SHLAA)	A key component of the evidence base to support the delivery of sufficient land for housing to meet the community’s need for more homes. The SHLAA is an assessment to identify land for housing and assess the deliverability and developability of sites. These assessments are required by the National Planning Policy Framework.
Strategic Housing Market Assessment (SHMA)	Strategic Housing Market Assessments (SHMAs) are studies required by Government of local planning authorities to identify housing markets, and their characteristics, that straddle district boundaries. Their purpose is to inform Local Plans in terms of housing targets, housing need, demand, migration and commuting patterns and the development of planning and housing policy.
Edge report	A study by Edge Analytics commissioned by BDBC The Demographic Analysis is a technical piece of evidence used to inform and support policies for housing and employment within the Local Plan. The report takes account of policies within the National Planning Policy Framework and provides an objective assessment of housing development needs in the

	borough between 2011 and 2029.
Duty to Cooperate	The duty to cooperate was created in the Localism Act 2011. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively.
Five year housing land supply	The supply of specific deliverable housing sites on which housing completions are expected. The five year housing land supply is the number of dwellings expected to be completed in the next five years, compared to the Local Plan target for the next five years (this is normally expressed in terms of the number of years' worth of supply).
Housing trajectory	A table (optionally accompanied by a graph) which sets out information on past and projected annual housing completions in comparison to the Local Plan target. The trajectory is a tool for analysing and illustrating whether or not housing delivery is on track
Localism Act	An Act of Parliament which is the primary legislative basis for local authority Planning powers and came into force following gaining Royal Assent in November 2011. The Act made provision for new Regulations to be made including on plan making (came into force in April 2012) and a basis for the review of existing planning policy (the National Planning Policy Framework was published in March 2012).
National Planning Policy Framework (NPPF)	The National Planning Policy Framework (NPPF) is the Government's statement of national planning policy and all Local Plans must be in general conformity with it and this is tested at a Local Plan Examination. The NPPF was published on 27 March 2012 and replaced numerous planning policy guidance documents, statements and circulars.
Neighbourhood Plan	A type of Planning Policy document that after adoption can be used (alongside the Local Plan) to determine planning applications. The plans are prepared by a parish council or neighbourhood forum for a particular neighbourhood area (made under the Localism Act 2011) and have to be in general conformity with the Local Plan, undergo Examination and a Referendum.
South East Plan (SEP)	One of the regional spatial strategies which have been revoked by Government and do no longer exist as part of the development plan. The South East Plan was revoked on 25 March 2013. Prior to this, the plan set out the housing and employment targets for all districts within the region and set out the general locations of where the housing should go. Now the Duty to Cooperate between adjoining local authorities and other public bodies ensures that the wider strategic impacts are considered in plan making.
Settlement Hierarchy	The hierarchy is a way of identifying and arranging the

	largest settlements into order for the purposes of distributing the Local Plan housing growth to towns and villages around the borough based upon their population or sustainability criteria.
Sustainability Appraisal	An evaluation of the social, environmental and economic effects of policies and proposals in the Local Plan and undertaken for any Development Plan Document or a Supplementary Planning Document that raises strategic implications. The purpose is to ensure that the Local Plan documents are produced in accordance with sustainable development. Sustainability Appraisals are carried out in line with Government Guidance to meet the terms of Strategic Environmental Assessment.
Windfall Sites	Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

## **Appendix A – Compliance tables**

### **Housing evidence and NPPF compliance**

Para	NPPF	Conclusion
47	Identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of housing. Identify a supply of specific developable sites or broad locations for growth, for 6-10 and where possible, for years 11-15.	The SHLAA (version 9) provides this assessment and the authority monitoring report provides information on completions.
48	Make an allowance for windfall sites in the five year supply if they have compelling evidence...and should not include residential gardens.	An allowance for windfall has been made and the justification is contained within the SHLAA, chapter 4.
50	Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.	The need for different types and size of properties is assessed within the SHMA, chapter 10.
158	Ensure that the local plan is based on adequate, up-to date and relevant evidence about economic, social and environmental characteristics and prospects of the areas.	The evidence base supporting the Local Plan is considered up to date and robust.
158	Ensure that assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.	The SHMA takes full account of market signals, for example, in terms of house prices, rent levels, mortgages, and incomes. The Local Plan Strategy integrates all these elements. The SHMA and ELR were undertaken in parallel.

159	Prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries.	The SHMA assesses the housing market area for Basingstoke and Deane, which takes into account the full housing needs of the borough and neighbouring authorities Housing Market Areas (HMA). For example, Paragraph 2.35-2.40 of the SHMA states that meetings have taken place with neighbouring authorities to discuss housing requirements and the appropriateness of the boroughs HMA. In addition, the SHMA provides an analysis of neighbouring authorities SHMA's.
159	Should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period	Chapter 10 of the SHMA identifies the mix of housing required for the borough, following an assessment of housing types and requirements for specific community groups. Paragraphs 4.6-4.23 provide a detailed assessment of the range of tenures in the borough and future requirements. In addition, paragraphs 8.4-8.13 identify the scale of housing required in the borough over the plan period.
159	Meets household and population projections, taking account of migration and demographic change;	Chapters 3 and 7 of the SHMA provide information on population projection and housing requirements, which feed into chapter 12 to provide a conclusion on the housing needs that, meet these requirements. Paragraphs 5.2-5.12 take into account migration trends, and chapters 3 and 7 of the SHMA take into account past, current and future population change.

159	Addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);	The SHMA provides a detailed analysis of all types of housing in the borough. Chapters 4 and 9 assess the existing affordable housing stock and affordable housing need. In addition, there are a number of paragraphs within the SHMA that refer to the housing needs of different groups in the community. This includes, but is not limited to, paragraphs 4.10-4.12, 9.17-9.20 and 10.37-10.47.
159	Caters for housing demand and the scale of housing supply necessary to meet this demand;	Chapter 4, amongst other paragraphs in the SHMA, considers the existing supply and demand of housing in the borough. In addition, the affordable housing need in the borough is discussed in chapter 9 of the SHMA. Chapter 12 then pulls together the housing needs for the borough and provides recommendations on the scale of housing required to meet this demand.
159	Prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and likely economic viability of land to meet identified need for future housing over the plan period.	The SHLAA (version 9) provides this assessment.

**Housing evidence and alignment with NPPG compliance**

<b>NPPG</b>	<b>Conclusion</b>
Land prices	<p>Chapter 4 of the SHMA provides an overview of the existing housing stock in the borough which provides an understanding of the demand for particular housing types and tenures.</p> <p>Chapters 3 and 7 of the Viability Study for the Community Infrastructure Levy (CIL) tests residential land values by utilising land value benchmarks and non-residential land values using existing use values.</p>

House prices	Paragraphs 4.36-4.42 of the SHMA provided a detailed analysis of market house prices in the borough, which includes a comparison of median property prices over a long-term period (1996-2011) against county and regional averages (figures 4.17 and 4.18).
Rents	Paragraph 4.43-4.69 of the SHMA provides a detailed analysis of rents in the borough. This includes the changes in rents over time in comparison with neighbouring Local Authorities and an analysis of mix adjusted rent information for social and affordable rents.
Affordability	Paragraph 3.22-3.37 of the SHMA provides an overview of earnings in borough, which includes a breakdown of annual incomes by the lower quartile and median. Paragraphs 5.18-5.63 provide a detailed analysis of the comparison between house costs against the ability to pay. In addition, chapter 4 of the SHMA analyses the existing housing stock in the borough and the percentage of stock that is owned outright against affordable housing stock. Furthermore paragraphs 3.38-3.46 provide an overview of mortgage repossession in the borough against neighbouring authorities.
Rate of development	<p>Table 2.9 of the SHMA provides an overview of housing completions in the borough, in the period 2006-2011, in comparison with neighbouring authorities. In addition, Table 9.36 provides an overview of planning permissions where housing delivery has been delivered in the period 2011-2015.</p> <p>This topic paper provides a detailed housing trajectory for the plan period to show the anticipated rates of development.</p>

Overcrowding	<p>Paragraphs 4.30-4.35 provide an overview of HMO's and communal housing in the borough.</p> <p>Homelessness and overcrowding are factors taken into account when undertaking the Housing Needs Assessment as part of the SHMA.</p> <p>Paragraph 9.13 of the SHMA provides an indication of the number of people on the Housing Register who have moved into temporary accommodation, demonstrating an un-met need for housing.</p>
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NPPG Paragraph number	NPPG	How the Local Plan responds
18	Plan makers should make an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth of the working age population in the housing market area.	The ELR 2013 (Chapter 8) uses three scenarios to assess future development needs: labour demand, <u>labour supply</u> and <u>past trend</u> .
18	Where the supply of working age population that is economically active (labour force supply) is less than the projected job growth, this could result in unsustainable commuting patterns (depending on public transport accessibility or other sustainable options such as walking or cycling) and could reduce the resilience of local businesses. In such circumstances, plan makers will need to consider how the location of new housing or infrastructure development could help address these problems	The balance between jobs and homes is considered to be sustainable and is discussed further in this topic paper.

## **Compliance of housing policies with the NPPF and NPPG**

The housing policies in the Local Plan are compliant with the NPPF as follows:

<b>Compliance of housing policies with NPPF</b>		
<b>NPPF Paragraph number</b>	<b>NPPF requirement</b>	<b>How the Local Plan is compliant</b>
14	Local Plans should meet objectively assessed needs	Policy SS1 sets the housing target of 748 dpa which lies within the OAN.
17	Joint working and co-operation to address larger than local issues	See the Duty to Co-operate Topic Paper
17	Drive and support sustainable economic development	The Local Plan supports sustainable economic growth
17	Supporting thriving rural communities with the countryside	Spatial strategy directs most growth to the largest settlements, but also supports sustainable growth of the rural villages
17	Focus significant development in locations which are sustainable	The majority of housing growth is directed to the main settlement of Basingstoke and Chineham.
47	Meet the full, objectively assessed needs for market and affordable housing in the housing market area	Policy SS1 sets the overall housing target to meet needs and Policies CN1 and CN2 meets the needs for affordable housing with policies CN3 and CN4 focusing on the mix of housing.
47	Identify five years supply of housing sites	See this topic paper.
47	Identify sites or broad locations for years 6-10 and, where possible, years 11-15	The housing trajectory identifies specific sites to meet this requirement.

50	Plan for a mix of housing based on current and future demographic trends, market trends, and needs of different groups in the community	Policies CN3 and CN4 plan for a mix of housing based on the findings of the SHMA 2014.
52	The supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extension to existing villages and towns....	Policies SS1 and SS3 allocate the most appropriate sites for development which have been tested through site assessment and sustainability appraisal. The strategy contains many extensions to the urban area and some to the villages.
53	Setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.	Policy EM10 focuses on matters such as local character, and the quality of amenity for occupants.
54	In rural area...consider whether allowing some market housing would facilitate the provision of significant additional affordable housing	Policy CN2 permits an element of market housing to facilitate the delivery of affordable homes.
55	Housing should be located where it will enhance or maintain the vitality of rural communities.	Spatial strategy supports sustainable growth of the rural villages, and also growth at the strategic settlements which provide services and facilities for the surrounding rural areas.
55	Isolated homes in the countryside should be avoided except in special circumstances	Policy SS6 strictly limits development outside of settlement policy boundaries.
154	Only policies that provide a clear indication of how a decision maker should react to a development proposal should be included in the plan.	Each of the policies clearly set out how the LPA will consider a development proposal and against what criteria.

156	Include strategic policies to deliver the homes and jobs needed in an area	Policies SS1, SS2, SS3 and SS5 provide the policies to deliver the homes needed for the area in terms of numbers. Policies CN1, CN2, CN3 and CN4 address the mix and affordability of the housing needed.
179	Work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly co-ordinated and reflected in Local Plans.	See the Duty to Co-operate Statement
182	Soundness tests: Positively prepared; justified; effective; consistent with national policy	The Local Plan meets objectively assessed housing needs (see SHMA); alternative levels of growth and apportionment scenarios have been considered (see the SA); the Duty to Co-operate Topic Paper sets out how joint working has taken place; The Local Plan is consistent with policies in the NPPF as demonstrated in this paper.

The housing policies in the Local Plan are aligned with the NPPG as follows:

<b>Compliance of housing policies with NPPG</b>		
<b>NPPG Paragraph number</b>	<b>NPPG requirement</b>	<b>How the Local Plan is compliant</b>
Local Plans Para 11	Reflect the presumption in favour of sustainable development	The policies of the Submission Local Plan take a positive approach to appropriate development.
Local Plans Para 12	Local Plan policies are contained in one document	All of the borough's key strategic housing policies are contained in the Submission Local Plan.

## **Appendix B- Affordable Housing Needs Assessment**

### **Housing Need Assessment – 748 dpa: key points**

- HNA retains certain elements of HNA3 – the current annual housing need figures from the Housing Register Bands 1-3 (159 households) and current housing need from the intermediate housing application records (107 households);
- Arising housing need, however, is calculated using:-
  - household projections to assess the number of newly forming households (households that have not formed yet but could form in the next 5 years) – HNA uses the household projections underlying the population projection on which the council's 748 dwellings per annum housing figure is based, and applies an affordability threshold to test the ability of these households to meet their needs in the housing market; and
  - arising housing need from existing households (households that have already formed but who may fall into housing need in the future) – HNA is based on estimates (from arising need from the Housing Register and intermediate housing records identified in HNA3) of how much of the arising need may be attributable to existing households falling into need and not newly forming ones;
- The proportions applied to arising need from the Housing Register and intermediate housing records are:
  - 50% of arising need from the Housing Register is from existing households;
  - 43% of arising need from the intermediate housing records are from existing households;
- The affordability thresholds applied to 748 households per annum are:
  - 26% of households will need social housing;
  - 11% will need intermediate housing;
- This gives a total affordable housing need of 800 households per annum.
- This HNA shows a level of housing need equivalent to the baseline HNA3 which has an affordable housing need of 796 per annum;
- 800 should be treated as a minimum affordable housing requirement – it does not take account of the fact that the rate of households falling into housing need is increasing as shown by HNA5 and 6 within the SHMA;
- Furthermore it does not take any account of housing need in Band 4;
- Even accounting for re-lets (494 units) there remains a shortfall of 306 units;
- Given the extent of current and arising need, the affordable homes target of 300 homes per annum should be seen as a *minimum* delivery target.
- The tenure split would be 70% rented / 30% intermediate – a small shift from the current Affordable Housing policy C2 (62.5% rented / 37.5% intermediate).

Housing Needs Assessment – 748 dpa			
number of households per annum (over 5 years)	current need	arising need <u>based on the number of households forming under the 748 scenario with affordability test</u>	total current + arising housing need
Housing Register Bands 1-3 (rented)	159	399	558
Homes In Hants (intermediate)	107	135	242
Total annual need: Housing Register and Intermediate	266	534	800

### Housing Need Assessment – 748 dpa: the detail

- current housing need based on Housing Register and Intermediate housing records
- arising housing need based on household projections underlying the 748 dwellings per annum housing scenarios which is based on household growth of 748 households per annum and existing households from the Housing Register and intermediate housing records
- defines housing need from the Housing Register as households in Bands 1-3
- assumes need will be met over a five year period
- assumes that need over the last five year period is representative of need over the next five year period

	Basis of the assessment	Data	Need / supply per annum over five years
Step 1	Current need for intermediate housing <ul style="list-style-type: none"> <li>• Households awaiting action</li> <li>• Households with applications pending</li> </ul>	354 awaiting action + 182 being processed = 536	To be met over 5 years = 107 households per annum
Step 2	<u>Newly arising need for intermediate housing</u> <ul style="list-style-type: none"> <li>• <u>Newly forming households: 11% of 748 = 82 per year; plus</u></li> <li>• <u>Existing households: 43% of 614 = 264 over 5 years</u></li> </ul>	<u>Newly forming = 82 per year + Existing = 264 over 5 years (=53)</u>	<u>Over 5 years = 135 new households per annum</u>
Step 3	Current need for social housing <ul style="list-style-type: none"> <li>• Bands 1-3 only</li> <li>• General needs</li> </ul>	Bands 1-3 = 793	To be met over 5 years = 159 per annum

Step 4	<u>Arising need for social housing (Bands 1-3 only)</u> <ul style="list-style-type: none"> <li><u>Newly forming households: 26% of 748 = 195 per year; plus</u></li> <li><u>Existing households: 50% of 2,036 = 1,018 over 5 years</u></li> </ul>	<u>Newly forming = 195 per year + Existing = 1,018 over 5 years (=204)</u>	<u>Over 5 years = 399 new households per annum</u>
Total housing need per annum over the next five year period:			<b>800 households</b>
Of which: Intermediate housing			<b>242 (30%)</b>
Of which: Rented housing			<b>558 (70%)</b>
Step 5	New housing supply <ul style="list-style-type: none"> <li>Based on 273 homes over the next 3 years</li> </ul>	273 over 3 years = 91 homes per year	91 per annum
Step 6	Supply through re-lets	@4.3% of social stock (general needs + affordable rented = 11,495	494 home per annum
Total supply			<b>585</b>
Supply/need shortfall			<b>215</b>

## Appendix C- Housing supply schedule (1 April 2014)

Site	Settlement	Net Dws available	2011 -14	5 year supply					5-10 year supply					Remainder of plan period					Unlikely	Net Total
				2014/ 15	2015/ 16	2016/ 17	2017/1 8	2018/1 9	2019/2 0	2020/2 1	2021/2 2	2022/2 3	2023/2 4	2024/2 5	2025/2 6	2026/2 7	2027/2 8	2028/2 9		
<b>Completions 2011-2014</b>																				
			1527																	
<b>Sites with Planning Permission (large - 10 or more units)</b>																				
Park Prewett	Basingstoke	42		7	0	35	0	0	0	0	0	0	0	0	0	0	0	0	0	42
North of Popley/ Merton Rise	Basingstoke	769		110	150	150	150	150	59	0	0	0	0	0	0	0	0	0	0	769
Taylor's Farm /Sherfield Park	Basingstoke	78		78	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	78
Boundary Hall	Tadley	7		7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	7
Harrow Garage	Headley	26		26	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	26
Clifton House, Bunnian Place	Basingstoke	205		0	0	0	0	0	0	0	100	105	0	0	0	0	0	0	0	205
Cheam hawtreys, Newbury Road	Headley	6		0	0	0	0	0	6	0	0	0	0	0	0	0	0	0	0	6
Basingstoke hospital, Aldermaston Road	Basingstoke	65		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	65	0
Brook House	Basingstoke	30		0	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	30
Chailey Court, 25-27 Winchester Rd	Basingstoke	24		0	0	0	0	0	24	0	0	0	0	0	0	0	0	0	0	24
Beech Down Pre school	Basingstoke	38		38	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	38
Land adj to 85 Birches Crescent	Basingstoke	11		11	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	11
Land north of Great Binfields	Basingstoke	9		9	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	9
Freemantle and Tavener Close	Basingstoke	160		20	100	40	0	0	0	0	0	0	0	0	0	0	0	0	0	160
20 Winchester street	Basingstoke	14		0	0	14	0	0	0	0	0	0	0	0	0	0	0	0	0	14
North of Marnel Park	Basingstoke	450		0	65	80	80	80	80	65	0	0	0	0	0	0	0	0	0	450

Harwood Paddock	Wootton Hill	49		0	30	19	0	0	0	0	0	0	0	0	0	0	0	0	0	49
Kennel Farm	Basingstoke	310		0	0	70	80	80	80	0	0	0	0	0	0	0	0	0	0	310
16-18 Winchester Road	Basingstoke	14		0	14	0	0	0	0	0	0	0	0	0	0	0	0	0	0	14
<b>Total Large site Permissions</b>		<b>2307</b>		<b>306</b>	<b>389</b>	<b>408</b>	<b>310</b>	<b>310</b>	<b>249</b>	<b>65</b>	<b>0</b>	<b>100</b>	<b>105</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>65</b>	<b>2242</b>
<b>Site with Planning Permission (small sites - 9 or less units)</b>																				
Outstanding Small site Commitments		223		74	74	75	0	0	0	0	0	0	0	0	0	0	0	0	0	223
<b>Total Sites with Planning Permission</b>		<b>2530</b>		<b>380</b>	<b>463</b>	<b>483</b>	<b>310</b>	<b>310</b>	<b>249</b>	<b>65</b>	<b>0</b>	<b>100</b>	<b>105</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>65</b>	<b>2465</b>
<b>Small site windfall</b>																				
<b>Total Small Site Windfall</b>		<b>600</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>0</b>	<b>600</b>
<b>Urban/brownfield opportunities (un-allocated sites)</b>																				
Aldermaston Road Triangle	Basingstoke	300		0	0	50	70	0	0	0	0	0	0	0	0	0	0	0	180	120
A339 Newbury Road 'Trumpet' Junction	Basingstoke	130		0	0	70	52	0	0	0	0	0	0	0	0	0	0	0	8	122
Land north of Park Prewett, former golf course	Basingstoke	750		0	60	60	90	120	120	90	45	0	0	0	0	0	0	0	165	585
Land between Mulfords Hill and Silchester Road	Tadley	40		0	0	0	0	0	20	20	0	0	0	0	0	0	0	0	0	40
West Ham Lane (and to Moniton Estate)	Basingstoke	50		0	0	0	0	0	0	0	0	25	25	0	0	0	0	0	0	50
<b>Allocations from Adopted Local Plan</b>		<b>1270</b>		<b>0</b>	<b>60</b>	<b>180</b>	<b>212</b>	<b>120</b>	<b>140</b>	<b>110</b>	<b>45</b>	<b>25</b>	<b>25</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>353</b>	<b>917</b>

Total of brownfield opportunity sites identified in the SHLAA (discounted by 10% for 5-15 yrs)		1768		0	0	216	217	217	201	201	201	201	201	22	22	23	23	23	0	1768
<b>Total Opportunity Sites</b>		<b>3038</b>	<b>0</b>	<b>0</b>	<b>60</b>	<b>396</b>	<b>429</b>	<b>337</b>	<b>341</b>	<b>311</b>	<b>246</b>	<b>226</b>	<b>226</b>	<b>22</b>	<b>22</b>	<b>23</b>	<b>23</b>	<b>23</b>	<b>353</b>	<b>2685</b>
<b>Regeneration sites</b>																				
<b>Total Regeneration Sites</b>		<b>200</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>50</b>	<b>30</b>			<b>0</b>	<b>200</b>
<b>Draft Local Plan Allocations (Policy SS3)*</b>																				
Swing Swang Lane	Basingstoke	100		0	0	50	50	0	0	0	0	0	0	0	0	0	0	0	0	100
Razors Farm	Basingstoke	420		0	10	60	60	60	60	60	60	50	0	0	0	0	0	0	0	420
Redlands	Basingstoke	150		0	0	0	50	50	50	0	0	0	0	0	0	0	0	0	0	150
Upper Cufaude Farm	Basingstoke	390		0	0	0	0	0	0	50	70	70	70	70	60	0	0	0	0	390
East of Basingstoke	Basingstoke	450		0	0	0	50	70	70	70	70	70	50	0	0	0	0	0	0	450
Golf Course	Basingstoke	1000		0	0	0	0	0	0	50	100	150	150	150	150	150	100	0	0	1000
Manydown	Basingstoke	3,400		0	0	0	100	300	300	300	300	300	300	300	300	300	300	300	300	3400
Overton Hill	Overton	120		0	0	50	50	20	0	0	0	0	0	0	0	0	0	0	0	120
Bloswood Lane	Whitchurch	150		0	40	43	0	13	54	0	0	0	0	0	0	0	0	0	0	150
<b>Total Allocations</b>		<b>6180</b>		<b>0</b>	<b>50</b>	<b>203</b>	<b>360</b>	<b>513</b>	<b>534</b>	<b>530</b>	<b>600</b>	<b>640</b>	<b>570</b>	<b>520</b>	<b>510</b>	<b>450</b>	<b>400</b>	<b>300</b>	<b>0</b>	<b>6180</b>
<b>Neighbourhood Planning (Policy SS5)</b>																				
Kingsclere		50		0	0	0	0	0	25	25	0	0	0	0	0	0	0	0	0	50
Oakley		150		0	0	0	0	0	50	50	50	0	0	0	0	0	0	0	0	150
Overton		150		0	0	0	0	0	0	0	0	0	0	50	50	50	0	0	0	150
Whitchurch		200		0	0	0	0	0	0	0	0	0	0	50	50	50	50	0	0	200
Bramley		200		0	0	0	0	0	50	50	50	50	0	0	0	0	0	0	0	200
Small settlements		150		0	0	0	0	0	15	15	15	15	15	15	20	20	20	20	0	150

Total from Neighbourhood plans		900		0	0	0	0	0	140	140	115	65	15	115	120	120	70	0	0	900
<b>TOTAL SUPPLY</b>																				
		13448	0	380	573	1082	1149	1210	1334	1116	1031	1101	986	727	752	673	543	373	418	13030

\* Some allocation sites are not included in this section as they have permission ie Kennel Farm and Land north of Marnel Park - these 2 sites increase the allocations total to 6,940 (the LP figure)