

**9. HOUSING TOPIC AREA**

**Housing Land Provision**

**H1 REQUIRED LEVEL OF RESIDENTIAL DEVELOPMENT**

**In the Plan area, between 1991 to 2011, provision will be made for the development of about 13,500 dwellings.**

9.1 [deleted]

9.2 As part of the preparation of this Plan an Urban Capacity Study was undertaken in 2001 in accordance with the requirements of the sequential approach to residential land allocation as set out in Planning Policy Guidance Note 3: Housing. This has been reviewed in 2003 and the findings provides evidence that over the period up to 2011 sufficient land has been identified within the District's existing urban areas to achieve the residential land supply set out in Policy H1. Table H1 below illustrates the housing land supply for the period 1991 to 2011.

Table H1: Latest housing figures as of 1<sup>st</sup> April 2004

	<b>No. of Dwellings</b>
Structure Plan Requirement for North Wiltshire	13,500
<b>Dwellings Built in the District 01/04/91 to 31/03/04</b>	8471
Balance Required 2004-2011	5029
With Consent at 31/03/2004	2240
H2 Proposals (1612-1920)	1562
<b>Urban Capacity Study Results at 31/3/04</b>	
1. Residential Subdivision	<b>50</b>
2. Space above shops	<b>119</b>
3. Empty homes	<b>35</b>
4. Previously developed vacant & derelict land & buildings	<b>530</b>
5. Intensification of existing residential areas	<b>140</b>
6. Redevelopment of existing housing	<b>100</b>

7. Redevelopment of car parks	14	
8. Conversion of commercial buildings	74	
9. Review of existing allocations and large identified sites★	0	
10. Review of other existing allocations in plans	0	
11. Vacant land not previously developed	40	
	<b>1100</b>	1100
THE REST OF THE DISTRICT: (Windfall Supply – Brownfield)		588
<b>TOTAL NUMBER OF DWELLINGS PROVIDED FOR IN THE DISTRICT TO 31/03/11</b>		<b>13,961</b>

Table H1. (All the windfall figures have been reduced by 30% as they were originally calculated in 2001 and cover a ten-year period, accordingly it is appropriate to discount them by 30%, to prevent double counting, as they now cover a seven-year period).

## H2 ALLOCATED RESIDENTIAL SITES

The following sites, as shown on the proposals map, have been allocated to contribute to the residential development needs of the District for the period up to 2011.

Table H2: Allocated Residential Sites

Location	Estimated Number of Dwellings
Quemerford House and Land, Calne	16
Lower Quemerford Mill, Calne	12
Works Site, Pound Mead/Valley Road, Corsham	20
Works Site, Pound Mead, Corsham	20
Cattlemarket Site, Cocklebury Road, Chippenham (as part of a mixed use scheme)	150
Works, Cocklebury Road, Chippenham (as part of a mixed use scheme)	66
Foundary Lane, Chippenham (as part of a mixed use scheme)	250

Flowers Site, Wood Lane, Chippenham (as part of a mixed use scheme)	50
Works Site, The Forty, Cricklade	12
Land at Preston Lane, Lyneham	15
Outdoor Swimming Pool, Malmesbury	18
A B Carter Haulage Contractors, 14 Happy Land, Ashton Keynes	11
The Elms, Green Lane, Sherston	12
Former St Ivel Site, Wootton Bassett (as part of a mixed use scheme)	280
Brook Farm, Great Somerford	30
Filands School, Malmesbury	140
Chicken Factory, Sutton Benger	60 (as part of a mixed use development)*
Springfield School, Calne	110
Goldney Avenue, Chippenham	60
Rugby Club, Stoneover Lane, Wootton Bassett	100
Station Road, Calne	100
Primary School, Tetbury Hill, Malmesbury	30
<b>Total</b>	<b>1562</b>

\*Unlike other sites listed in Table H2. Supplementary Planning Guidance has not been prepared and adopted for the Chicken Factory. Therefore, the mix and extent of uses on the site will require further discussion with the Council, taking into consideration the relevant policies in this Local Plan.

### **H3 RESIDENTIAL DEVELOPMENT WITHIN FRAMEWORK BOUNDARIES**

**Proposals for residential development, including residential institutions and applications to renew permissions for residential development, within the Framework Boundaries as defined on the proposals map, will be permitted, provided that:**

- i) Priority is given to the re-use of previously developed land and buildings.**
- ii) The proposal is for small scale or limited development in all villages except Calne, Chippenham, Corsham, Cricklade, Malmesbury, Wootton Bassett, Purton, Lyneham and Sherston.**

and

- iii) **The most efficient use of the land is achieved compatible with the site's location, its accessibility and its surroundings. A minimum density of 30 dwellings per hectare will be sought. In the towns, higher densities may be appropriate.**

**9.3** [deleted]

**9.4** The Council is committed to the view that previously developed urban land should be developed before greenfield land, unless it performs so poorly as to preclude its use, in accordance with the sequential test in Planning Policy Guidance Note 3. The definition of previously developed land and buildings is contained in PPG3. The sources of land, which make up this category, are as contained in the best practice guide 'Tapping the potential – Assessing Urban Housing Capacity' (DETR, 2000). The council will annually monitor housing land to ensure sites are contributing towards the housing requirement figure as anticipated and, if necessary, will make amendments.

**9.5** Villages and towns with framework boundaries are deemed to have suitable and sufficient services and facilities in order to accommodate further development of an appropriate scale, in accordance with this Plans Spatial Strategy. Allowing only small or limited development in villages with framework boundaries, ensures that development is of an appropriate scale to enhance and maintain the vitality and viability. Development on a larger scale is considered suitable for Calne, Chippenham, Corsham, Cricklade, Malmesbury, Wootton Bassett, Purton, Lyneham and Sherston.

**9.6** Within the District, all new residential development should be well designed and make a contribution to improving the quality of life. The Council is committed to the efficient use of land maximising densities whilst acknowledging the need to create mixed and inclusive communities. New housing developments or housing as part of mixed use developments should help to secure a better social mix by avoiding the creation of large areas of housing of similar characteristics.

#### **H4 RESIDENTIAL DEVELOPMENT IN THE OPEN COUNTRYSIDE**

**New Dwellings in the Countryside outside the Framework Boundaries, as defined on the proposals map, will be permitted provided that:**

- i) **It is in connection with the essential needs of agriculture or forestry or other rural based enterprise;**
- ii) **It is a replacement for an existing dwelling where:**
  - a. **The residential use has not been abandoned; and**
  - b. **the existing dwelling is incapable of retention in its current state, is unsightly or is out of character with its surroundings and**
  - c. **the replacement dwelling is of a similar size and scale to the existing dwelling within the same curtilage.**

**9.7** Justification for an agricultural, forestry workers, or other rural based occupational dwelling will be based on the functional and financial tests set-out within Government guidance. Permission will only be granted if it can be demonstrated that the need for a dwelling cannot be fulfilled by another existing dwelling on the unit or within the locality. If

planning permission is granted for an agricultural workers dwelling it can be expected to tie the dwelling to the farm buildings and/or the agricultural land of the unit by way of a legal agreement or other means. This will prevent it being sold separately without further application to the local planning authority.

**9.8** Proposals to remove the occupancy condition on an agricultural, forestry or other occupational workers dwelling will not be permitted unless it can be demonstrated that:

- i. there has been a genuine and unsuccessful attempt to market the property at an appropriate market rate based on the occupancy condition for a minimum period of 1 year; and
- ii. there is no agricultural or forestry need for the dwelling on the holding, nor is a need likely to arise in the foreseeable future; and
- iii. there is no agricultural or forestry need within the locality.

**9.9** This policy reflects the strict controls placed on new residential development within the countryside at all levels of Planning guidance.

## **H5 AFFORDABLE HOUSING IN URBAN AREAS**

**The Council will seek to negotiate an element of affordable housing to meet local needs on all housing developments of either 15 or more dwellings or 0.5 hectare or more in size, within the Framework boundaries of Calne, Chippenham, Corsham, Cricklade, Malmesbury, Purton and Wootton Bassett, subject to the following criteria:**

- i. Negotiations by the Council will be on the basis of about 30% of the dwellings permitted being subsidised with an additional proportion being low cost housing, subject to the local need and site characteristics;**
- ii. Affordable housing should be provided on site, dispersed throughout the development, or in any event in clusters of no more than 15 dwellings, so as to contribute toward mixed and inclusive communities;**

**and**

- iii. Applications which are deliberately sub-divided or reduced unrealistically to avoid the threshold will not be accepted.**

**9.10** The North Wiltshire Housing Needs Survey 2000 indicates a requirement for approximately 1,300 homes across the District over the 5 year period to 2005. This equates to an annual requirement for 260 affordable dwellings across the District the survey also highlighted a need for an additional 200 unsubsidised low cost dwellings aimed at first time buyers in order to contribute to the undersupply of small basis units available in the market place. As explained in policies H1 and H2, enough capacity for general needs housing has been identified so that it is not necessary to consider allocating large scale urban extensions and/or greenfield sites. Combined with the emphasis on reusing previously developed land, it is considered the increased likelihood of smaller sites coming forward for housing development will diminish the supply of affordable housing. Therefore it is deemed appropriate that this District adopts a lower threshold in accordance with Circular 6/98.

**9.11** Government guidance emphasises the need for local authorities to provide a local definition of “affordable housing” giving consideration to the relationship between local incomes and the housing market. For the purposes of this plan the definition of affordable housing is:

“That provided, with subsidy, for people who are unable to resolve their housing needs in the local private sector market because of the relationship between housing costs and incomes. The provision of an element of unsubsidised low cost market housing is regarded as being additional to the requirement for subsidised affordable housing.”

**9.12** The definition, "with subsidy", includes contributions in the form of finance and/or land. Any subsidy mechanism that makes the dwellings affordable and accords with the definition will be appropriate.

**9.13** Due to the high house prices in relation to local income levels in North Wiltshire, low-cost market housing provided without subsidy (i.e. housing offered for sale at or below the lower quartile of prevailing market values) is not regarded to be affordable. A proportion of unsubsidised low cost market housing is required from new housing developments in addition to the requirement for subsidised affordable housing. The amount will be determined on a site by site basis depending on site characteristics and the scale of development.

**9.14** The Council will seek to negotiate on-site affordable housing provision in the interests of creating balanced communities, to be dispersed throughout the development or in any event in clusters of no more than 15 dwellings. The alternative provision off-site will only be considered, where there is the clear prospect of this being translated into the provision of affordable housing and on a scale not less than that which would have been expected on the original site. Such an arrangement might assist in meeting other plan objectives including the conversion/re-use of vacant buildings.

**9.15** To ensure that these dwellings remain affordable, they should be in the control of a registered social landlord or other appropriate body. The Council will consider alternative or innovative combinations of providers, provided what is proposed contributes to meeting the target for affordable housing provision. Where it is proposed to develop and manage the affordable housing without the involvement of a Registered Social Landlord, applicants will be required to enter into an appropriate legal agreement with the Council to ensure that the affordable housing provided is occupied in perpetuity and can be used only for the purposes of providing dwellings to be occupied by people who have a local housing need and who cannot afford housing in the private rental or housing for sale sector.

**9.16** Since April 2003 the Council’s ability to assist in the enabling of affordable housing schemes has been affected by changes to the Local Authority Social Housing Grant (LASHG), which allowed for refunding of grants made for affordable housing from the Housing Corporation. In future, where affordable housing is provided in accordance with this policy, the Council will not provide the developer with any form of subsidy. Further details are given in the adopted Affordable Housing Supplementary Planning Guidance (SPG). This will be reviewed and updated in due course.

**9.17** The Council acknowledges that local plan policies on affordable housing should be reasonably flexible, leaving room for other material considerations to be taken into account. The Council accepts that there may be particular site costs associated with the development of a site that may justify negotiating a reduction in provision of affordable

housing, or the level of financial contribution transferred for off-site affordable housing provision. Developers will be expected to submit details of such costs as part of the initial planning application documentation or as soon as these cost become apparent, if they are identified after the initial submission.

## **H6 AFFORDABLE HOUSING IN RURAL AREAS**

**The Council will seek to negotiate an element of affordable housing to meet local needs on all housing developments, within the Framework boundaries of the villages not the subject of Policy H5, subject to the following criteria:**

- i. The council will negotiate on the basis that about 50% of the dwellings permitted will be subsidised housing with an additional proportion of low cost housing, subject to local need and site characteristics.**

**and**

- ii. Affordable housing should be provided on site, dispersed throughout the development or in any event in clusters of no more than 15 dwellings so as to contribute toward mixed and inclusive communities.**

**9.18** The Rural White Paper states, "In settlements of 3000 or less, no thresholds apply" and "There is no reason why, in small villages if there is evidence of need and subject to financial viability, they should not seek to match every new market house with an affordable home". Owing to the high house prices in relation to local incomes, the Council will negotiate about 50% affordable housing provision on all residential developments in accordance with Policy H6. The level of contribution negotiated will be dependent on the level of housing need associated within the village and surrounding locality. If there is no need for affordable housing in the village there will be no requirement for a contribution for affordable housing. If the need is high a contribution of 50% or more will be required.

**9.19** The Council will seek to negotiate on-site affordable housing provision in the interests of creating balanced communities, to be dispersed throughout the development or in any event in clusters of no more than fifteen dwellings. Alternative provision off-site will only be considered, where there is the clear prospect of this being translated into the provision of affordable housing and on a scale not less than that which would have been expected on the original site. Such an arrangement might assist in meeting other plan objectives including the conversion/re-use of vacant buildings.

**9.20** To ensure that these dwellings remain affordable, they should be in the control of a Registered Social Landlord or other appropriate body. Where it is proposed to develop and manage the affordable housing without the involvement of a Registered Social Landlord, applicants will be required to enter into an appropriate legal agreement with the Council to ensure that affordable housing is occupied in perpetuity and can be used only for the purposes of providing dwellings to be occupied by people who have a local housing need and who cannot afford housing in the private rental or housing for sale sector.

**9.21** Since April 2003 the Council's ability to assist in the enabling of affordable housing schemes has been affected by changes to the Local Authority Social Housing Grant (LASHG), which allowed for refunding of grants made for affordable housing from the Housing Corporation. In future, the Council will not provide the developer with any form of subsidy. The developer will be able to gain a contribution from an appropriate social

housing body through the capital contribution that can be serviced through rents, with reference to the Housing Corporation's 'Rent Restructuring Frameworks and Target Rents.' Further details are given in the adopted Affordable Housing Supplementary Planning Guidance (SPG). This will be reviewed and updated in due course.

**9.22** The Council acknowledges that local plan policies on affordable housing should be reasonably flexible, leaving room for other material considerations to be taken into account. The Council accepts that there may be particular site costs associated with the development of a site that may justify a negotiated reduction in provision of affordable housing, or the level of financial contribution transferred for off-site affordable housing provision. Developers will be expected to submit details of such costs as part of the initial planning application documentation or as soon as these cost become apparent, if they are identified after the initial submission.

**9.23** The provision of affordable houses, negotiated as part of planning agreements, will not be considered to have contributed to any existing need until they are in occupation.

## **H7 AFFORDABLE HOUSING ON RURAL EXCEPTIONS SITES**

**As an exception to normal planning policies small affordable housing developments will be permitted within and adjoining the villages in the District provided that:**

- i) There is a demonstrable local need for affordable housing which cannot otherwise be met; and**
- ii) The scheme must be capable of implementation and proper management to ensure that the benefits of the provision of affordable housing to meet local needs will be held in perpetuity.**

**9.24** This policy provides an opportunity for registered social landlords, other social bodies or private developers working with local communities or landowners to develop small sites with dwellings which can be made available to meet the identified local affordable housing needs in perpetuity. Government Policy Guidance acknowledges that the development proposed under this policy must be strictly contained to meet this specific purpose. It should be limited in scale and in normal circumstances proposals should not exceed 10 dwellings. Any proposals for more than 10 dwellings will need to be substantiated by the local housing needs survey.

**9.25** Under no circumstances can provision be made by "cross funding" from market housing developed on the same site.

**9.26** The affordable housing provision permitted by this policy must comply with the definition of affordable housing in this Plan. Any planning permission granted will need to be controlled by an appropriate legal agreement or other appropriate means to ensure the dwelling(s) remain affordable in perpetuity.



## **H8 RESIDENTIAL EXTENSIONS**

**Household extensions and development within a residential curtilage will be permitted provided that:**

- i) It is in keeping with the host building in terms of scale, form, materials and detailing, other than in the exceptional case of historic buildings, where a change of style and/or materials might be desirable to indicate the evolution of the building; and**
- ii) It does not result in unneighbourly development, which would result in loss of light, overshadowing, loss of privacy, oppression or other harm to amenities of occupiers of either adjacent dwellings or the application property itself; and**
- iii) It maintains the scale and siting of the dwelling in relation to adjoining development, open spaces and the character of the area and the wider landscape; and**
- iv) It does not result in the loss of or have a potentially adverse impact on protected trees, hedgerows or other important landscaping features.**

**9.27** The objective of this policy is to secure householder schemes which are acceptable in terms of their effect on the dwelling itself, on adjacent dwellings and on the local area generally. Good design ensures attractive usable, durable and adaptable places and is a key element in achieving sustainable development. Where proposals for annexe accommodation are put forward these should be of a scale that is proportionate to the existing dwelling and no larger than is functionally required. A legal agreement or other appropriate means may be required to ensure that the total property is retained as a single dwelling.

## **H9 GYPSY SITES**

**Proposals for the use of land for the stationing of residential caravans occupied by gypsies will be permitted provided that:**

- i) It has reasonable access to local community facilities and services; and**
- ii) It would not unreasonably prejudice the amenities of neighbouring residential occupiers and land.**

**9.28** In North Wiltshire there are six gypsy caravan sites and 27 sites in Wiltshire as a whole. Two large public sites exist outside, but close to, the District at Hay Lane, Wroughton (37 pitches) and Chiseldon Camp (12 transit pitches). Proposals for the stationing of residential caravans for occupation by bona fide gypsies in the countryside will be permitted where the planning authority is satisfied that a local housing need exists and that the proposal is an appropriate and acceptable way of meeting that need. The planning authority will then weigh up any harm that may arise due to the proposal, together with any other disadvantages, and, only where the advantages of the proposed development outweigh the disadvantages, will there then be special circumstances for considering granting a permission in the countryside.

**9.29** Proposed gypsy sites should be located within areas which contribute to promoting sustainable patterns of development, through reducing the overall need to travel and supporting the increased use of public transport, cycling and walking.