

King's Somborne Parish Council Neighbourhood Development Plan



Appendix 2.0 Revision 1c



Housing Need and Sites

1. BACKGROUND

The Government White Paper ‘*Fixing our Broken Housing Market*’ published in spring 2017 states:

‘For local communities, the Government is offering a simpler and clearer planning process that makes it easier for them to get involved and shape plans for their area. We will ensure they see the benefits of housing growth and have greater say over the design of local developments. In return, the Government asks communities to accept that more housing is needed if future generations are to have the homes they need at a price they can afford.’

This Plan sets out our proposals for an improvement in the delivery and diversity of new homes in the Parish. With specific reference to the White Paper, the Plan seeks to:

- Make sure there is a sufficiently ambitious plan so that our local community decides where development should go;
- Provide a plan formed from an honest assessment of the need for new homes so that difficult decisions are not ignored or hidden;
- Clarify what land is available for new housing, through greater transparency over who owns land;
- Make more land available for homes in the right places, by maximising the contribution from **B**rownfield land, releasing more small and medium-sized sites, allowing our rural community to grow sustainably
- Give our community a strong voice in the design of new housing to drive up the quality and character of new development;
- Back small and medium-sized builders to grow
- Continue to support people wishing to buy their own home – through Help to Buy and Starter Homes
- Help households who are priced out of the market to afford a decent home that is right for them
- Encourage the development of housing that meets the needs of our future population;

The determination of the required or acceptable housing numbers is problematic as it is determined by a balance of a number of contributing factors. These can be categorised under the following headings:

- The impact on the natural environment and surrounding landscape
- The social environment and character of the parish
- The need for affordable housing

1.1 Natural Environment and Landscape

As described in greater detail within this Neighbourhood Development Plan, future development should not compromise the King's Somborne Chalk Downland which is

characterised by its openness and limited vegetation cover. The overall strategy for this landscape character area is to conserve the openness whilst restoring a pattern of hedgerows and small copses across the chalk downs.

Within the Parish of King's Somborne, it is only the village of King's Somborne itself that has a prescribed settlement boundary. The village sits in bowl and as a consequence does not compromise the overriding principal of maintaining the scenic vistas of the Northern Test Valley area.

The Neighbourhood Development Plan survey conducted in 2016 resulted in 90% of respondents clearly expressing a desire to protect the rural nature of the Parish and its landscape through preservation of the surrounding countryside.

1.2 Social Environment and Character

The Parish sits in the South of England and the nature of rural parishes within this area has changed significantly over the past decades. Villages and hamlets, such as those contained within the Parish, grew up from the needs of agricultural workers. Housing was as a consequence small and suitable for workers and their families who were accustomed to living and sleeping in close proximity to one another with limited sanitation.

Over a period of time we have seen the following changes:

Employment

Several factors have led to a decline in employment in rural areas. The mechanisation of agriculture means fewer people are needed to work on the land and those that do are invariably contractors who do not reside in the local area. Imported food and raw materials also decreases the demand from the countryside.

A slow decline in rural businesses has occurred as rural communities are more mobile and seek out alternative cheaper suppliers of goods and services reducing trade to a point where it closes. Extended use of the internet will doubtless accelerate the process.

In recent years, King's Somborne has seen the closure of a trophy shop and basket shop. The village garage and general building and construction contractor have also both closed, the sites sold off and the businesses replaced with housing. This has reduced employment within the Parish.

Of the respondents who completed the Parish Survey in 2016, who are in employment and travel to work, 16% travel 5 miles or less, 38% between 5 and 15 miles, 20% between 15 and 30 miles and 24% in excess of 30 miles. This clearly indicates that employment is not a predication for residency.

Transport

Car ownership has increased dramatically with households having access to two, or sometimes three or four vehicles. This gives ready access to the nearby urban areas of Romsey, Andover and Winchester to obtain goods and services as well as opportunity for employment.

The 2005 Parish Plan identified the following:

“Personal transport is now dominated by the car. In our survey, 93% of households had daytime access to a car. The rapid growth in car ownership over the last twenty years is best shown in the census data. Many households also now own more than one car, with 42 % of households owning 2 cars and 13% owning 3 or more cars. With this dramatic rise there has been some the problems of traffic, pollution and parking. There are almost 1000 cars in the Parish – twice the number recorded in the 1983 plan”

Public Bus services have all but disappeared with the exception of a limited service providing travel to schools in term time.

There is easy access by road to the fast rail route from Winchester to London.

The updated Parish Plan conducted in 2015 indicated that 89% of residents did not rely on public transport for travel in and out of the Parish so it can be concluded that affordability and mobility is likely to be the driving factor for the other 11%.

The Department for Environment, Food and Rural Affairs has indicated that the average minimum travel times to key services by car of 28 mins is twice as long in rural areas as urban areas.

Source: Journey Time Statistics - www.gov.uk/government/statistics/journey-time-statistics-access-2014

Housing

House prices have increased dramatically in the South. Rural villages with good road links to areas of employment are popular with middle class families. This, accompanied by a general shortage of homes, has given rise to house prices that exclude young people or lower wage earners from being able to afford to buy within the Parish.

Developers have, as a consequence of the above, maximised the building of 4 and 5-bedroom homes which are readily saleable and generate the biggest profit. Within King's Somborne recent permission has been given for a four-bedroom house at Manor Farm and 2 four-bedroom houses have been completed off Furzedown Road. Recent development in the neighbouring village of Houghton at Kent's Orchard has two five-bedroom homes and two four from a development of 6 houses under construction. Permission has been granted for a 13 house development at Houghton Farmyard comprising of one 6 bedroom house, seven 4 bedroom houses, one two

bedroom bungalow, and four 2 bedroom houses which are social houses necessary to meet planning policy.

The housing needs survey conducted by Action Hampshire indicated the following:

- The majority of survey respondents seek owner occupied accommodation with many wanting to downsize to a smaller property.
- The survey has identified a high demand for detached homes and bungalows from survey respondents. A demand for retirement housing has also been identified.
- The majority of survey respondents seek alternative accommodation with two or three bedrooms.
- The NDP consultation survey conducted in 2016 also generated a clear desire for smaller homes with a potential indication of a lack of homes for downsizing or for starting out unless moving away for personal reasons. 17% of respondents stated they required a smaller home.

1.3 Affordable Housing

The Parish of King's Somborne has one of the highest number of social houses within the Test Valley Borough with 181 dwellings representing 26% of the Parish social housing stock.

The continuing need for affordable housing for the reasons stated above is extremely unlikely to diminish in the foreseeable future.

The number of qualifying individuals on the housing register for the Parish as of the 10th April 2017 is shown below:

Assessed Bedrooms	Quantity
1	16
2	12
3	2
4	1
Total	31

It should be noted that individuals on the above list may also be on the lists for other locations and could be equally satisfied with one of these alternative locations.

Currently, Test Valley Borough Council ensures that priority for vacancies in rural areas is given to households with a relevant local connection.

Special rules apply when prioritising applicants who are being considered for housing in a village/parish. All village vacancies will be advertised with priority given to those with a local connection to the village/parish. (By definition: less than 3,000 population).

Village local connection is defined as follows:

- Ordinarily resident in the village/parish
- Previously ordinarily resident in the village/parish prior to the date of allocation and has family who ordinarily reside there.

- Employment – current or to take up permanent employment in village/parish.
- To support or be supported by member of family ordinarily resident in the village/parish.

The turnover of social houses over the last five years is shown in the following table:

	1 Bed	2 Bed	3 Bed	4 Bed	Total
2016/17	2	4	1	0	7
2015/16	2	1	2	0	5
2014/15	8	3	2	0	13
2013/14	8	2	1	0	11
2012/13	3	0	1	0	4
Total	23	10	7	0	40

Test Valley Borough Council has the following policy in relation to affordable housing:

Policy COM7: Affordable Housing (as revised)

The Council will negotiate provision on housing sites of a net gain of:

- 15 or more dwellings (for sites of 0.5ha or more) for up to 40% of dwellings to be affordable;
 - 11-14 dwellings (for site of 0.34-0.49ha) for up to 30% of dwellings to be affordable;
 - 10 dwellings (for sites of 0.3-0.33ha) a financial contribution equivalent to up to 30% of dwellings to be affordable;
 - 6-9 dwellings (for sites of 0.22-0.29ha) a financial contribution equivalent to up to 20% of dwellings to be affordable;
- and which is secured via a legal agreement.*

In assessing the suitability of such sites for the provision of affordable housing, the Council will take into account the size, suitability and the economics of provision.

Development should provide for the appropriate integration of affordable housing and market housing, in order to achieve an inclusive and mixed community.

Funding for affordable housing will come from two main sources:

- a) From developers of private housing as a consequence of the results of the implementation of Test Valley Borough Council's affordable housing policy
- b) Via HARAH in conjunction with a Housing Associations development partner on rural exception sites. A rural exception site is one outside the specified settlement boundary whereby the current agricultural land may be donated or purchased at well below rates applying within the settlement boundary.

Individuals within the Parish seeking open market accommodation may, however, be more suited to affordable housing due to high house prices in the Parish. There are many benefits to providing affordable homes for local people. Affordable housing enables local people on more modest incomes, including younger people or people with young families to remain within the local area and thus helps to maintain a healthier mixed community. Affordable housing is particularly suitable for rural exception sites (as advised above, -an exception to normal planning policy).

Planning permission is only granted on sites where it has been demonstrated that housing is needed and the homes provided will be affordable and reserved for local people as a priority in perpetuity i.e. now and in the future. Small numbers of market sale homes may also be allowed at the local authority's discretion.

Shared ownership as well as housing association homes should also be considered.

By far the largest demand for social housing (75%) is for 1 and 2-bedroom accommodation with a current demand of 28-properties being sought. The turnover of these types of property over the last five years is 33. This gives an availability ratio of 1.1.8 over the five-year period thus demonstrating that there is currently no shortfall of properties. If the whole of the housing stock is considered, there is a demand for 31 properties and there has been a turnover of 40, giving an improved availability ratio of 1.29.

The recent housing survey performed by Action Hampshire yields the following results in terms of affordable housing needs for individuals currently resident within the Parish:

Age & gender	Type required	Tenure required	Bedrooms required
Female age 26-40	Bungalow, detached, semi detached	Private rent / shared ownership	1 or 2
Male aged 41-65, female aged 41-65	Bungalow	Housing association	2
Female age 16-25,	Semi-detached house	Housing association	2
Male over 75, female age 66-75	Bungalow	Housing association	1
Male age 41-65, female age 26-40	Bungalow	Private rent, housing association, shared ownership/shared equity	2
Male age 41-65, female age 66-75	Bungalow	Housing association	2
Male aged 26-41, female aged 26-41	Detached, semi detached, terraced or town house	Housing association	3
One male age 16-25, one female age 16-25, one male age 26-41	Detached, two want self-build	3 want owner occupation and 3 want shared equity/shared ownership	Three want 3 beds
Two females aged 41-65	Two want detached, two want semidetached, two want a terraced or town house	Two want owner occupation, two want housing association, two want shared ownership/equity	Two want 3 beds
One female age 16-25	Semi-detached	Housing association	2
Male age 16-25	Flat	Shared ownership/equity	1
Male age 26-41,	Detached, semi-detached house, terraced or town house, self-build	Owner occupation, housing association	2-3
Female age 16-25	Flat	Owner occupation, private rent, housing association, shared ownership / equity	2
Female under 16	Terraced or town house	Shared ownership or shared equity	2

Where above multiple types and tenure have been selected, it is assumed that the respondents are content with any of the options selected.

From the above we can deduce that 5 dwellings with shared ownership are required and 11 housing association. Six of the dwellings are required by individuals already occupying homes suggesting this will result in some turnover of housing stock supported by the historical data. Six of these dwellings are required by under twenty fives which suggests these are required in the future. Four require bungalows which

are at a premium within the Parish and also feature strongly within the requirements of those requiring owner occupation. Consideration should be given to including bungalows in future plans as the population is aging, ~~and~~ even more so in rural communities

The survey indicates 10 of the 16 require one or two bedrooms continuing the current trend and supporting the theory that the turnover in current housing stock will go some way to meeting future needs.

1.4 Conclusion

In consideration of all of the above, it can be concluded that social change has manifested itself within the village and unless some strategic plan is put into place it will continue to change as outside pressures are put upon it.

The NDP survey conducted in 2016 has clearly indicated that generally the residents are content with their environment and do not want significant change. The village has a good cross section of age groups, not too dissimilar from the national average for rural areas. This can be subject to variation in the future without negative effect on the core life of the Parish provided that change is controlled and not dramatic.

There is no real need associated with employment for residing within the Parish as employment within it is minimal. Residency is therefore aspirational rather than a necessity.

Housing need should therefore be predicated upon maintaining a demographic profile to sustain the existing life within the Parish but, at the same time, keeping in line with the general population growth whilst respecting the natural environment and landscape.

2. QUANTITY OF NEW HOMES NEEDED

In consideration of all of the above to determine the number of new homes needed in the Parish over the next 15 years an analysis has been performed utilising a combination of statistical analysis, village and independent survey results and relevant local and Government published data.

As mentioned in section 1 there is no employment driven demand for housing within King's Somborne. Housing development should help maintain a sustainable community and to provide long term support for local facilities, clubs, pubs, shops and school etc. The need for housing will be largely driven by general population increase and social change which can be translated into two factors, the variation in population and the number of residents per household.

Social Change and Household Occupancy

One of the consequences of the above factors is that the rural population is aging at a greater rate than that in urban areas. Official government statistics indicate that fewer than 50 per cent of those living in rural areas are aged below 45 years, compared with almost 60 per cent in urban areas.

Rural Villages have also seen a slower rate of population growth in recent years. From 2011 to 2014 there has been an increase of 1.1% compared with an urban population growth of 2.2%

Source: www.gov.uk/government/publications/rural-population-and-migration/rural-population-201415

Analysis of the population of the Parish based on the 2011 census yields the following results when compared with Government statistics for Rural Populations:

Age Range	King's Somborne 2011 Census Data		Rural Migration Data
	Number	% age Population	% age Population
65+	370	21.7	23.9
45-64	552	32.4	31.5
30-44	286	16.8	15.2
15-29	202	11.9	14.1
0 - 14	292	17.2	15.2

Source - www.gov.uk/government/publications/rural-population-and-migration/rural-population-201415

The "*Families and Households in the UK: 2016 Bulletin*" shows that in addition to the above, average household size remained stable over the decade to 2016.

There were 27.1 million households in the UK in 2016. The number of households has increased by 7% since 2006, similar to the growth in the UK population during this period. As a result, average household size in the UK has remained at 2.4 people over the decade. The "*Families and Households in the UK: 2017 Bulletin*" confirms an average household size of 2.4.

The table below indicates the households: by household type in 1996, 2006 and 2016:

UK						
Millions						
Year	One person households	One family household: couple	One family household: lone parent	Two or more unrelated adults	Multi-family households	All households
1996	6.6	13.9	2.3	0.7	0.2	23.7
2006	7.3	14.5	2.6	0.8	0.2	25.4
2016	7.7	15.5	2.7	0.9	0.3	27.1
1996	27.85%	58.65%	9.70%	2.95%	0.84%	
2006	28.74%	57.09%	10.24%	3.15%	0.79%	
2016	28.41%	57.20%	9.96%	3.32%	1.11%	

Source :

www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/families/bulletins/familiesandhouseholds/2016

An earlier paper produced by Central Government entitled "2014-based Household Projections: England, 2014-2039" forecast the following housing occupancy levels:

Year	2014	2019	2024	2029	2034	2039
Average Household Size	2.35	2.32	2.29	2.27	2.24	2.21

The fact that these figures indicate a lower occupancy level than that shown in the "Families and Households in the UK: 2017 Bulletin" above appear to be more realistic given the rural setting of the Parish and the consequent higher number of elderly residents.

Source - www.gov.uk/government/statistics/2014-based-household-projections-in-england-2014-to-2039

Hampshire County Council Small Area Population Forecasts (SAPF)

In addition to the national data referenced above, Hampshire County Council produce Small Area Population Forecasts (SAPF). These are derived as outlined below:

HCC 2015 based Small Area Population Forecasts

Hampshire County Council have produced a new set of Small Area Population Forecasts (SAPF) extending to 2022. These replace the 2014 based forecasts published in May 2015.

The main features of the 2015-based forecasts are as follows:

- These forecasts are from the new updated Small Area Population Forecasts (SAPF) model. The base is taken as being the 2011 Census and they are available at the geographies relating to the updated Census.*
- The forecasts commence from April 2015 with population estimates rolled forward from the 2011 Census.*
- The 2011 base populations, from which the rolled forward estimates commence, are the 2011 Census populations. Students are therefore counted at their term time address.*
- The 2015 population estimates are rolled forward from 2011, incorporating known births and deaths and known dwelling completions. The unknown elements are the in and out flows of migrants. The model deals with these as three separate flows - in migrants to the new dwellings completions, and in and out migrants from the existing stock of dwellings. The net effect of these forecast flows is controlled by an assumption that at district level, average household size declines at the same average annual rate as in the previous decade. Students and Armed Forces personnel are assumed constant throughout the period of the forecasts.*
- The forecasts are based on future dwellings supply. The dwelling supply information for the period 2015 to 2022 includes all large and small sites with planning permission or allocated in local plans as at April 1st 2015. The assumptions on phasing are agreed with the district councils and unitary authorities.*
- Additional dwelling information is obtained from district's Strategic Housing and Land Availability Assessment (SHLAA).*
- Users should be aware that in the current economic climate forecasting future dwelling supply continues to be particularly difficult. The figures are the best projections available as at 1/4/2015 on a site by site basis taking account of the current market conditions.*
- Fertility and Mortality rates are the ONS** 2014 based projected rates for England & Wales, adjusted by appropriate ward level*

correction factors to reflect local variations from the national average.

- In and out Migration propensities have been derived from ONS 2011 Census migration data
- Household Representative Rates are the DCLG*** 2011 based.
-
- Vacancy and sharing rates are derived from the 2011 Census and assumed constant. The number of second homes is also assumed constant.
- The geographical base for the forecasts is the 2011 Census Output Areas.
- Please note the figures might not sum due to rounding.

** Office for National Statistics

***Department for Communities and Local Government

Source - Hampshire Hub <http://profiles.hampshirehub.net/profiles/E04004616>

This provides another source of useful data in order to determine the housing need as it looks forward for 7 years. Its use in the long term forward forecasting for the 15 year life of the NDP is limited though as it utilises, as stated above, the inclusion of the known buildings actually planned or under construction at the time of its compilation. It also considers SHLAAs but as there are none within the current KS settlement boundary the forward forecasting of housing numbers is somewhat curtailed. Whilst the analysis indicates much lower housing occupancy levels than those shown in the government papers referenced above the findings are consistent with the "Families and Households in the UK: 2016" Bulletin evidence that the rural population is ageing which would result in lower level of housing occupancy rates.

The current SAPF analysis from HCC shows the following:

Year	Population	Housing Occupancy
2017	1610	2.28
2018	1600	2.27
2019	1590	2.25
2020	1585	2.24
2021	1580	2.22
2022	1574	2.20
2023	1568	2.20

The SAPF is a forecast and much of the data utilised to achieve this has been rolled forward from national data generated in 2011. It should be noted that SAPF expects a falling population for the Parish. The calculated occupancy rate is not mutually

exclusive to the population forecast as it is generated from the same data. Indeed, based upon the SAPF figures above we would only need 712 houses in total in 2023. This suggests SAPF figures must be used with caution.

Determining Occupancy Level

Comparisons have been made with the results of the two specific surveys conducted in 2016/–2017 for the Parish namely the NDP Survey and the Action Hampshire Housing Needs Survey. The data from these two surveys is foreseen as the most relevant as they are both local and are based on surveys conducted in the recent past, rather than utilising source data projected from much earlier i.

e. 2011 census data. These surveys indicate housing occupancy levels of 2.35 and 2.29 respectively. It therefore seems appropriate to consider the current occupancy figure to be between these two values resulting in a mean of 2.31. This figure is seen as the most reliable after consideration of all of the available data.

SAPF foresees the reduction rate per annum in the occupancy levels at 0.08 and “2014-based Household Projections: England, 2014 - 2039” at 0.04 over the 15 year plan period. This would result in 57 additional houses being required solely due to reduction in occupancy rates if we use the SAPF figures, or 25 if the “2014-based Household Projections: England, 2014 - 2039” reduction is applied. This increase would seem excessive when viewed against the “Families and Households in the UK: 2016 Bulletin” which has recorded no decrease in occupancy in the last decade, perhaps confounding earlier predictions of significant housing occupancy reduction. Uncertainty on migration due to Brexit, the uncertain economic climate, the practical limitation on the continuing fall in death rates and social changes will all influence the forecast figures.

By satisfying the housing need to include smaller dwellings as indicated in both the Parish NDP survey and the housing survey conducted by Action Hampshire, it is expected that larger properties will be released as the elderly migrate to smaller dwellings. As the current population ages, the current housing stock will not be suitable and a migration to smaller homes will be necessary. It is noted that in the NDP Parish Survey, there were 33 households where octogenarians reside, 28 of which are larger dwellings (3/4 bedroom) and 53 sixty-five to eighty year-olds are living in houses of 4 bedrooms or more.

It is expected that some reduction in occupancy in a rural community such as Kings Somborne will occur. The change is expected to happen slowly as there is already a significant number of elderly residents, thus driving above average mortality and release of property. The larger properties are then expected to be occupied by families increasing occupancy rates ~~of~~ in the released dwellings. This will slow the reduction in occupancy.

In consideration of all of the above an occupancy value of 2.27 persons per household is utilised to predict housing need over 15 years

| Should these rates prove to be significantly at variance from those actually
| experienced, then a consequent shift in demographic profile will result. Should this
| shift significantly affect life within the Parish in terms of services or social activity then
the impact of housing occupancy and housing need will need to be revisited. ~~And the~~
Parish Council is committed to do this on an annual basis.

Determining Population Growth

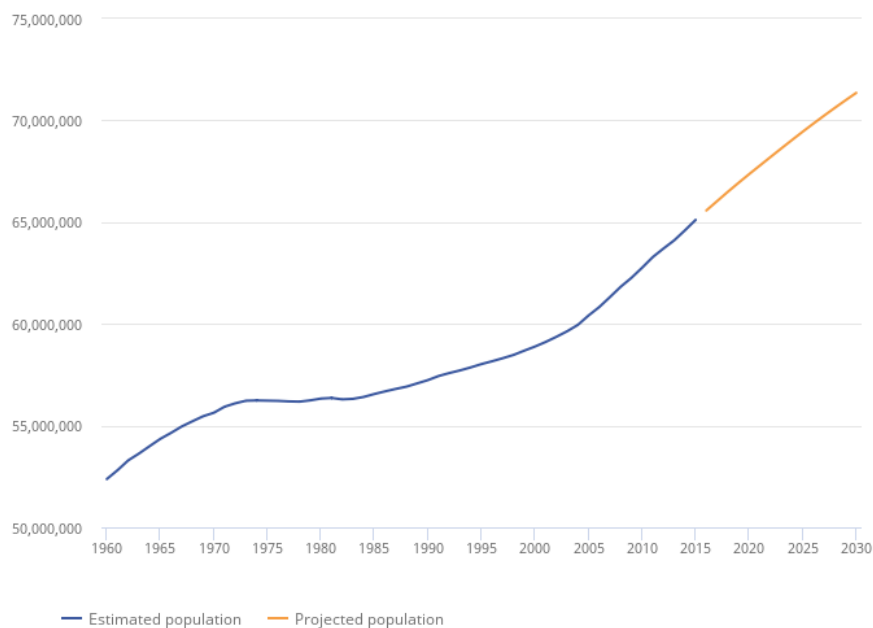
The Office for National Statistics forecasts the UK population as indicated below:

“The UK population grew to an estimated 65.1 million in 2015, the largest ever, an increase of just over half a million people since 2014.

Following the relatively high population growth in the UK population during the “baby boom” of the 1960s, growth slowed during the 1970s. In the late 1980s, the population began to grow again when the 1960s’ baby boomers were having children, “echoing” earlier growth. Recent uplifts in population growth have generally coincided with an increase in the number of countries holding EU membership.

It is projected that the population will grow steadily, passing 70 million people in 2026 (Figure 1).”

Figure 1: UK population estimates and projections, 1960 to 2030



Source: Office for National Statistics

The ONS also reports the following:

“Immigration has been higher than emigration since the early 1990s. In 2015, levels of immigration (631,500) were more than double those of emigration (299,200). The highest immigration levels to date were seen in 2014 with 632,000 people coming to the UK. Rises in immigration have tended to coincide with the expansion of the EU, allowing more people to freely migrate to the UK.

As shown by the widening of the population pyramid from 2005 to 2015, migrants tend to be aged 20 to 36, “traditional working age”.

From the above the forecast for UK population growth between 2017 and 2030 is 8% with the growth rate appearing almost constant. This gives rise to an average annual growth rate of 0.62%.

The growth between 2011 and 2014 was recorded as 5.56% equating to an average annual growth rate of 0.79% per annum.

Source:

www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/articles/overviewoftheukpopulation/mar2017#why-is-the-population-growing

The above figures are based on the total population of which 83% is currently resident in urban areas. The percentage of the population living in urban areas is steadily increasing. Between 2011 and 2014 the urban population has increased by 2.8% (equating to an average annual rate of 0.75%) compared to rural villages increasing by 1.1% (equating to an average annual rate of 0.28%).

Source: www.gov.uk/government/publications/rural-population-and-migration/rural-population-201415

The above figures should therefore be modified to give a realistic forecast for rural villages.

The Parish is largely unaffected by immigration, a major source of population growth, as there are, as stated above, no major local employers. The land is mainly arable and there is no need for large numbers of workers to provide vegetables or fruit as in Lincolnshire or other rural parts of the country. Also, the average annual overall growth rate predicted to 2030 is less than the recorded rate for the 2011 - 2014 period.

It therefore would seem reasonable, given the above, that a slightly lower population growth of 0.26% per annum is foreseen as a realistic number for the foreseeable future to determine housing growth for the Parish whilst simultaneously applying the occupancy figure selected above.

Additional Homes

Utilising a population growth rate of 0.26% per annum over the next 15 years together with a final occupancy of 2.27 persons per household an additional 40 houses are required.

$$\text{Annual Dwelling Growth} = \frac{\text{Population Forecast Year 1}}{\text{Assumed Occupancy Year 1}} - \frac{\text{Population Forecast Year 15}}{\text{Assumed Occupancy Year 15}}$$

As demonstrated above, there is currently no current shortfall in social housing. It can therefore be concluded that the driver for social housing within the Parish is to maintain the current social profile of the village. This is in line with TVBC Housing Policy COM7 which states *“Development should provide for the appropriate integration of affordable housing and market housing, in order to achieve an inclusive and mixed community”*.

The current percentage of social housing within the Parish as stated above is 26%. To maintain this ratio and ensure a similar socio-economic balance within the parish one quarter of the required homes shall be social housing.

The above would satisfy the calculated housing need of both private and social housing, generating a minimum of ten social houses. Additional new housing as the result of infill or residential development within the settlement boundary that satisfies the current Local Plan and national planning policies should not be precluded and would contribute to the additional housing stock.

These quantities sit comfortably within the Test Valley Adopted Plan figures for rural areas. The Neighbourhood Development Plan is predicated upon this quantity of additional dwellings with regular reviews conducted by the Parish Council. Infill may provide additional dwellings to those prescribed above delivered in line with existing planning policy. These will need to be taken into account during the reviews.

3. TYPES OF HOMES NEEDED

In response to the Neighbourhood Development Plan Questionnaire of 2016, the question *“What are your personal housing needs over the next 5 to 10 years?”* 17% of the respondents indicated that they would require a smaller home, thus demonstrating those advancing in years were looking to downsize in the future.

Younger people including those with young families wish to have a home of their own and require affordable accommodation. Relatively few of the younger generation can afford to purchase housing in Kings Somborne and therefore leave to find housing they can afford elsewhere. This will leave a Parish with a much older population and impact on the future economy of the area. If younger people leave King's Somborne because of affordability, this could also have an effect on the decline of local services such as schools. In order that the younger generation are enabled to start on the housing ladder sufficient smaller homes must be available.

Commented [jm1]: There seems to be something missing here - needs some clarification.

Commented [gs2]: Clarification added

The same NDP Questionnaire of 2016 indicated the following responses in terms of number of bedrooms of respondents homes:

Answer Choices	Responses	
1 Bedroom	4.77%	19
2 Bedrooms	12.06%	48
3 Bedrooms	39.70%	158
4 or More Bedrooms	43.47%	173
Total		398

Commented [jm3]: Is this what this table means - needs a qualification

Commented [gs4]: qualified

Thus, indicating a predominance of houses with four or more bedrooms. The table above gives an average number of bedrooms of 3.22 compared with an average within Test Valley of 3.0 based on the 2011 census indicating a higher than normal house size.

The Housing Needs Survey (HNS) Final Report January 2017 Completed by Action Hampshire (see [Annex 2.7](#)) concludes the following:

*“The majority of survey respondents seek owner occupied accommodation with many wanting to downsize to a smaller property. The survey has identified a high demand for detached homes and bungalows from survey respondents. A demand for retirement housing has also been identified.
The majority of survey respondents seek alternative accommodation with two or three bedrooms.”*

An examination of recent new builds within the Parish and surrounding area indicates that the housing market has predominantly addressed the need for 4-bedroom houses (as evidenced above) The market is not delivering what is needed in the community and therefore a policy will be required to address the housing mix issue.

The HNS also indicates a distribution of housing types required:

1. Flats 11.8%
2. Bungalow 20.4%
3. Semi-detached 11.8%
4. Detached 21%
5. Retirement 10.7%
6. Terraced 22.6%

The market mostly has provided detached houses. The survey does not indicate a preference as to whether the bungalows or retirement homes should be detached or otherwise.

Smaller homes are more cost effective when constructed as terraces or mews type buildings and will give a more balanced appearance than if developments solely consist of detached dwellings. Terrace type developments would mirror the properties that exist around the village centre.

The survey also indicated that the majority of respondents seeking a home were targeting a price range of £250,000 to £500,000 which covers 1 to 3-bedroom properties at current market rates. Approximately 35% could only afford a two-bedroom property, 37% could afford a three-bedroom property and 20% limited to a four-bedroom property.

Given that current two-bedroom housing stock represents approximately twelve percent of the total, the demand for downsizing and the budget sizes of potential new home buyers, additional new development should be biased in favour of smaller homes.

This is entirely supported by the responses to the question *“What are your personal housing needs over the next 5 to 10 years?”* in the Parish Survey of 2016 whereby 67 respondents stated they would require a smaller home. Of these, currently 32 live in houses with four bedrooms or more and 28 in three-bedroom properties.

It is therefore desirable to maintain a property profile within the Parish with a bias towards smaller homes in order to facilitate the type of housing required by the community. This will as a consequence help achieve the following:-

- Help maintain the current demographic profile.
- Recognise the needs of an aging population
- Recognise the economic situation of the younger generation.

4. LOCATING NEW HOMES

Background

"Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of any new development into the natural, built and historic environment" – NPPF para 61

The results of the NDP Survey (see [Appendix 2.6](#)) expressed a preference for Brownfield Sites to be the first choice for future development followed by infill. A preference for small sites was clearly indicated and the visual landscape maintained. Convenient pedestrian access to the village amenities is also desirable.

Site Identification

A study was initiated to find potential brownfield development sites and this resulted in the listing given in [Attachment 2.4.1](#) entitled "*Initial Brownfields Site Search within KS Parish Boundary (July 2016)*". The majority of those sites identified were unsuitable for housing as they did not conform to the Adopted Local Plan in that they were well outside of the current settlement boundary and/or required conversion of agricultural buildings which should primarily be for commercial and/or agricultural use. Consequently, once the housing need had been determined, a further study by the NDP Housing Group was conducted to establish if there were any suitable sites within the Parish to meet the housing need identified see [Appendix 2.1](#). The results of this study produced in June 2017 can be found in [Attachment 2.4.2](#). Not all of the sites identified are Brownfield but those that are not are either infill or about the existing settlement boundary. Further analysis of these sites by the NDP Steering Group yielded the following results:

Site	Conclusion
Barker and Geary	Barker and Geary is one of the few remaining employers within the village. This site would require change of use and its development is contrary to the NPPF para 28 and the Adopted Area Plan Policies LE10 & LE16. <i>Site rejected</i>
Cruck Cottage	Adjacent to listed buildings and small size but same land owner as Fromans Farm therefore no immediate rejection criteria apparent. <i>To be taken forward for further analysis</i>
Eldon Road	Possible landscape issues. <i>To be taken forward for further analysis</i>
Fromans Farm	Possible flooding issue. <i>To be taken forward for further analysis</i>

Horsebridge	Not adjacent to the current settlement boundary. Development of the site contrary to Adopted Area Plan Policies COM2& LE16. <i>Site rejected</i>
Okanagan	Site will not provide sufficient housing numbers to provide affordable housing. <i>Site rejected</i>
Old Weavers Cottage	<i>Site rejected</i> too small to make a positive contribution.
New Farm	Not adjacent to the existing settlement boundary. Contrary to Adopted Area Plan Policies COM2& LE16. <i>Site rejected</i>
Spencer's Farm	Site was thought to have potential for more dwellings than identified in original analysis. <i>To be taken forward for further analysis</i>

Table 1

In addition to the sites identified above, there were a number of Strategic Housing Land Availability Assessments (SHLAAs) within the Parish. The SHLAA is a technical document which provides information on sites; submitted by Landowners or Agents, for potential housing, employment, Gypsy and Travelling Showpeople, Self Build housing. These sites are then assessed on their availability, suitability, and achievability to the Borough Council.

The SHLAA does not allocate housing sites and the inclusion of a site does not imply that the Council would necessarily grant planning permission for residential use or be allocated for development. The NDP Steering Group with advice from Test Valley Borough Council (TVBC) determined that these SHLAA sites should be examined in detail in addition to those identified above. The full listing can be found in Attachment 2.4.3 "TVBC document **Appendix 6** Northern Test Valley Rural Sites Submitted for the SHLAA." but is summarised below:

SHLAA Number	Location
128	Land to East of Eldon Road
207	Land at Winchester Road
208	Land South of Winchester Road
225	Allotments, Furzedown Road
209	Land East of Church Road
044	Land to West of Furzedown Road
239	Land East of Allotments, Furzedown Road
251	Land at Spencer's Farm, Muss Lane

Table 2

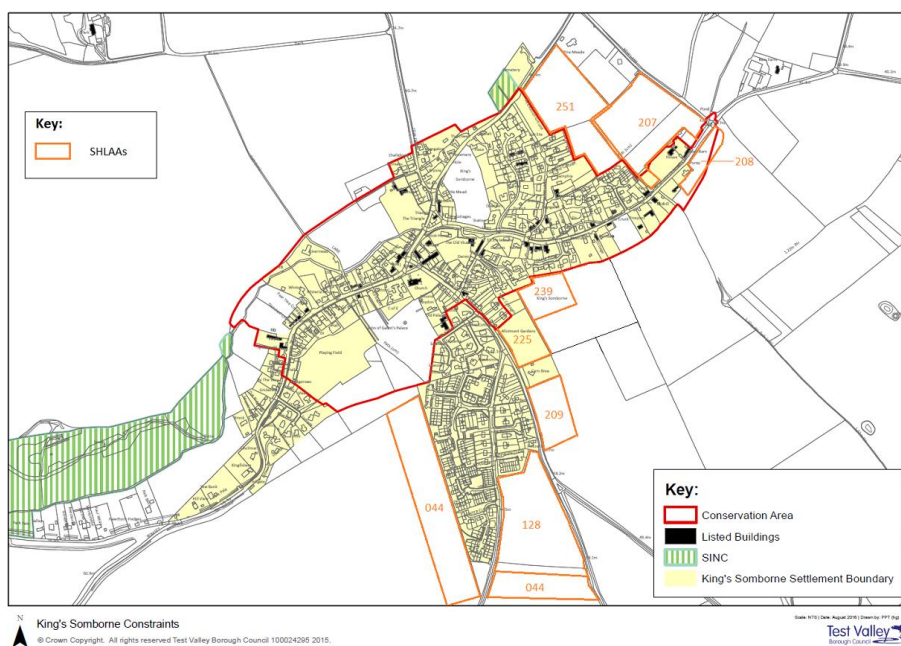
The short list of potential sites determined above and those determined by a village survey were presented to the Public Consultation on the Neighbourhood Development Plan held in the Village Hall on Thursday 27 July 2017. During this meeting, an

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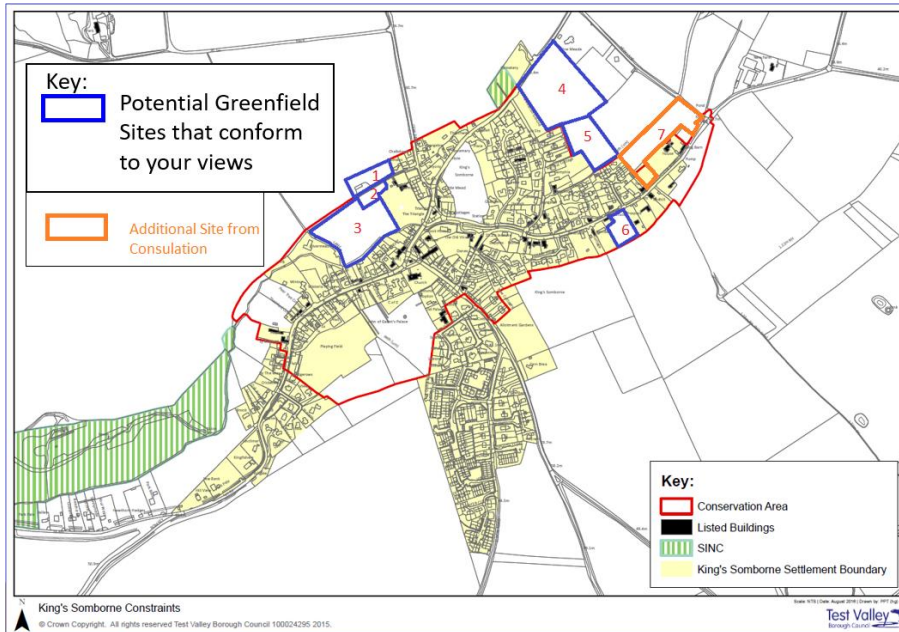
additional site behind Manor Farm was identified and it was agreed this should be considered by the Steering Group.

The identified sites to be examined in detail therefore are those SHLAAs listed above in Table 2 and shown on the Map 1 below and those determined by the parishioners during the NDP process outlined above and shown on the Map 2 below. It should be noted that SHLAA 251 was split into two sections KS4 & 5 because of potential landscape concerns (see Section 2.1 below) and part of SHLAA 207 was denoted as KS7 for similar reasons.

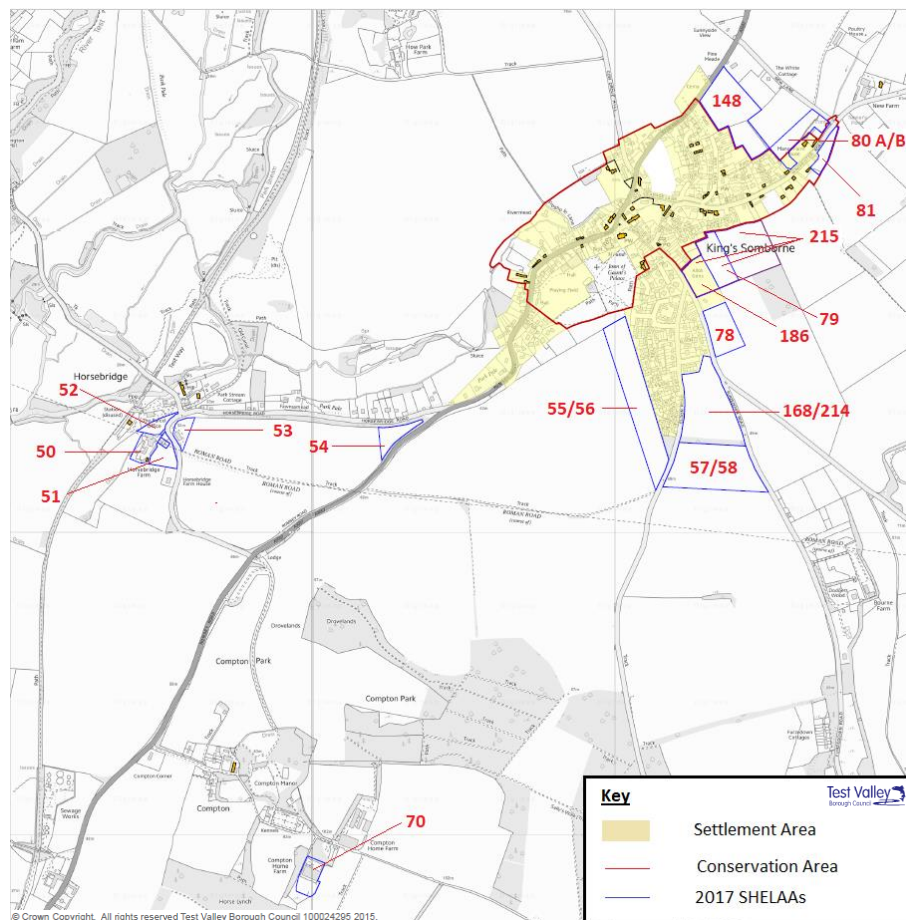


Map 1: SHLAAs around King's Somborne

Map 2: Preferred Sites Post Consultation



In October 2017, SHLAAs were superseded by SHELAAs (Strategic Housing and Economic Land Availability Assessments). The SHELAA document is an important component of the evidence base for the next Test Valley Borough Council Local Plan. In most cases the SHELAAs were a direct replacement for SHLAAs but in some cases the sites changed in plot area and there were also a number of new sites added. The NDP therefore subsequently appraised the SHELAAs having already appraised the SHLAAs. The SHELAAs are shown on Map 3 below:



Map 3: King's Somborne SHELAAs

Site Appraisal

Following the site identification, site appraisals were carried out in accordance with the methodology in the Site Assessment form. See [Attachment 2.4.4](#) which has been compiled by Test Valley Borough Council.

Initially appraisals were performed on the sites containing SHLAAs together with those identified by parishioners during the NDP process. In some cases, these were the same sites.

Subsequently to the introduction of SHELAAs, these forms were reworked based on the SHELAAs but the data for the old SHLAAs and NDP (KS) sites was retained on the forms for future reference. The final list subject to detailed assessment is as follows:

SITE NUMBER			Notes
SHELAA Number	SHLAA Number (superseded)	KS Number	
55/56	Part of 044	Not Applicable	Site double numbered
57/58	Part of 044	Not Applicable	Site double numbered
78	209	Not Applicable	
79	239	Not Applicable	SHLAA site size reduced
80 A/B	207	KS7	SHLAA site size reduced
81	208	Not Applicable	SHLAA site size reduced
148	251	KS4 & 5	
168/ 214	128		Site double numbered
186	225	Not Applicable	
215	Not Applicable	Not Applicable	Combines 186 & 79
Not Applicable	Not Applicable	KS1	
Not Applicable	Not Applicable	KS2	
Not Applicable	Not Applicable	KS3	
Not Applicable	Not Applicable	KS6	

The reworked site appraisal forms can be found in [Attachment 2.4.5](#)

For the new SHELAAs (i.e. those not replacing SHLAAs) numbers 50 through to 54 inclusive and 70, were subject to the same high level assessment as those shown in Table 1. All of them were found unsuitable for housing development for the following reasons:

- The sites were not adjacent to the current settlement boundary

- The sites were remote from the Parish facilities (thus increasing reliance on motor transport and diluting the facilities potential usage)
- The sites did not comply with Adopted Area Plan Policies COM2 & LE16

In order to complete the site assessment forms there were a number of key factors which required further in-depth analysis. These were:

- Landscape assessment
- Road access
- Flood assessment
- Impact on Listed buildings

The background to these factors and how they were approached is outlined below:

Landscape assessment

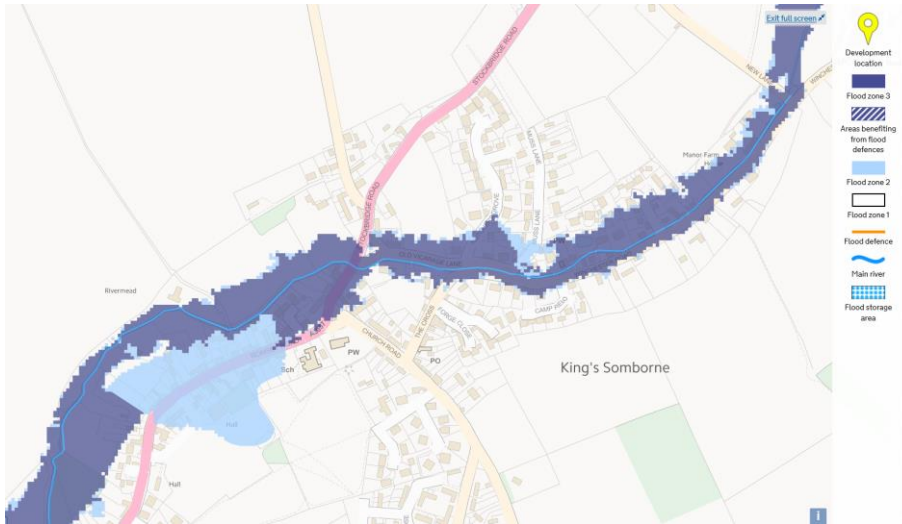
Due to the importance and sensitivities surrounding the landscape and the lack of in house specialist knowledge, the Steering Group engaged a professional body to undertake a landscape study and produce a report. South Downs National Park Consultancy Service was selected to carry out this work on behalf of King's Somborne Neighbourhood Plan Steering Group. The South Downs National Park Consultancy Service currently operates under the umbrella of the South Downs National Park. Their aim is to provide support on neighbourhood planning in other National Parks, Areas of Outstanding Natural Beauty (AONBs), market towns and rural communities. The findings of this report see [Appendix 2.5](#) have been incorporated directly into the site assessments.

Road Access

A desktop study utilising ordinance survey maps and Google earth was performed, the results of which may be found in [Attachment 2.4.6](#). This study indicated that there were potential access issues with some of the sites that were preferred from a landscape assessment aspect. Where sites have potential access issues, the Land owners or their agents have been asked to perform a more detailed analysis in order that their sites may be carried forward into the Plan keeping in mind the considerations in the landscape report and the potential impact on the Conservation Area.

Flood Assessment

Flooding is of concern to parishioners especially since the floods of Autumn 2014 which saw many properties adjacent to the Bourne flooded. In order that developments are neither subject to nor contribute to additional flood risk, a sequential test (see [Attachment 2.4.7](#)) has been applied to all the development sites as recommended by the Environment Agency. In compliance with the sequential test, all sites that incorporate areas designated as being in Flood Zones 2 or 3 have been excluded from the developable area. The latest Environment Agency mapping has been used to determine flood zones as depicted below:



By ensuring that building only takes place in Zone 1 areas and applying SuDS the Zone 3 areas should not be compromised.

Listed Buildings

The impact of development on Listed Buildings and their settings must be taken into consideration and the siting and screening of new buildings carried out sensitively. Provisionally the standard density of 30 dwellings per hectare has been reduced to 10 dwellings per hectare to allow for sensitive layout and design

Appraisal Results

Once completed, the Site Assessment forms were analysed, and the sites selected using the methodology in the TVBC document "Neighbourhood Development Plans Undertaking site selection (Traffic light method)" (see **Attachment 2.4.8**). In accordance with this approach, the responses given to the issues raised within the Site Assessment form were colour coded in accordance with the following hierarchy:

- **GREEN** – positive/favourable
- **ORANGE** – potential problem
- **RED** – negative/unfavourable

Once this criterion was applied, none of the site forms yielded a completely positive favourable outcome.

Ten of the sites resulted in negative or unfavourable assessment mainly due to landscape issues the details may be found in the site assessment forms and the Landscape Study report. The sites falling into this category were

55/56
57/58

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Commented [gs8]: Different people may know some of the sites others not and all may not use the same name. Prefer to leave as it is. The paperwork all carry these names.

78
79
KS4 (148 part)
168/ 214
186
215
KS1
KS2

Of those sites that remained, potential but not insurmountable issues were noted. These sites were

KS3
KS5 (SHELAA 148 Part)
KS6
KS7 (SHELAA 80 A/B)
SHLEAA 81

Following feedback during the consultation process these sites were subject to a flood risk study conducted by an independent consultant (see [Appendix **](#)). This assessment did not conclude that any of the sites were unsuitable. The flood study makes a number of recommendations which should be reviewed if more detail is required.

The consultation process on the initial draft NDP required an independent habitats regulation assessment HRA (see [Appendix **](#)) be conducted which also did not conclude any of these sites were unsuitable.

In October 2019 following the initial public consultation in addition to the completion of evaluation forms the eleven sites subject to detailed consideration listed in the table on page 27 were subject to a Sustainability Appraisal (see [Appendix **](#)) . The appraisal reinforces the assessments concluded.

Rationale for Proposed Development Sites

Site KS3

In summary:-

Development of this site would contribute positively to the historic valley bottom settlement pattern and is within the envelope created by existing buildings. The current settlement boundary is drawn around them leaving KS3 as a pocket. Extending the existing boundary to include the site is therefore not detrimental.

There is precedent for housing on this site as there were farm buildings on the northern perimeter which were subsequently converted to cottages and are indicated on the 1908 OS map. These were inhabited during the life of older parishioners who

well remember the cottages and their inhabitants. The cottages have since been demolished.

The site has the advantage that it is no longer used for agriculture and its development would not affect production

The site is near the centre of the village with good footpath provision either from Cow Drove Hill or Froghole Lane.

Vehicular access is feasible and although narrow at one point (4.3m) over a short length the egress onto Cow Drove Hill is in a wide section with good visibility. Access does not transverse either flood zones 2 or 3 which is an advantage and the Environment Agency is satisfied with this aspect.

The site contains a significant area within flood zones 2 & 3. As it is not proposed to build on these parts it will as a consequence reduce the developable area. It still however remains however a significant sized site.

Fromans Farm a listed building lies to the east of the site and consideration of this will be required when determining the site layout.

KS5

It should be noted that the site assessment was performed on the whole site SHELAA 148 and only the lower part KS5 was found to be acceptable. The following remarks refer to this portion only.

Development of the site would make a neutral contribution to the settlement pattern. as While it is tucked behind the existing housing along the valley bottom and would be seen within this context, development of the site itself would not directly correspond to the linear settlement pattern of King's Somborne. The northern part of the site is visible in long distance views. Development where practical should be limited to the lower southern side.

The site is near the centre of the village. Pedestrian access will be required from Muss Lane and the lack of pavement can be viewed as having a negative effect although this is common to many parts of the village centre.

Access via Muss Lane is feasible although narrow. Alternative access directly from the A3057 is feasible although this would require moving the 30mph limit and Hampshire Highways approval. The owner has already performed an independent transport study which is not part of this plan but is deemed to indicate there are no major drawbacks. The site is in flood zone 1.

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KS6

In summary:-

The site has a strong sense of place with low visibility. It contributes positively to the historic valley bottom settlement pattern. Development however must be sensitive to the 3 adjacent historic buildings and therefore development should be limited to a small scale and would be consistent with the linear street pattern.

The site is located near the village centre and its amenities. Pedestrian access is served by pavement directly opposite the site.

Vehicular access is directly from the Winchester Road which presents no issues although it is noted that much of Winchester Road is in flood zone 3. Winchester Road however provides access to much of the village and has never been impassable in living memory.

The site is in flood zone 1.

KS7

In summary:-

The site is situated at the valley bottom and for the most part lies outside the conservation area. It does not however contribute to the linear settlement pattern. Any development needs to take into account the views from the north and its proximity to listed buildings.

The site lies on the edge of the village and pedestrian access to the centre would need to be gained via the unpaved footpath running on the northern boundary.

Vehicular access may be gained via New Lane or possibly directly from Winchester road although this would be through a zone 3 flood area.

The site is in flood zone 1.

SHLEAA 81

The site is situated in the valley bottom with generally low visibility with the exception of entering the village from the east along the Winchester Road. The site lies on the edge of the village and abuts the conservation area and is in close proximity to listed buildings.

The site is not close to the village centre and its amenities and there is no pedestrian access.

Vehicular access would be directly from Winchester Road but through a flood zone 3 area.

The site lies in flood zone 1

Additional Constraints

Any analysis must take into account the requirement to provide the Affordable Housing, which is currently 40% social housing and 60% Market housing. Test Valley Borough Council Policy COM7 on Affordable Housing requires the provision of the following in the designated rural area within which King Somborne sits:

- for 15 or more dwellings (or sites of 0.5ha or more)
- for up to 40% of dwellings to be affordable;
- for 11 - 14 dwellings (or sites of 0.3-0.49ha) for up to 30% of dwellings to be affordable;
- for 10 dwellings (or sites of 0.3-0.33ha) a financial contribution equivalent to up to 30% of dwellings to be affordable
- for 6 - 9 dwellings (or sites of 0.22 - 0.29ha) a financial contribution equivalent to up to 20% of dwellings to be affordable;

In order to deliver the 11 Affordable houses needed, sites with 10 houses or more will be necessary.

Development should take place within the defined settlement boundary however this has been substantially filled over the last few years such that there are no sites available to provide 10 houses or more. Therefore the settlement boundary will need to expand but any expansion should be adjacent to the existing boundary.

Several factors must be balanced in selecting sites which may conflict with one another these being Landscape, Environment, Historic Buildings and Flood Risk all of which are considerations in the Parish.

Refinement of Potential Sites

Following publication of the first draft of the NDP a number of comments were received the most substantial being from various statutory bodies. This resulted in consultation with various planning professionals. The advice received indicated that more definition was required in terms the size of the developments to be permitted on each potential site. The principal of distributing across several sites throughout the village rather than one large site was endorsed and is in line with the parishioner's views. If all the sites were to be developed to their maximum potential numbers the total would way exceed those required and is both unnecessary and would expanding the settlement boundary without due reason.

To this end and in due consideration of the additional constraints each site was reviewed and the following determined

Site	Refinement
KS3	Site should be limited in numbers to ensure no over development. The developable area should avoid flood zones 2 & 3 and be positioned in such a manner that it does not detract or adversely impact the setting of Fromans Farm. Landscaping should seek to enhance the bio-diversity and soften the visual impact to adjacent properties.
KS5	Site should be limited in numbers to ensure no over development. The developable area should be limited to the southern end to minimise the impact on the landscape. If road access is via the 3057 it will require screening this can be adequately achieved if the road is routed alongside the hedge on the western boundary.
KS6	Site should proceed with small numbers as per the original site assessment and be positioned in such a manner that it does not detract or adversely impact the setting of Cruck Cottage. Landscaping should be introduced to effectively minimise the visual impact to adjoining property.
KS7	Site should be limited to eastern part. Conversion of adjacent agricultural buildings is already foreseen. Comments received indicate the area behind Manor Farm should be left open and any road traversing this would detract from both views and the buildings sense of place. Development of the western end therefore becomes problematical. Given the distance from the centre of the village and the pedestrian access housing numbers should be small. The developable area should avoid flood zones 2 & 3
SHELAA 81	This site was viewed to be the least attractive as it lies on the edge of the village with no pedestrian access other than utilising Winchester Road. Concerns over views on entering the village from the east was also a factor. As housing need can be readily accommodated on the other sites no development is currently viewed on this site

As a consequence of the above the following quantity of housing was allocated to each potential site. These final figures give an acceptable balance of an overall housing number of 40 and an affordable number of 12 within that total

Site	Potential max No Houses	Allocated No Houses	Affordable No
KS3	21	15	6
KS5	25	14	4
KS6	6	4	0
KS7	13	7	1
SHELLA81	12	0	0
Total	77	40	11
Percentage			28%

Gross Plot areas for each site were determined utilising as a basis the Test Valley Borough Council recommendation of 30 per hectare which was reviewed to confirm this figure was practical. Within this Gross Plot area will be the Net Developable Area which is conventionally 60% of the Gross Developable Area and comprises of the following:-

- The dwellings
- The private gardens associated with the dwellings
- Car parking areas
- Incidental open space and landscaping
- Children's play areas
-

In addition to the above the Gross Developable Area will include in addition the following

- major distributor roads
- primary schools
- adult/ youth play spaces or other open spaces serving a wider area
- significant landscape buffer strips
- wayleaves serving areas beyond the site boundary
- flood plains

It should be noted that many of these additional items making up the remaining 40% of the Gross Area will not be required for the planned sites. It is planned that all schooling and play spaces (adult, youth, children's) will be catered for by existing facilities and no additional facilities shall be provided. No development of flood plains shall be permitted. There are no way leaves involved. Major feeder roads are not required with the exception possibly of KS5.

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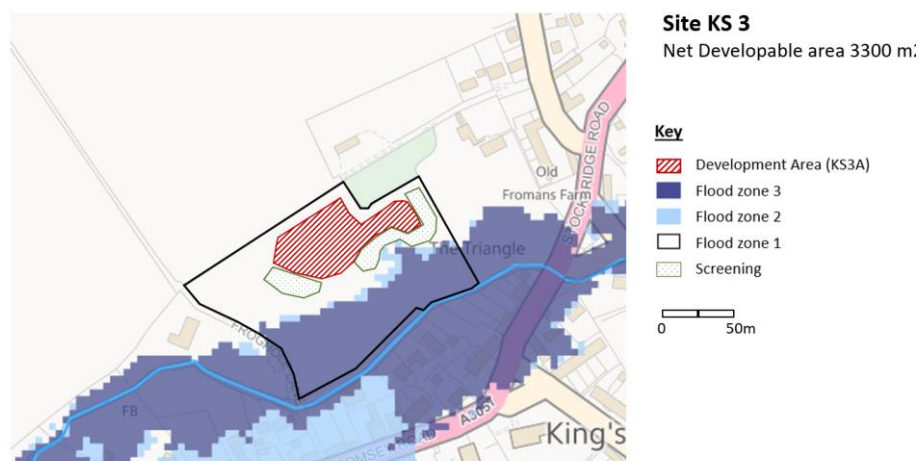
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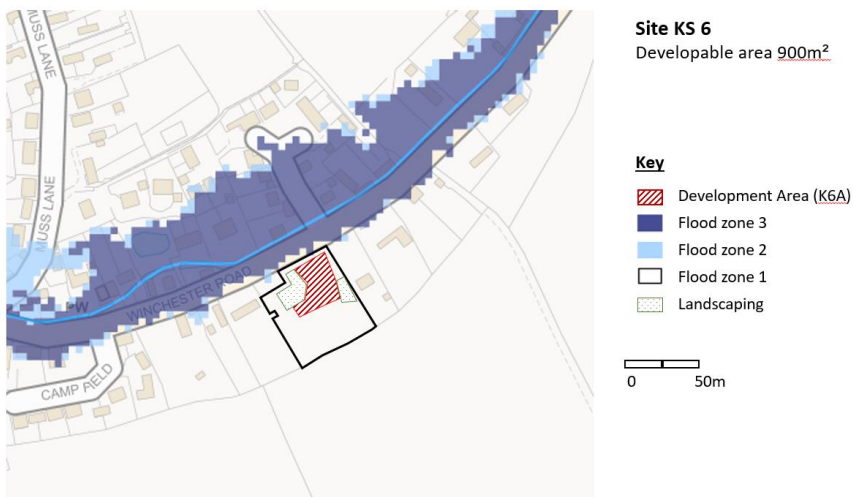
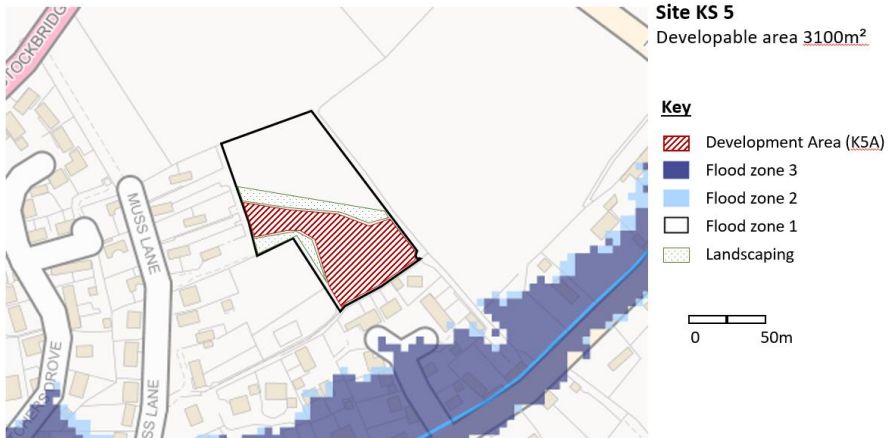
As a consequence the sites have been reduced in size to incorporate the required Net Developable Area + the necessary buffer strips. Net Areas have been based on 60% of the Gross Area as defined by Test Valley Borough Council plus a small margin approximately 10% to account for the fact the sites are situated in a rural rather than urban setting.

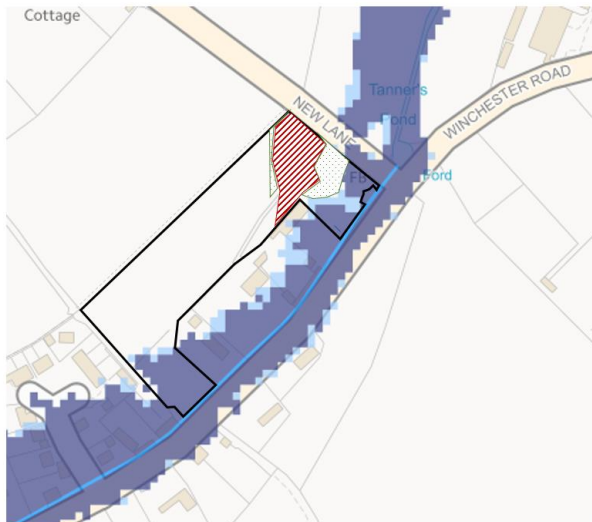
The revised sites have been assigned with a letter A suffix to indicate their revised areas. The mix of houses for each site was also allocated in accordance with the proposed Neighbourhood Plan policy. This results in the following:-

Site	Total	No 4 Bed	No 3 Bed	No 2 Bed	Overall Area	Open Space
KS3A	15	1	7	7	3300 m2	480 m2
KS5A	14	1	7	6	3100 m2	450 m2
KS6A	4	0	2	2	900 m2	130 m2
KS7A	7	1	3	3	1600 m2	230m2

An overall proposed layout of each site is shown below. The area hatched in red is the Net Developable Area as defined above. The area shown dotted in green is the proposed area for screening or landscaping in addition to the Net Developable Area. The black outline defines the original plot areas described above and included in the first draft of the NDP.







Site KS 7
Developable area 1600m²

Key

-  Development Area (K7A)
-  Flood zone 3
-  Flood zone 2
-  Flood zone 1
-  Landscaping

0 50m