

ITEM NO: A05 Appendix 2

Southampton City Council

Supplementary Planning Document: Family Housing

This supplementary planning document provides additional guidance and more up to date evidence to be used in the application of Policy H12 of the City of Southampton Local Plan Review adopted March 2006. It was adopted by Southampton City Council on 29th June 2009.

The document has been prepared under the Council's powers and responsibilities as part of the Town and Country Planning (Local Development) (England) Regulations 2004 as amended June 2008 and April 2009, to make Supplementary Planning Documents in accordance with the regulations.

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1. Introduction

- 1.1 This Supplementary Planning Document (SPD) provides guidance on the application of Local Plan Review Policy H12 in relation to the provision of family housing. The intention of this document is to increase the numbers of family homes delivered through development proposals.
- 1.2 Supplementary Planning Documents are used to provide further detail to policies and proposals contained in a Development Plan Document. The SPD is not part of the statutory Development Plan, unlike the Development Plan Document. However, the SPD will be an important consideration in determining planning applications.
- 1.3 It has been prepared in accordance with the Council's Statement of Community Involvement (September 2006). Although formal representations about the document will be sought and any comments received will be considered and action taken as appropriate, it will not be subject to independent examination. It is however required to be consistent with the underlying principles of soundness which apply to the preparation of all Development Plan Documents.
- 1.4 A Sustainability Appraisal Scoping Report for this document is also available. The purpose of Sustainability Appraisal is to promote sustainable development through assessing the impact of the guidance on social, environmental and economic considerations.

2. Purpose of this Supplementary Planning Document

2.1 Current Statutory Planning Policy - Local Plan Review, 2006

“Policy H12 Housing Type and Design:

Residential developments of 15 units or more should contain an appropriate mix of dwelling types and sizes to reflect the current needs of the city's population. This should include a proportion of one and two bedroom units as well as family housing on suitable sites.”

- 2.1.1 As part of the supporting text to policy H12 paragraph 7.39 justifies the need for the policy in terms of the very high proportion of new homes being provided as flats (80% between 1999-2002) meaning that *“family accommodation is being sought beyond the city boundaries in the surrounding “travel to work” area.”* Paragraph 7.41 goes on to say that *“housing needs assessments have been carried out on a regular basis,*

and will continue to be. The updating will be used as a basis for applying the provisions.”

2.1.2 Paragraph 7.42 states that *“the city council is anxious to avoid a rapid loss in family homes both through the sub-division of relatively small houses, and their replacement with flat developments. A balance needs to be struck between making the best use of residential land by developing at a higher density, and retaining the family dwelling unit within the city.”*

2.2 The Purpose

2.2.1 The aim of this SPD is to provide guidance on how the Council will apply Policy H12 of the Local Plan Review. The evidence shows an urgent need to address the current imbalance in new residential completions in order to provide for the accommodation needs of the whole community including the needs of families. 85% of residential completions from 2003 to 2008 were as 1 or 2 bedroom dwellings. If current completion rate trends continue to 2026 then less than half of the required larger homes (3+ beds) will come forward.

2.2.2 It is not the role of this Supplementary Planning Document to set prescriptive targets for the provision of family homes. However, it is the aim of this SPD to use the current Policy H12 and the latest evidence provided through the Housing Market and Housing Needs Assessments and viability assessments as a basis to reinforce the important issue of the provision of family housing within the City.

2.2.3 Both the Southampton Housing Needs and Housing Market Study and the South Hampshire Housing Market Assessment have found that there is a requirement for a mix of different sized dwellings including homes for single persons, families and senior citizens. The South Hampshire Housing Market Assessment states that **“the majority of Southampton’s dwelling requirement for new households up to 2026 is for smaller dwellings (1 and 2 beds) with around 30% as 3, 4 or 5 bed dwellings.”** (paragraph 2.53).

2.2.4 Therefore the focus of this additional guidance is that the Local Planning Authority will seek, through negotiation, the provision of increased numbers of larger new homes suitable for family accommodation in residential developments where 15 or more dwellings are proposed.

2.2.5 The Local Planning Authority will assess all proposals on a site – by site basis taking into account the established character and density of the neighbourhood and the viability of the scheme. For all schemes with a residential element applicants will be encouraged to design their schemes to include as much family housing as is realistic. In areas of medium and low density development (as identified in Policy H8 of the

Local Plan Review) provision in excess of 30% of new homes is considered to be appropriate.

This does not apply to specialist housing schemes entirely comprised of accommodation specifically for senior citizens, supported accommodation for people with disabilities and purpose built student accommodation.

2.3 Definition of Family Homes

2.3.1 Taking into account the need for larger homes identified in the Housing Market Assessment, and including a requirement for the provision of private space for children's play, the definition of family homes for the application of this policy is set out below. The new family homes must provide the minimum sizes for gardens / private amenity space as identified in the adopted Residential Design Guide SPD.

Family homes are dwellings of three or more bedrooms with direct access to useable private amenity space or garden for the sole use of the household. The private amenity space or garden should be fit for purpose and with the following minimum sizes

- Flats and maisonettes – 20sq m
- Terraced homes – 50sq m
- Semi-detached homes – 70sq m
- Detached homes – 90sq m

Flats or maisonettes with balconies or terraces may be regarded as family homes providing such areas are designed in way that is suitable and safe for children and should also respect the character of the area and avoid overlooking

3. The Evidence

3.1 The overall aims of Policy H12 of the Local Plan Review are:

- to build mixed, sustainable communities, and
- to meet the housing needs of the current and future populations

by providing mixture of housing types and sizes across the city;

3.2 This directly contributes to

- **National Policy** through PPS3 which looks to the planning system to deliver a mix of housing in terms of tenure and price and a mix of different households such as families with children, single person households and older people.
- **Regional Policy** as set out in the emerging South East Plan. This states that it is essential that the type of housing that is provided meets the needs of the community and that a range of larger properties suitable for family occupation will be required.
- **Sub Regional Policy.** 'Homes for Growth - Sub Regional Housing Strategy 2007-2011' produced by the Partnership for Urban South Hampshire which recognises that housing has a key role to promote and stimulate the economy. The strategy is keen to encourage the construction of a greater number of larger, family sized homes.
- **Local Policy.** The City of Southampton Strategy (the Sustainable Community Strategy) which promotes the need for sustainable economic growth supported by a mix of accommodation.

3.3 By providing a variety of sizes of attractive homes this policy also contributes to national, regional and local policies to promote economic growth, reduce the need to travel, support local services such as schools and health services, and promote social cohesion.

3.4 Since the adoption of the Local Plan Review additional survey evidence has demonstrated the need to provide greater numbers of larger, family homes as set out in:

- The Southampton Housing Needs and Housing Market Study Final Report 2005 produced by DCA
- The South Hampshire Housing Market Assessment (Part II) 2006, produced by DTZ.

3.5 The need for additional larger homes for family accommodation is based on the following argument supported by robust evidence:

- Research into the needs of existing and projected future households, concealed households and those households included in the Council's Housing Register demonstrates that **future**

housing provision should deliver a mix of homes including homes for single persons, families and senior citizens; AND

- The relationship between household size and the size of dwelling households occupy is complex reflecting socio - economic factors. Evidence demonstrates that **there is a significant and continued demand for larger homes from both large and small households.**

MEANING THAT

the majority of Southampton's dwelling requirement for new households up to 2026 is for smaller dwellings (1 and 2 beds) with around 30% as 3, 4 or 5 bed dwellings.
(paragraph 2.53 South Hampshire HMA)

- 3.6 However, the existing housing stock in 2001 had a high proportion of smaller properties (flats and maisonettes) and the housing supply in recent years has exacerbated this imbalance. 85% of completions from 2003 to 2008 were 1 and 2 bed dwellings.
- 3.7 The South Hampshire Housing Market Assessment estimates that 7057 3+ bed properties will be required from 2006 – 2026. Completions of 3+ bed properties from 2003 to 2008 totalled 707 units. **If current completion rate trends continue to 2026 then less than half of the required larger homes (3+ beds) will come forward (3000 of the 7057 units required)**
- 3.8 It is therefore necessary to intervene in the housing market to encourage the provision of an increased number of larger homes to redress the balance of housing supply and meet the accommodation needs of the existing and future households.
- 3.9 The Eastleigh and Southampton Affordable Housing Viability Assessment. 2008 has shown that a target of 30% family homes is unlikely to have a negative impact on the viability of schemes on appropriate sites.
- 3.10 Further detail is presented in the Core Strategy Housing Mix Background Paper.

4. Deliverability

- 4.1 The policy allows flexibility by accepting that the appropriate percentage of family homes will be influenced by the established character and density of the neighbourhood as well as the financial viability of the scheme.
- 4.2 The policy will be delivered through architects and developers designing schemes that include an appropriate proportion of family homes. Whilst on some sites this could be challenging the Council considers that overall the policy is deliverable and is vital to redress the balance of housing supply to encourage families to move to the city and to stay in the city.

5. Monitoring

- 5.1 The effectiveness of this Supplementary Planning Document will be monitored as part of the Annual Monitoring Report process using information from planning applications and decisions.

7. Further information

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