

**Supplementary Planning  
Guidance**

**HOUSING  
MIX**

**(Based on House Size)**

**Planning Policy and  
Housing Services**

**Approved  
February 2003**

# 1. Policy Guidance

1.1 Policy 79.H of the second deposit local plan states:

**“Housing proposals for 15 dwellings or more will be required to provide an appropriate mix of dwelling types, based on the Council’s supplementary planning guidance: Housing Mix.”**

1.2 15 units can be provided on sites of 0.5 hectares (this equates to 30 dwellings per hectare). Often it will be appropriate to create higher densities and so 15 units can be provided on smaller sites as well.

1.3 To achieve a genuine mix of housing, the Council will seek that proposals provide the following mix of dwellings:

- About 35% with 2 bedrooms or under\*; about 50 % with 3 bedrooms; and about 15% with 4 bedrooms or more.

\*Only in very special circumstances will bed sits/studios be acceptable.

- Loft space easily capable of conversion to living space will be encouraged.

1.4 The precise mix of housing on individual developments will be determined in negotiation between the Council and the applicant. The Council sets out its justification for seeking the above mix of housing in this document. If an applicant wishes to deviate significantly from this mix of housing, the onus will be on the

applicant to provide a justification for doing so. If the Council is not satisfied with this justification it will continue to seek the above mix of housing.

- 1.5 The mix should be achieved at the level of individual streets within a development. This mix should also be achieved separately within both the private and the housing association elements of a development. An applicant should provide a schedule indicating the mix of housing, in terms of numbers of bedrooms, provided both across the development as a whole and (on large sites) within individual parts of the development. The exact mix of unit sizes in the affordable sector must be agreed with Housing Services.
- 1.6 The Council will also seek a reasonable mix of housing, where appropriate, on sites which can accommodate fewer than 15 dwellings.
- 1.7 The Council will update this guidance in the light of the 2001 Census.
- 1.8 This mix can be altered if it can be demonstrated that on a particular site:
  - A deficit of a certain type of housing in the neighbourhood indicates an alternative mix would be appropriate,
  - Urban design objectives indicate an alternative approach.

- Specialised sheltered housing is to be provided on a part of the site, or on a smaller site, which justifies an alternative approach.

1.9 The extent to which such variation will be acceptable is set out in more detail in paragraphs 2.28 to 2.39.

1.10 The provision for affordable housing is set out in separate supplementary planning guidance.

## **2. Justification for Policy Guidance**

### **Introduction**

2.1 The effect of this guidance is to ensure that new developments provide a genuine mix of housing. The guidance advocates a higher proportion of smaller houses be developed than has tended to be so in the past.

2.2 This guidance has been prepared by the Council's Planning Policy and Housing Services units. It will be implemented during the preparation of development briefs and the determination of planning applications. Planning Policy and Housing Services will work together to deliver advice to the Council's Development Control unit and Members.

**2.3 Developers should take account of this guidance and enter into a dialogue with the Council at an early stage about the appropriate mix of housing on a particular site. Developers are advised to do this before they purchase the land.**

### **Status of Guidance**

2.4 This guidance sets out how the Council will seek to implement Government planning policy (PPG3: Housing [2000]) to create mixed and inclusive communities which offer a choice of housing.

2.5 The document forms supplementary planning guidance to the emerging local plan review. It is being prepared in accordance with Government Planning Policy Guidance (PPG) note 12 (Development Plans, 2000) in that it derives from and is consistent with the emerging local plan, and has been the subject of consultation with interested parties. However, the local plan is currently at second deposit stage and so little weight can be attached to it at this stage. The Council will in the meantime attach weight to this guidance as its interpretation of PPG3: Housing (2000), in the light of local circumstances. A statement of consultation undertaken, representations made and the Council's response is available on request.

## **Why Do We Want a Mix of Housing?**

2.6 Government planning policy guidance (PPG3, Housing, 2000) seeks to create mixed and inclusive communities, which offer a choice of housing. The relevant extracts of PPG3 are quoted in Appendix 1.

2.7 Mixed communities offer:

- A wider range of people to provide support and friendship, creating a stronger community.
- The chance for individuals to meet and interact with different types of people from a wider range of backgrounds, broadening everyone's perspective.
- The likelihood that different people will be around at different times of the day (creating a safer environment and residential areas which are 'alive' throughout the day).
- A wider range of people to support local services.

2.8 A mix of house types offers:

- The opportunity for all local people to access housing they can afford that meets their needs.

2.9 A mix of different housing can also create greater variety and interest in the physical design of a neighbourhood. At a sub-

regional level, a mixed community creates a diverse skills base for the local economy.

### **Eastleigh Borough Housing Strategy, 2001 – 2004**

2.10 The Housing Strategy for Eastleigh details the challenges that the Borough faces in terms of meeting the housing needs of its residents. Rapidly rising house prices, changing demographics and economic growth means that increasingly local households are unable to access the homes that they need. Borough Council priorities have been set taking into account housing needs data, national and local policy, and the views of residents and our partner agencies.

2.11 Despite a sound economic base and low unemployment, the Council has in the region of 300-350 applications a year from households facing homelessness and a housing register with in excess of 3,500 households. In short, given the profile of the housing market many local people are unable to afford secure settled accommodation. Our ability to provide sufficient affordable housing is hampered by the local housing market, which is heavily dominated by home ownership with high prices for prospective purchasers.

2.12 With prices lower than in the areas of Winchester, Test Valley & New Forest household in-migration is driving up demand and costs. Many local households have insufficient income to buy a home, increasing demand in the social and private rented sector.

Based on traditional lending ratios, to buy a property at the lower end of the price range in Eastleigh a household would require an income of £30,000. Average earnings fall short of this unless a household has the benefit of two incomes. Tackling the affordability gap is therefore the main priority of the Housing Strategy.

2.13 One of the main means by which the Council seeks to meet the housing needs of its residents is through planning policy, ensuring that 30% of houses provided are affordable and provided through Housing Associations. We have also recognised the changing demographic profile of the Borough and are encouraging the provision of smaller units of accommodation. We encourage flexibility and sustainability within the new accommodation which we provide ourselves, moving away from one bedroom units to producing as a minimum two bedroom units. We believe that these meet the changing lifestyles of households, promotes sustainability and avoids future obsolescence of the social housing stock.

2.14 The Housing Strategy also seeks to influence provision in the private sector. It acknowledges that we must ensure that existing stock is maintained to the highest quality and ensure that it meets residents' needs. Private Sector renewal and the provision of funds to adapt properties is considered to be a priority activity. Likewise it is recognised that provision within the private sector affects the level of demand for affordable housing. We therefore seek to influence the private market to produce homes that local people can afford and to produce the smaller homes that will assist in meeting household growth.

2.15 For more details on the Housing Strategy please contact the Research and Development Manager, Tel: 023 8068 8178. For more information on housing need please contact the Housing Needs Manager, Tel: 023 8068 8153.

### **Over What Area Does a Mixed Community Need to be Created?**

2.16 People interact at different spatial levels. We meet each other:

- 'Over the garden fence';
- In the street we live in;
- At local facilities: the park, shopping parade or primary school;
- In the town centre;
- In the city centre.

2.17 At the more local level ('over the garden fence' or in the street we live in) we are more likely to know the people we meet. At the more regional level (in the town or city centre) we will simply pass many more people and be far less likely to know them.

2.18 The range of people we pass in town or city centres is very diverse: they are drawn from many different local communities. This

diversity is part of the attractiveness of town or city centres:  
simply by seeing a wider range of people we are given a broader  
and more stimulating perspective on life.

- 2.19 It is important to extend this diversity as far into local areas as is possible, because it is at this level that people actually meet, get to know and support each other. Clearly we only have one or two neighbours, so we can not create a mixed community on either side of our garden fence. However, at the level of an individual street a mixed community can start to be created.
- 2.20 Many people may feel more confident initially interacting with people who have a similar background and position in life to them. If people are placed in a mixed development where no-one is apparently similar to them they may feel isolated and lose their local confidence. They would then be less likely to interact with the wider local community and the benefit of a mixed community would be lost.
- 2.21 If people are placed in a mixed development where there are some people apparently similar to them they may find it easier to make initial friends and develop their local confidence. They would then be more likely to interact with the wider local community and the benefit of a mixed community would be realised.
- 2.22 At the level of an individual street clusters of similar housing can start to be created within a wider overall mix

2.23 That is why the policy seeks to achieve a mix of housing on sites of 15 dwellings or more.

2.24 On larger development sites it is important to create a mix of housing not only at the level of the development as a whole, but at the level of individual streets.

### **What Constitutes a Genuine Mix of Housing?**

2.25 The planning system can control the type and mix of houses which are built. It is through this mechanism that the planning system can help to create mixed communities. To operate the local plan policy, the ‘appropriate’ mix of housing needs to be defined.

2.26 The mix of housing that currently exists across the Southampton – Winchester travel to work area is considered to be the best starting point as to what constitutes an appropriate mix of housing on new development sites. (A map illustrating the extent of the Southampton – Winchester travel to work area appears at Appendix 2). This mix is then adjusted to take account of other factors like the projected change in the type of households, and the needs of ‘concealed’ households. The latest housing needs survey supports the results this approach produces. This approach is set out in Appendix 2. The guidance focuses on the mix of house sizes (number of bedrooms). This is considered to be a reasonable and straightforward representation of need, affordability and a mixed community.

2.27 The appropriate mix of housing derived from this approach is set at paragraph 1.3.

2.28 A mix should be created to some extent across different types of housing.

2.29 Recent housing developments in the Borough do not entirely conform to this mix of housing. For example, most recent developments have provided a significantly higher proportion of larger houses than this guidance requires.

### **Other Considerations**

2.30 There are three considerations which the Council may accept as reasons to deviate from the appropriate mix of housing defined above:

- The local existing housing mix;
- Urban design considerations.
- Specialised sheltered housing.

### **The Local Existing Housing Mix**

2.31 The Council does not accept that if an existing neighbourhood is made up of one size of housing, a new site within that

neighbourhood should provide an entirely different size of housing. This would create a wider mix at the level of the neighbourhood, but not at the level of the street where people are most likely to get to know each other. It would risk the creation of different enclaves with no interaction between them. The Council expects that mixed communities will be created on individual development sites.

2.32 However, if there is a deficit of a certain size of housing in the wider neighbourhood, it would be acceptable to skew the mix of housing slightly more towards that size of housing on a new site within that neighbourhood. Appendix 3 illustrates which neighbourhoods (at ward level) currently have a deficit or surplus of particular sizes of housing.

## **Urban Design**

2.33 Government guidance and the local plan both promote a high quality of urban design.

2.34 The Council wishes to see a high standard of design across all sizes and tenures of housing.

2.35 There are a number of urban design factors which might affect the type of housing (e.g. detached, terraced, flats, etc.). This will have a knock on effect on the size of houses (the number of rooms): detached houses have more rooms on average than flats.

2.36 The Council does not wish to adhere to a precise mix of house sizes at the expense of good urban design. However even if good urban design dictates that a development should be of a certain house type, this does not preclude at least some variety in house size. For example, if urban design factors dictate that a development should contain only flats and town houses, these could still vary from 2 bedrooms and under to 3 bedrooms.

### Density

2.37 Government guidance expects that development makes effective use of land. It seeks for housing to be developed at a minimum density of 30 dwellings to the hectare; and in more accessible locations close to town centres and public transport routes for this density to rise to 50 dwellings to the hectare or more. The Council will expect these higher densities to be achieved at these accessible locations.

2.38 The mix of housing forms indicated by this guidance can be met at the minimum density of 30 dwellings to the hectare. At the higher densities of up to and beyond 50 dwellings to the hectare the proportion of larger houses will have to fall below that advocated by this guidance (although it will still be possible to provide some larger houses).

### Relationship of buildings to streets and spaces

2.39 Good urban design requires that buildings form a positive relationship with surrounding spaces. This may require a certain

type of building. For example, it may be appropriate to enclose a busy street with terraced housing, or mark a corner or vista with a taller 'landmark building'.

- 2.40 These considerations are likely to affect the appropriate type and therefore size of houses on particular parts of a site. However they are less likely to affect the mix of housing achieved on the overall site, unless it is a small site.

### Local Context

- 2.41 The Council promotes good design and does not simply equate this to replicating the existing local environment. Through good design new types and sizes of housing can be introduced to an area without undermining the local environment. This is particularly so on larger sites which can create their own context and their own distinct neighbourhood. Therefore the Council will not accept that if, for example, a local area is currently made up entirely of large detached houses, a new site in that area should only accommodate large detached houses. The new site will be expected to accommodate the mix of housing advocated by this guidance. However on a smaller site, say an infill plot within a street scene with an immediate existing built context, a mixture of types of housing might create a disjointed street scene. In these circumstances it may be appropriate for the mixture of house types and therefore sizes to be determined more by the surrounding context.

## Specialised Housing

- 2.42 Some forms of specialised housing require specific formats and so it would not be appropriate to seek the mix of housing advocated by this guidance within that particular stock of **housing**. Specifically, sheltered housing targeted at single elderly people clearly does not require 3 or 4 bedroom units. However, it will not be acceptable that larger sites are dominated entirely by specialised housing.

## **Appendix 1: Government Guidance**

- 3.1 The Government asks local planning authorities to ensure that a greater mix of housing is provided. PPG3 (Housing, 2000) states:
- 3.2 “there should be a greater choice of housing...housing should not reinforce social distinctions” (paragraph 1);
- 3.3 that local planning authorities should:
- 3.4 “...meet the housing requirements of the whole community”; (paragraph 2) and
- 3.5 “provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities” (paragraph 2).
- 3.6 “The Government believes that it is important to help create mixed and inclusive communities, which offer a choice of housing and lifestyle. It does not accept that different types of housing and tenures make bad neighbours. Local planning authorities should encourage the development of mixed and balanced communities: they should ensure that new housing developments help to secure a better social mix by avoiding the creation of large areas of housing of similar characteristics.” (paragraph 10).
- 3.7 Local planning authorities should plan for changing needs, including the rise in one person households (paragraph 9).

- 3.8 Local planning authorities should “secure an appropriate mix of dwelling size, type and affordability in both new developments and conversions to meet the changing composition of households in their area in the light of the likely assessed need” (paragraph 11).
- 3.9 “Local planning authorities should work jointly with housing departments to assess the range of needs for different types and sizes of housing across all tenures in their area. This should include affordable housing and housing to help meet the needs of specific groups – the elderly, the disabled, students and young single people, rough sleepers, the homeless and those who need hostel accommodation, key workers, travellers and occupiers of mobile homes and houseboats” (paragraph 13).

## **Appendix 2: Defining an Appropriate Mix of Dwellings**

### Data

- 4.1 The latest figures for the mix of house size come from the 1991 Census. This guidance will be updated once the 2001 Census data has been released. However, data on recent house completions illustrates that the mix of house sizes has not changed significantly between 1991 and 2001.
- 4.2 The Census data is based on habitable rooms whereas the housing industry normally talk in terms of number of bedrooms. This guidance therefore sets policy in terms of bedroom numbers. The following has been assumed:
- 1 bedrooms or less equates to 4 rooms (overall) or less.
  - 2 Bedrooms equates to 5 or 6 rooms.
  - 3 Bedrooms or more equates to 7 rooms or more.

### Spatial Area

- 4.3 An appropriate mix of housing is that which can accommodate the mix of households that want to live in the Borough or a part of the Borough.
- 4.4 At the Borough level the mix of dwellings currently available accommodates the mix of households that have been able to move in to the Borough. However some types of household may be under-represented in the Borough precisely because the mix of

housing currently in the Borough does not adequately cater for them. The mix of dwellings that currently exist at the Borough level does not therefore necessarily constitute the appropriate mix of housing to be planned for.

4.5 In fact most of the types of households who might want to live in Eastleigh Borough will have a job in the same ‘travel to work area’. The overall mix of dwellings currently available within that ‘travel to work area’ therefore comes reasonably close to defining what constitutes an appropriate mix of housing for a site in Eastleigh Borough, assuming that everyone who wants to live within that travel to work area is currently able to purchase or rent a home somewhere within that travel to work area. This is considered a reasonable assumption given that the travel to work area includes a range of lower cost housing within the City of Southampton. The extent of the Southampton – Winchester Travel to Work Area is illustrated on Figure 1.

4.6 The mix of dwellings in the ‘travel to work area’ is as follows:

Table 1: Dwelling Size

Number of rooms	Southampton – Winchester Travel to Work Area
4 or under	32%
5-6	50%
7+	18%

Source: 1991 Census

‘Rooms’ exclude bathrooms, toilets and kitchens less than 2 metres wide.

‘Rooms’ include living room, bedrooms, most kitchens and any other room.

4.7 Although this data is based on the 1991 Census, the mix of dwelling sizes has not changed significantly since then. Table 2 compares the mix of dwelling sizes at 1991 with an estimate of the mix of dwelling sizes at 2001. The estimate is based on dwelling completions data from Hampshire County Council for the districts of New Forest, Test Valley, Winchester, Eastleigh and Southampton. The Table illustrates that the mix has not changed by more than 2 percentage points.

Table 2: Dwelling Size, 1991 and 2001

Number of rooms	1991: TTWA	2001: 5 districts
4 or under	32%	34%
5-6	50%	48%
7+	18%	19%

4.8 However there are 2 factors which suggest that the mix of dwellings defined by the travel to work area figures should be adjusted before finally defining an appropriate mix of dwellings for new sites in Eastleigh Borough.

4.9 These 2 factors are:

- Future household projections;
- ‘Concealed’ households.

#### Future Household Projections

4.10 The household mix is projected to change over the years to 2011. Table 6 illustrates that in an area similar to the ‘travel to work area’, the main change is slightly towards single person households and co-habiting couples and away from married households.

Table 6: Household Type, 2001 – 2011  
 Southampton, Eastleigh, Fareham, New Forest, Test Valley and  
 Winchester Councils

	2001	2011	Difference
Married	51%	45%	-6%
Lone Parent	5%	4%	-1%
One Person	29%	32%	+3%
Other*	15%	18%	+3%

\*- Mainly co-habiting households. (Also students / friends living together).

Source: Hampshire County Council projections, 2001, based on approved plan baseline + reserve provision.

#### 'Concealed' Households

4.11 The existing mix of dwellings in the 'travel to work area' does not quite accommodate all the households who want to live in their own dwelling in that area. For example, in Eastleigh Borough there are 44,355 households at 2001 (Hampshire County Council projections) and an additional 2,906 'concealed' households at 2003 ('concealed' households are those which share a dwelling with another household and who want their own home, they are mainly children aged 16 or over living with their parents and who want a home of their own) (Eastleigh Housing Needs Survey). Notwithstanding the slight difference in date that means there are a total of 47,261 households in Eastleigh Borough, 6% of whom are 'concealed'. Table 8 illustrates that far higher proportions of

‘concealed’ households are looking for smaller houses than is the actual proportion within the travel to work area.

Table 8: Dwelling Size

Number of rooms (see definition in Table 2)	Southampton – Winchester Travel to Work Area	Number of Bedrooms	Required by ‘Concealed’ Households
4 or under	32%	1 or 2	91%
5-6	50%	3	8%
7+	18%	4+	0.5%

Source: Eastleigh Housing Needs Survey, 2003, Table 5-19.

### Conclusions

4.12 The mix of dwellings in the ‘travel to work area’ is the closest single guide to what constitutes an appropriate mix of housing at the Borough level. However, the above two factors indicate the appropriate mix should be adjusted slightly away from the ‘travel to work’ figures:

#### Future Household Projections

4.13 There is a slight move towards single person households.

#### Concealed Households

4.14 6 % of households are concealed. Concealed households are predominately looking for small dwellings (4 rooms or under).

- 4.15 Each of these figures indicate the shift from the ‘travel to work area’ figures should be towards slightly more small dwellings and slightly fewer large dwellings. This adjustment is made by judgement, taking in to account these two factors, rather than by precise calculation, to the nearest multiple of 5.
- 4.16 Tables 10 and 11 repeat the mix of dwellings in the travel to work area and show the adjustment which has been made to define the final appropriate mix of dwellings for new sites in this Borough.

Table 10: Dwelling Size

Number of rooms	Southampton – Winchester Travel to Work Area	<b>Appropriate Mix for New Sites in Eastleigh Borough</b>
3-4	32%	<b>35%</b>
5-6	50%	<b>50%</b>
7+	18%	<b>15%</b>

Source: 1991 Census

4.17 The Housing Needs Survey (2003) provides a useful check as to whether this mix of dwellings will meet the needs of households. The survey identified those households who are currently seeking to move or who will do so in the next 5 years. The survey then identified the size of house these households require. This is set out in Table 11.

Table 11: Dwelling Size Required by Households Planning to Move

Number of bedrooms	Appropriate Mix for New Sites in Eastleigh Borough	Required by Households Moving in the Next 5 Years
2 or less	35%	73%
3	50%	24%
4 or more	15%	3%

Source: Eastleigh Housing Needs Survey, Table 5-5

4.18 The majority of households planning to move require 2 bedrooms or less. A significant minority of households require 3 bedrooms and very few households require 4 bedrooms or more.

4.19 The current high house prices may be restricting the aspirations of households for larger houses. Therefore it is not considered appropriate to promote the mix of house sizes suggested by the housing needs survey. However the survey does illustrate that the mix advocated by this guidance is not restrictive towards larger 4 bedroom plus houses.

### **APPENDIX 3: LOCAL VARIATIONS IN HOUSING SIZE ACROSS THE BOROUGH**

5.1 Table 15 shows the deviation from the Borough average of the proportion of households with different numbers of rooms by individual ward. For example, in Bishopstoke the proportion of households with seven or more rooms is four percentage points lower than for the Borough as a whole. Those wards which demonstrate a deviation from the Borough average of 10 percentage points or more are highlighted.

Table 15: Deviation by Ward from Borough Average Proportion; House Size.

	4 rooms or under	5 – 6 rooms	7+ rooms
<b>BOROUGH AVERAGE</b>	28%	54%	18%
Bishopstoke	0%	+4%	-4%
Botley	+6%	-7%	+1%
Bursledon	+6%	-5%	-1%
Chandler's Ford	-3%	+9%	-7%
Eastleigh Central	<b>-10%</b>	<b>+18%</b>	-7%
Eastleigh North	-2%	+2%	0%
Eastleigh South	+7%	+5%	<b>-12%</b>
Eastleigh West	+3%	+1%	-3%
Fair Oak	-8%	+6%	+2%
Hamble	+2%	-1%	-1%
Hedge End St John's	-4%	+1%	+3%
Hedge End Wildern	+4%	-4%	0%
Hiltingbury East	<b>-14%</b>	-5%	<b>+19%</b>
Hitlingbury West	<b>-11%</b>	-4%	<b>+15%</b>
Hound	+6%	-1%	-5%
West End North	<b>+10%</b>	-6%	-4%
West End South	<b>+10%</b>	<b>-12%</b>	+2%

Source: 1991 Census (frozen wards).

- 5.2 The table highlights that in:
- 5.3 Eastleigh Central: there is a particular shortage of small houses and a particular surplus of medium sized houses.
- 5.4 Eastleigh South: there is a particular shortage of large houses.
- 5.5 Hiltingbury (East and West): there is a particular shortage of small houses and a particular surplus of large houses.
- 5.6 West End North: there is a particular surplus of small houses.
- 5.7 West End South: there is a particular surplus of small houses and a particular shortage of medium sized houses.
- 5.8 This guidance defines an ‘appropriate mix’ of houses for the Borough as a whole which increases the supply of small houses and decreases the supply of large houses.
- 5.9 On the basis of the analysis in table 19, the Council will promote a deviation from the Borough wide ‘appropriate mix’ in the following wards:
- 5.10 Eastleigh Central: slightly more smaller houses.
- 5.11 Eastleigh South: slightly more larger houses.
- 5.12 Hiltingbury (East and West): slightly more smaller houses.

5.13 West End (North and South): slightly more medium and larger houses.