

NEIGHBOURHOOD HOUSING STOCK ANALYSIS

**For
Basingstoke and Deane Borough Council**

**FINAL REPORT
TECHNICAL ANNEXES**

**Three Dragons
and
B Line Housing Information**

March 2009

NEIGHBOURHOOD HOUSING STOCK ANALYSIS

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1 STUDY BRIEF

(The following is an extract from the study brief which defines the scope and coverage of the study)

CONSULTANTS BRIEF

Neighbourhood Housing Stock Analysis

1. Purpose of the Study

- 1.1 The Borough Council is seeking to undertake a study into the housing stock in Basingstoke Town and an assessment of the future need for different sizes of dwellings. This will consider Basingstoke Town as a whole, but with in-depth analysis by way of splitting the town into local neighbourhood areas, consistent with their characteristics.
- 1.2 This work will be focused on Basingstoke Town given its status as a former expanded town, the resulting common issues across key areas of the town and the manner in which policy C3 (Housing Mix) of the Adopted Local Plan is implemented in Basingstoke. Further work may be undertaken outside of this study to examine those areas of the Borough outside of Basingstoke Town.
- 1.3 The study consists of two potential elements, the first of which is briefly described in paragraph 1.4 below and in the remainder of this brief and forms the core focus of the study. The second element is described in paragraph 1.5 of this brief and is additional to the main study. Separate quotes should be provided for each of these areas of work and, depending on the likely costs involved and achievability, may be progressed separately from each other.
- 1.4 Through this study, the Borough Council wishes to gain a detailed understanding of:
 - The current dwelling stock in terms of size and type within Basingstoke town as a whole with a breakdown of the composition of the stock by location within the town;
 - How the dwelling stock has changed in recent years and to what extent any identified trends are likely to continue, and what the effects (positive and negative) would be should these trends continue;
 - What are the future issues for the delivery of a range of dwelling types and sizes to meet the needs of the community;
 - How should the size and type of dwellings be classified in the future and what the implications are; and
 - What policy and other approaches are available to providing an appropriate dwelling stock in the town in the future.
- 1.5 In addition to the work outlined above and in the remaining sections of this brief, the Borough Council invites a separate quote to analyse changes in policy approaches in relation to demographics and the resultant population projections that arise. This should consider a range of differing assumptions

in respect of demographics / behaviour and the subsequent changes in population projections. The Borough Council would wish to be guided by the consultant's expertise and experience in this area of work and would welcome the submission of a proposed methodology of how this issue could be approached in order to provide a sound understanding of how differing policy approaches can impact on the likely population characteristics in the future.

- 1.6 The provision of this information will be used as a part of the evidence base to inform the production of the Local Development Framework and in the determination of planning applications. Consideration will need to be given to issues raised by policies C3 (Housing Mix) and D4 (Sub-Division and Loss of Dwellings) of the Local Plan. These provide a framework for decisions relating to the housing stock in the Borough at present.

Policy C3 Housing Mix

- 2.1 Policy C3 requires new housing developments to create mixed and inclusive communities, taking into account the scale of the development, its location and housing needs. The policy only applies to market housing and requires that between 30% and 50% of the dwellings are small (one and two bedroom). Further detailed guidance, including an indication of where a particular requirement within this scale would be sought is set out in the Housing Mix and Lifetime Homes SPD which amplifies the requirements of policy C3.
- 2.2 The original intention of the policy was to re-dress the balance between the number of large (three bedroom or greater) dwellings in the Borough, in relation to the proportion of small dwellings (one and two bedroom) in order to assist in the provision of a balanced community and in respect of affordability. The policy complemented the guidance in PPG3 which sought increased housing densities and placed a greater emphasis on the use of previously developed land.
- 2.3 More recently, PPS3 has shifted the emphasis towards the creation of balanced and sustainable communities, with a greater emphasis on the provision of family dwellings.
- 2.4 This research is therefore required to provide the Borough Council with a fine-grained understanding of the supply of dwellings by size, in different areas of the town and the how the housing stock may need to change to respond to the future requirements of the local population. In particular, this will be used to inform the preparation of the Core Strategy and should provide options for the effective delivery of homes to meet needs.

Policy D4 Sub-Division and Loss of Dwellings

- 2.5 Policy D4 provides the basis for the determination of proposals to sub-divide a dwelling (or the creation of a House in Multiple Occupation - HMO). The policy is generally supportive of proposals provided that there is 'no adverse impact on the character of the area and the amenities of the occupiers of adjoining properties'.

- 2.6 However, over the past year, there has been a significant increase in the number of planning applications being submitted (including retrospective applications) for the sub-division of dwellings and creation of HMOs. This is particularly applicable to those areas of Basingstoke which were planned and built during the expansion of the town in the 1970s. In these locations, there is concern that the original 'planned' community is being altered by piecemeal changes to the housing stock. Further research will help to understand the dynamics of these areas and will assist in the determination of any proposals for future change.
- 2.7 Further background research is now required to assist in the determination of such proposals and this will be used as the evidence base to the guidance on the Sub-Division of Dwellings and Creation of HMOs. This forms a part of the Borough's Supplementary Planning Document (SPD) on Design and Sustainability.

3. Objectives

- 3.1 The main objectives of the study will be to provide advice on the following key issues:
- Assuming a continued need for smaller dwellings in the Borough (as evidenced in the Strategic Housing Market Assessment and other statistical sources, including house price relativities with neighbouring towns including Newbury and Reading), to understand the local neighbourhood areas of Basingstoke in more detail and to establish a basis for more finely grained policies with regard to housing mix on new developments, subdivision and HMOs;
 - Provide a robust evidence base to inform the preparation of the Core Strategy and for use with the SPD on Design and Sustainability; and
 - To provide advice on the possible approaches available for providing an appropriate dwelling stock in the town in the future.

4 Methodology

- 4.1 The methodology will comprise the following key stages:
Stage 1: Taking stock of the existing local situation
- Review the information currently held by the Borough Council in terms of changes in dwelling stock (from the 2001 census, up-to-date ward level analysis undertaken by the Borough Council and background evidence for recent applications / appeals for the sub-division of dwellings / creation of HMOs)
 - Use demographic data (Census and Hampshire County Council statistical information) to provide evidence of the distribution of the population within the town according to number and age;
 - Use background information from the Strategic Housing Market Assessment and ward based Housing Stock Analysis to provide a context for assessing the balance of dwellings; and

- Make reference to the national, regional and local policy background and the importance of planning for balanced communities with a mixture of dwelling sizes and types and the need to influence the size of dwellings available within Basingstoke.

Stage 2: Identification of characteristics and developing a local approach

- Using information from research undertaken to establish current trends;
- Assess the relationship between current trends and housing need and the effect on the existing dwelling stock;
- Characterise the position within Basingstoke as a whole and identify local neighbourhood areas within the town under greatest pressure and / or lacking a reasonable range of accommodation. This will include establishing how the town should be sub-divided into more local neighbourhood areas for the purposes of this study (and may be informed by work previously undertaken by the Borough Council) and
- Assess the merits of alternative methods for classifying the size of dwellings (e.g. by number of bedrooms / habitable rooms / floor area)

Stage 3: Outcomes

- Evaluate the effect of the current trend continuing and the ensuing problems that would result;
- Set out the problems caused by allowing the present situation to continue;
- Provide a fine-grained evidence base for considering proposals to alter the mix of dwelling sizes in the town by individual neighbourhood areas; and
- Set out the policy options which would allow for an approach to be adopted which provides for an appropriate mix of dwelling sizes in Basingstoke and the identified neighbourhood areas to meet local requirements. This should establish the key considerations for each possible policy approach.

5 Deliverables

- 5.1 The completed study should provide a robust understanding of the existing stock of dwelling sizes and types in Basingstoke Town and the identified local neighbourhood areas. This should include a breakdown of the dwelling stock, including dwelling sizes and distribution throughout the town and identification of demographic needs for dwellings of different sizes.
- 5.2 It should provide a sound assessment of the existing situation, identify current trends and projected trends, evaluate the implications of possible policy approaches for implementation through the Core Strategy.

6. Information

6.1 The following information will be made available to the appointed consultant:

- Adopted Local Plan
- Adopted SPD on Housing Mix and Lifetime Homes
- Draft SPD on Design and Sustainability
- Urban Character Study of Basingstoke
- Strategic Housing Market Assessment
- Basingstoke and Deane Borough Council's background research on the Housing Mix policy.
- Borough Stock Condition Survey
- Housing Strategy Statistical Appendix
- Relevant information relating to future housing requirements (South East Plan / Panel Report)
- Background papers to relevant planning applications / appeals / decision notices)
- 2001 Census data
- Hampshire County Council Statistical Info, including population, household and dwelling forecasts and projections
- Hampshire County Council's formula for translating number of rooms to bedrooms

2 DEVELOPMENT INDUSTRY WORKSHOP

Notes from Neighbourhood Housing Stock Analysis Workshop 18 September 2008

Attendees:

Linda Bonnin – Wessex Housing Partnership
Lin Cousins – Three Dragons
Geoff Gosling – Basingstoke and Deane Borough Council
Craig Hedges – Hampshire County Council
Mark Lambert – Basingstoke and Deane Borough Council
Bob Line – B.Line Housing Information
Paul Richards – Sentinel Housing Association
Tim Richings – Basingstoke and Deane Borough Council
Ian Smith – Basingstoke and Deane Borough Council
Andy Trotter – Hampshire County Council
Anthony Tyrer – Raglan Housing Association
Andrew Wilford – Barton Willmore Planning Partnership
Denette Woodfine McNish – Housing Corporation

Changes in Housing Stock 2001-2008

- Some surprise around the delivery of similar numbers of 2 bed flats and 3 bed houses over the period 2001 – 2008 – a view perhaps that the flatted schemes are more visually imposing and there is greater awareness of them, compared to new housing schemes which are more widely distributed
- Delivery reflects the Council's Housing Mix Policy, so should be no surprise and also reflects the nature of the sites coming forward, particularly the conversion / redevelopment of vacant office blocks / sites to flats
- The overall balance in the market is much more successful than other centres, such as Reading and Southampton, and it would be useful to compare Basingstoke with places like Reading, as well as the region generally.
- It has been easy to respond to PPG3 / PPS3 density requirements by building a number of large houses, alongside a number of flats, which has not always created a balance in the provision of dwellings

What type of dwellings or for what groups of people should we be providing?

- Want and need are two distinct things and you should consider this when planning for the future.
- May be better to over-provide in some cases (ie an under-occupied flat), compared to a providing a one bedroom flat or studio that cannot be let)
- Need to consider older, equity-rich people who wish to downsize to a well-built, sizeable flat or house, where they feel secure in a quality environment with sufficient space.

- People with mobility difficulties are poorly catered for, with limited choice in new developments.
- Shortage of two bed four person houses, both in terms of affordable and market dwellings
- Some difficulty in accessing the housing market for those who earn too much to qualify for affordable housing, but who cannot afford to buy a house
- If we wish to attract more executives to the town, for example, we should be providing dwellings for them, which may not necessarily be in Basingstoke. Acknowledged the difficult “balancing act” of attracting executives/highly skilled labour without destroying the attractive countryside surrounding the town, which forms a crucial part of its attraction. Emphasis on need to ensure that the Council’s vision, together with all its strategies and policies, are fully integrated.

How well does the town’s stock meet needs?

- In terms of affordable housing, the stock has responded well, and there are moves away from providing one bedroom units which provide little flexibility
- Some Housing Associations resist one bedroom flats where possible
- Current opportunities for more affordable three and four bedroom houses are currently being exploited through the availability of dwellings through the market.
- Concern that the town’s housing stock offers limited choices, with many dwellings being of a similar style, having been built at the same time, which applies mainly to large Town Development estates, particularly those with Radburn layouts. This therefore provides limited opportunities to move up the housing ladder.
- People’s perceptions of the place are poor, although there are examples of good design, such as Merton Rise.
- The places which are the least attractive visually have relatively low demand and low selling prices, compared to the market attractive areas where demand is greater.
- General issue around past provision specifically for older persons – sheltered schemes designed and built some time ago are increasingly out of step with modern requirements.
- Bungalows would be popular but not on the developers’ agenda – and their development would work against the aim of making best use of development land.

What sort of dwelling should we provide for down-sizers?

- We don’t yet have enough information to know how national trends are playing out in the Basingstoke context.
- Should engage older people and understand more about their needs.
- Developers will build what the market demands
- Equity rich people want smaller / high quality homes, which you do not get in town centres – people may wish to live in smaller, more attractive places, like Whitchurch or Overton

- Developers such as McCarthy and Stone build at high densities to achieve competitive offers for available sites, and there are limited opportunities to bring forward sites outside of settlements, due to countryside issues

Provision of flats / apartments

- Sudden shift in provision has been driven by the availability of sites, density advice in Government guidance, land values and reduced parking requirements
- Partially driven by the buy to let boom and availability of credit
- Maidstone imposed strict limitations on greenfield development, which has resulted in 98% of completions being on previously developed land, and now an urgent need to release greenfield sites in order to generate new houses as well as flats
- Flats should be more spacious and family orientated, as they are on the continent, but this will need a cultural shift
- Buy to let has had a mixed level of success, depending on size of the scheme and the number of landlords involved, but recognition that it can assist with a transient population – not all people will want to buy, but concern that ‘buy to let’ had had a negative impact on the housing market. Distinction made between traditional landlords and new ‘buy to let’ owners.
- High density schemes appear to be more problematic than smaller-scale low rise developments
- Quality appears to have improved over time, with more attractively designed developments with good management
- Is a good opportunity to take stock of the situation and assess what to do in the future. We know very little about who owns or occupies flats in developments such as Crown Heights or Victory Hill. Difficulties of obtaining such data acknowledged. It would be interesting to know whether people renting such flats would have bought them had the asking price been more affordable. Question raised regarding whether the perceived issue is one of too many flats or too many small units: view that some people will not consider living in a flat of any description, while others might be happy to live in a well located, well appointed spacious flat (as opposed to the common preconception of a flat in England).
- In a market down-turn, developers are generally building the housing elements of their schemes, but limiting the flatted part of sites
- Modern flatted schemes in Basingstoke are unlikely to suffer the problems of those built in the 1960s, due to their more central locations, improved quality and management.
- Where housing associations deliver affordable housing as flats they will look for separate blocks which offer separate entrances.

Classifying dwellings by bedroom size (ie number of bedrooms)

- Should we move away from classifying dwellings by bedroom size?
- Issues surrounding inclusion of maximum floorspace thresholds in housing mix policy discussed

Possible policy options for the future?

- Policy to date has not hindered delivery of dwellings despite acknowledgement that many landowners tend to hold back disposal of allocated housing land during periods of depressed land prices. There is uncertainty, however, regarding the extent to which the housing mix policy has affected what has been delivered.
- Important that future policy does not confuse delivery of smaller units with achieving more affordable housing.
- Difficult to cater for constantly changing market demands, though there is a view that better quality homes will still be saleable in a depressed market.
- Good thing to have a policy, but key to its success will be effective implementation and monitoring
- Important to recognise that the mix of supply is heavily influenced by the types of site available at any time
- Concern that there could be a shortfall in two years time when demand picks up
- Basingstoke is relatively well balanced in terms of the stock of housing and availability of supporting services and infrastructure.

3 DATA SOURCES AND USE

Data sources and issues

- 1 There is as yet no single source that gives enough detail and comprehensive coverage of property types and sizes required for this study, although a number of local authorities are known to be working on the issue and progress is being made. It was therefore necessary to compare and triangulate various different data sources to build a picture of the types and sizes of the dwelling stock.
- 2 The 2001 Census is still the most comprehensive and detailed source for baseline data, although it is now very dated and there are limits on the detail available due to disclosure control. However accommodation type is one of the variable likely to change least – a detached, semi, terraced house or flat in 2001 is probably the same now in most cases while people age, change and move.
- 3 Several standard tables record type and size information, but none of these combine both type and size. The Census also records simply the number of rooms rather than the use of those rooms, for example whether bedrooms or living rooms. The specific question used in 2001 was :-

H3 How many rooms do you have for use only by your household?

- ◆ *Do not count* bathrooms, toilets, halls or landings, or rooms that can only be used for storage such as cupboards.
- ◆ *Do count* all other rooms, for example kitchens, living rooms, bedrooms, utility rooms and studies.
- ◆ If two rooms have been converted into one, count them as one room.

Number of rooms

- 4 While it is understandable that data on what rooms are used for is not collected because these uses can change, and increasingly rooms may be used as offices, studies, hobby rooms, etc; this does mean that the most common means of classifying residential dwellings by number of bedrooms using Census data is not straightforward. This is further compounded because Planning permissions records do use number of bedrooms specifically, so there is incompatibility.
- 5 Census tables which cover type or size include:-

UV56 – Accommodation type

UV57 - Number of rooms

CAS48 Dwelling type and accommodation type by household space type

CAS49 Dwelling type and accommodation type by tenure (households and dwellings)

CAS50 Dwelling type and accommodation type by tenure (people)

CAS51 - Tenure and household size by number of rooms.

- 6 These are available at Output Area (OA) level, which is the smallest building block of Census geography, typically covering about 125 households. 2001 Census OAs were built from clusters of adjacent unit postcodes. They were designed to have similar population sizes and be as socially homogenous as possible based on tenure of household and dwelling type.
- 7 Due to the lack of linkage between type and size a Commissioned table (C0956) was requested from ONS which cross tabulates the *number of rooms* with *type of accommodation* – that is, broadly, whether detached, semi detached, terraced, purpose built flat, converted flat or flat in a commercial building. Due to disclosure control restrictions this was only provided at Lower Super Output Area level, which are each minimum population 1000; mean 1500, and built from groups of OAs (typically 4 to 6).
- 8 By combining and manipulating these datasets in a Geographical Information System, and with an essential input of local knowledge and interpretation, a robust and detailed profile of the baseline profile of housing stock in Basingstoke and Neighbouring Settlements at 2001 was compiled.

Housing stock added since 2001

- 9 The next step was to add residential stock that had been developed since 2001 to this baseline position. To this end Hampshire County Council records all completions in the county by site, (with mapping co-ordinates), type (house or flat if known) and number of bedrooms, with gains and losses recorded for each year. Each site may therefore have a number of records or rows for different types and sizes.
- 10 With some manipulation this provided a detailed picture of the residential accommodation that was completed 2001 to 2008.
- 11 By adjusting the classification of Census data to match the planning data the two could then be added to give a general picture of the stock in 2008, and hence to see the changes that have occurred over the past few years.

Recommendations for future development of the planning database

- 11 The Hampshire County Council database is much more detailed and comprehensive than most local authority systems, and without it this project would have been very difficult, or even impossible.
- 12 Eventually, however, such Planning data would be much better held in a database linked to a Geographic Information System, and the basic record unit of the system should be each **individual dwelling**.
- 13 Each dwelling record could then have a range of attributes attached to it held in separate fields, such as which site it is on, floor area, year approved, year built, type, size, cost, sale price, thermal insulation (SAP) rating, and so on.
- 14 Other national databases of property types are being developed, for example in NROSH¹ for social housing, and in Hometrack's² Automated Valuation System for house price comparison.
- 15 Previously planning monitoring has been largely site and number based, but as strategic planning through 'plan, monitor, manage' in complex modern housing markets becomes more established and understood the need for better strategic housing monitoring and intelligence systems will increase.
- 16 The database record would still start with an application for a site, but data for individual completed properties would be added as constituent units of each site as they are completed to form the underlying base data of the system. This would allow maximum flexibility and more useful and detailed analysis as required.
- 17 The data compiled for this project can provide a basis for such a system, but ultimately a better system for storing, analysing and interpreting this data, planned and developed consciously in conjunction with users, would be a useful preparation at an early stage, rather than letting it develop piecemeal.
- 18 Most other local authorities will probably also find that they face this issue, and joint working to develop a compatible and consistent basic system could be very beneficial in the long term.
- 19 Some commercial systems have been developed and are becoming more widely used. An example is CDPsmart from CDPsoft .

<http://www.cdproj.com/cdpsmart.htm>

<http://www.cdproj.com/cdpsmartsupport.htm>

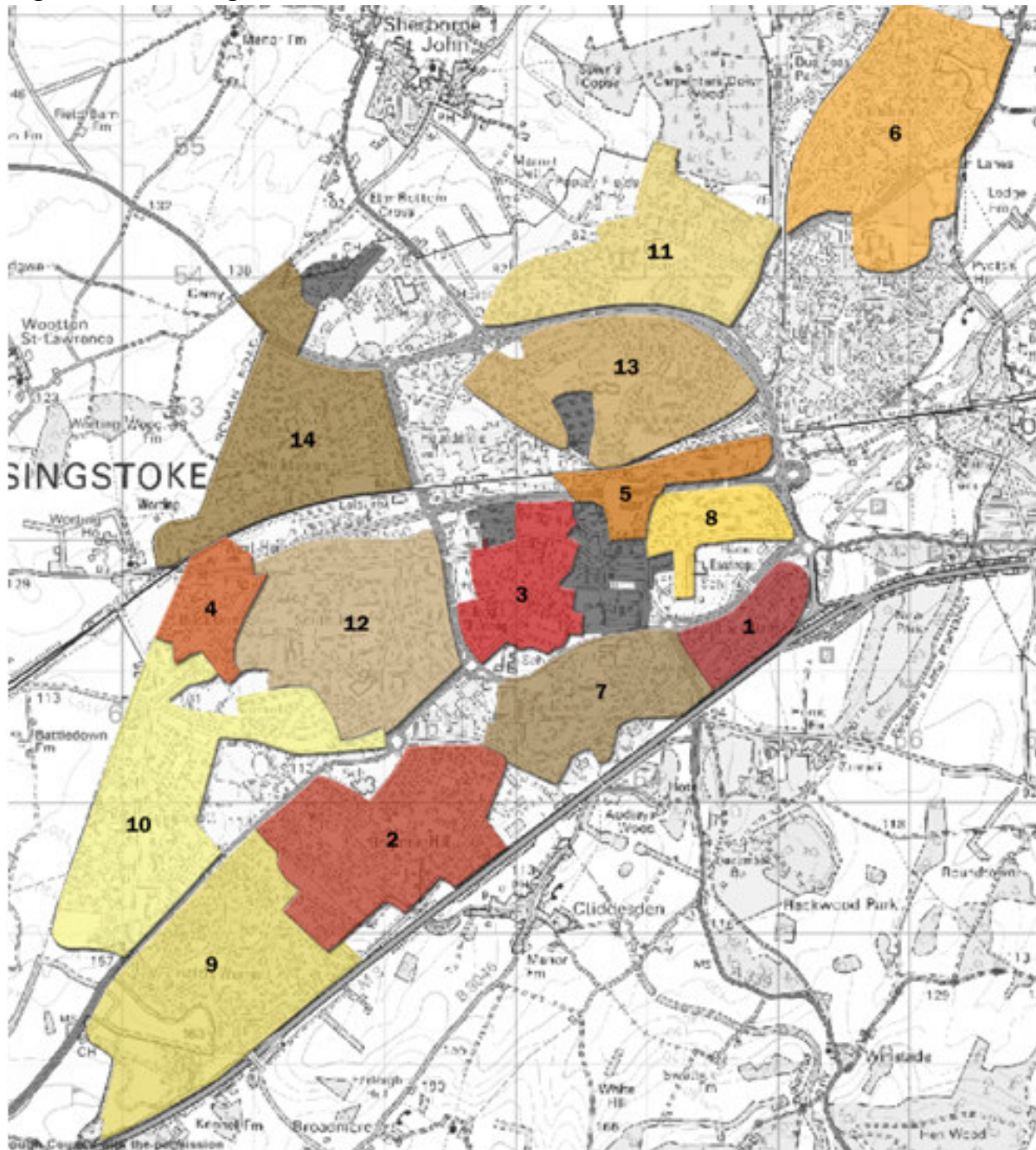
¹ <http://www.nrosh.co.uk/>

² www.hometrack.co.uk

Geography – spatial subdivisions in housing markets

- 20 Having obtained and reconciled the stock data as far as possible, a key consideration is then what is the best spatial pattern through which to consider, aggregate and analyse it. Detailed data usually gives a mosaic of variation down to quite small scales, but within this there are generally clear patterns which reflect the similarities of stock types and sizes.
- 21 Fortunately Basingstoke and Deane Borough Council have already considered this issue, albeit approaching it from a slightly different direction, and carried out an 'Urban Character Study' to identify and classify areas.
- 22 The Urban Characterisation Study (UCS) forms an appendix to the draft SPD on Design and Sustainability, and seeks to identify areas within Basingstoke which have a similar character or special quality, and ascertain the key features which contribute towards the overall character. The appraisal examined the following issues:
- *Built Form* – examines the age and types of housing, scale, predominant building materials and architectural styles, plot widths and garden sizes.
 - *Streetscape* – identifies the strength of the building line, frontages onto the road, parking accommodation, street layout, enclosure to the street and density.
 - *Landscape* – highlights the role of any open space networks, pockets of landscaping and trees and planting.
- 23 The character appraisal then summarises the main features of the character area. The results of this form a ready made geographical structure of the town, using areas and names for them which are most likely to be widely recognised and understood by most local residents, whereas administrative areas such as wards seldom do this.
- 24 The pattern of Character Areas is shown below.

Figure A.1 Basingstoke Character Areas 2008

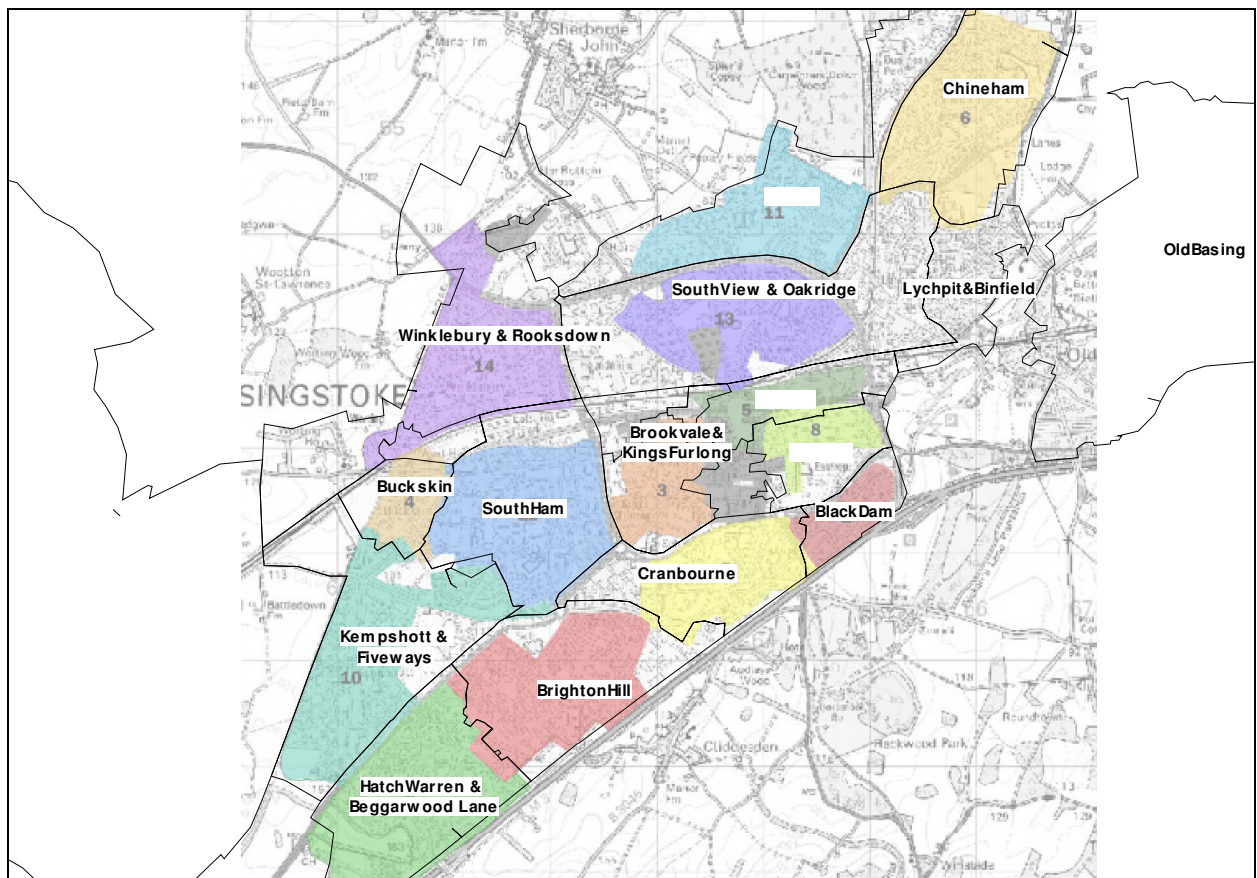


Key:	
1	Black Dam
2	Brighton Hill
3	Brookvale and Kings Furlong
4	Buckskin
5	Central Area
6	Chineham
7	Cranbourne

8	Eastrop
9	Hatch Warren and Beggarwood Lane
10	Kempshott and Fiveways
11	Popley
12	South Ham
13	Southview and Oakridge
14	Winklebury and Rookdown

- 25 The Character Areas in the Urban Character Study did not quite fully cover all of the area of Basingstoke town and neighbouring settlements designated for the study, and the area of Lychpit & Binfield and adjacent settlements Old Basing and Oakley were added.
- 26 The spatial structure boundaries were then compiled in GIS from Output Area boundaries so that it matched the available Census data. This is shown overlaid on the Character Areas in the map below. Some areas have very little housing and so do not need to be covered, but on the whole the combined Output Area boundaries are a good fit with the Character Areas.

Figure A.2: Character Areas and Output Area based boundaries



- 27 The larger Lower Super Output Areas used for the Commissioned table did not fit the Character Areas so well in some places, especially in the Central Areas and Eastrop, so a combination of both sources was used, by applying the more detailed property type and size descriptions from the Commissioned table to the spatially more accurate Output Area totals.

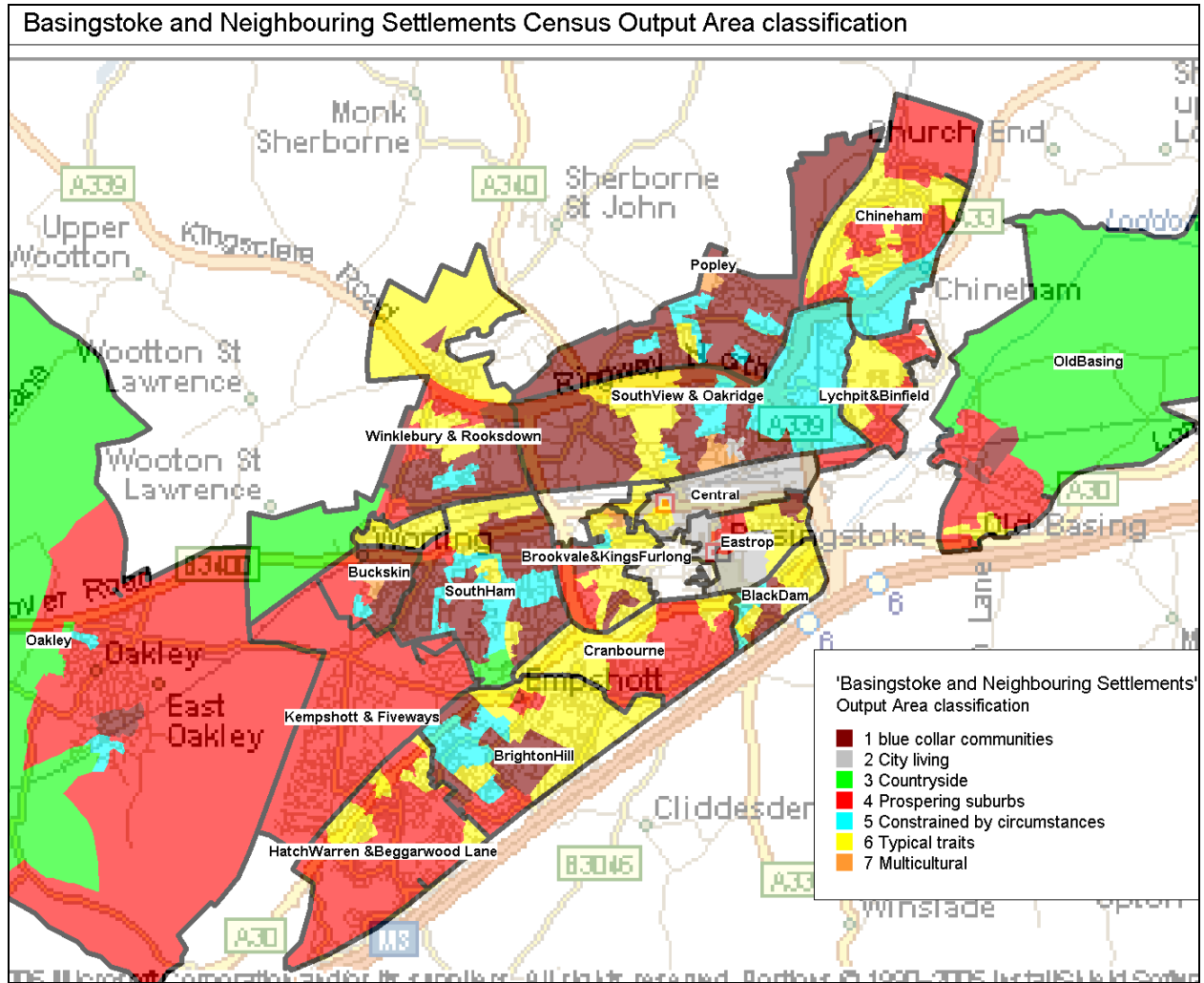
Housing submarkets

- 28 How such housing market patterns are established and perpetuated is the subject of considerable study in housing economics. This has led to the concept of *housing submarkets*³, which is extremely useful as an organising principle to help make sense of housing data patterns which can otherwise appear fragmented and confusing.
- 29 The essential idea of housing submarkets is that they represent areas *within which properties compete with each other* in traditional economics terms, while properties in other submarkets are not seen as equivalent and competing. They therefore also strongly influence search patterns, and one of the processes that households looking for a new homes often go through is to identify the broad areas in which they will look for suitable properties to buy or rent, while they will simply not look in some areas because they know that properties in them will not fit their criteria. The economists hold that the *rate of change* in price, after having made adjustments for size, type and quality, is the key indicator that should indicate different housing submarkets.
- 30 While this is a rather different basis to the Character Study methodology, the results are likely to capture quite similar factors, and indeed consultations with various stakeholders with good local knowledge confirmed that the Character Areas would broadly represent submarkets in Basingstoke.
- 31 A further confirmation comes from the field of geo-demographics, which is the classification of people by a combination of lifestyle characteristics. Commercial products such as CACI Acorn or Experian Mosaic use this for targeted marketing, but the 201 Census was also used to produce an Output Area Classification (OAC) which is freely available⁴. The pattern of OAC 'supergroup' clusters is shown in the map below.
- 32 While there are differences, the pattern is quite similar in some respects and combining OAC supergroup categories of 'blue collar communities' and 'typical traits' makes the similarity considerably still closer. So different methods of identification and analysis give quite similar patterns, showing that they both capture underlying similarities and key differences. This spatial subdivision of the town therefore gives a well supported and robust, meaningful pattern through which to aggregate and analyse the data.

³ See for example http://www.submarkets.co.uk/rics/39217_Housing_Market_Fibre_lowres.pdf and <http://www.communities.gov.uk/publications/planningandbuilding/identifyingsubmarkets>

⁴ http://www.statistics.gov.uk/about/methodology_by_theme/area_classification/oa/default.asp

Figure A3: Basingstoke and Neighbouring Settlements – Output Area Classification



4 DATA COMPENDIUM

A CD of all files used in the project is also available.

Figure A4: Type and number of rooms proportions – (see main report Figure 3.1)

Property type	estimated totals	proportion
detached 4_rooms	397	1%
detached 5_rooms	1612	4%
detached 6_rooms	1866	5%
detached 7_rooms	2211	6%
detached 8_or_more_rooms	3638	10%
semi detached 3_rooms	398	1%
semi detached 4_rooms	1251	3%
semi detached 5_rooms	3198	9%
semi detached 6_rooms	2291	6%
semi detached 7_rooms	780	2%
semi detached 8_or_more_rooms	513	1%
terraced 3_rooms	791	2%
terraced 4_rooms	2386	7%
terraced 5_rooms	5426	15%
terraced 6_rooms	3656	10%
terraced 7_rooms	887	2%
terraced 8_or_more_rooms	372	1%
Purpose built flat 1_room	142	0%
Purpose built flat 2_rooms	337	1%
Purpose built flat 3_rooms	1555	4%
Purpose built flat 4_rooms	1540	4%
Purpose built flat 5_rooms	255	1%
converted flat 1_room	171	0%
converted flat 2_rooms	98	0%
converted flat 3_rooms	97	0%

Source: Census 2001 - does not include some stock types

Figure A5: Estimated number of derived general property types and sizes in 2001 (see Figure 4.1 in main report)

Derived type & size	estimated number at 2001
1 bed flat	2532
2 bed flat	1798
3 bed flat	333
4+ bed flat (may include institutional accommodation such as nurses homes	70
1 bed house	1593
2 bed house	4355
3 bed house	11101
4 bed house	12753
5 bed house	4968

Source: Census 2001

Figure A6: Estimated stock profiles of other South East Urban Areas

Character Area	1- BED_FLAT	1- BED_HOUSE	2- BED_FLAT	2- BED_HOUSE	3- BED_FLAT	3- BED_HOUSE	4- BED_HOUSE	5- BED_FLAT	5- BED_HOUSE
Brighton/Worthing/Littlehampton	15936	3331	14237	23680	3202	39999	45888	1492	21714
Reading/Wokingham	14206	3940	10573	13514	2217	27446	36327	934	15444
Portsmouth Urban Area	6530	1818	4758	10627	1246	24218	29207	360	7629
The Medway Towns	11171	1542	8700	5942	3840	18006	26036	1051	5102
Aldershot Urban Area	7040	1783	6161	7645	1410	18726	24956	544	11315
Milton Keynes Urban Area	10773	1301	8326	7498	2249	14523	15003	1337	6355
Crawley Urban Area	6038	2345	5380	5227	885	14702	19139	378	5376
Slough Urban Area	2208	1461	2218	4838	367	9265	13174	195	8170
Oxford	5621	1144	3932	3592	900	8790	11559	516	3432
Thanet	4070	854	3382	5996	719	9090	10042	436	3836
Basingstoke/Basing*	2171	1341	1722	3583	286	9388	10182	306	3378
Maidstone	2344	773	1969	3455	281	7281	9955	139	3201
Southampton Urban Area	1666	711	1296	2712	184	6702	8943	44	3812
Bognor Regis	3356	509	2293	3676	501	5673	5963	253	2228
Guildford	3199	612	1627	2160	370	3929	6995	179	2351
Maidenhead	963	392	1237	1519	430	3198	5868	135	6564
Totals (not all South East Urban areas)	119912	30107	96534	127282	23615	270195	347762	10089	139767 1165263

Source: Census 2001 N.B. *Using ONS urban area boundaries, not study area of Basingstoke and surrounding settlements (does not include Oakley)

Figure A7: Completions in other Hampshire local authorities 2001-2007 - numbers

LA	1-BED FLAT	2-BED FLAT	2-BED HOUSE	3-BED FLAT	3-BED HOUSE	4-BED FLAT	4-BED HOUSE	5-BED FLAT	5-BED HOUSE
Basingstoke & Deane	1260	2662	1500	100	2766		1648	2	282
East Hampshire	552	720	712	40	1362	6	1032		256
Eastleigh	1180	2798	566	82	1372		820		152
Fareham	750	1188	382	18	908		848		184
Gosport	884	2158	360	58	1494	2	1294		160
Hart	414	1478	756	4	1628		1192		578
Havant	706	746	360	16	666	2	228		40
New Forest (exc National Park)	900	1650	796	54	2024		1128		208
New Forest (Nat Park)	2	10			38		14		2
Portsmouth	2400	4114	376	194	790	2	178	8	114
Rushmoor	1636	1886	520	12	1414		558		44
Southampton	3364	7162	284	138	1052	64	310	70	58
Test Valley (exc National Park)	534	1002	506	8	1898	4	1246		324
Test Valley (National Park)							4		
Winchester	952	1582	1256	90	1708		954		194
Grand Total	15534	29156	8374	814	19120	80	11454	80	2596

Figure A8: Completions in other Hampshire local authorities 2001-2007 - percentages

Completions in other Hampshire local authorities 2001-2007 - percentages

overall sum additions to stock between 2001 and 2007									
LA	1-BED FLAT	2-BED FLAT	2-BED HOUSE	3-BED FLAT	3-BED HOUSE	4-BED FLAT	4-BED HOUSE	5-BED FLAT	5-BED HOUSE
Basingstoke & Deane	12%	25%	14%	1%	26%		16%	0%	3%
East Hampshire	11%	15%	15%	1%	28%	0%	21%		5%
Eastleigh	17%	40%	8%	1%	19%		12%		2%
Fareham	17%	27%	9%	0%	21%		19%		4%
Gosport	14%	33%	6%	1%	23%	0%	20%		2%
Hart	7%	24%	12%	0%	26%		19%		9%
Havant	25%	26%	13%	1%	23%	0%	8%		1%
New Forest (exc National Park)	13%	23%	11%	1%	29%		16%		3%
New Forest (Nat Park)	3%	13%			50%		18%		3%
Portsmouth	29%	50%	5%	2%	10%	0%	2%	0%	1%
Rushmoor	27%	31%	8%	0%	23%		9%		1%
Southampton	27%	57%	2%	1%	8%	1%	2%	1%	0%
Test Valley (exc National Park)	9%	18%	9%	0%	33%	0%	22%		6%
Test Valley (National Park)							100%		
Winchester	14%	23%	18%	1%	24%		14%		3%
Overall Total	17%	33%	9%	1%	21%	0%	13%	0%	3%

Figure A9: General property types by Character Area

Character Area	1-BED	1-BED	2-BED	2-BED	3-BED	3-BED	4-BED	4+-BED	5-BED	Totals
	FLAT	HOUSE	FLAT	HOUSE	FLAT	HOUSE	HOUSE	FLAT	HOUSE	
BlackDam	99	118	10	148	5	362	211	0	40	993
BrightonHill	349	269	294	628	9	1851	799	6	117	4322
Brookvale&KingsFurlong	132	24	181	149	23	659	847	9	109	2133
Buckskin	84	28	31	101	6	283	701	6	95	1335
Central	187	23	48	65	3	115	68	9	27	545
Chineham	134	245	84	552	3	633	649	0	667	2967
Cranbourne	101	16	100	66	19	323	502	3	249	1379
Eastrop	54	28	53	147	5	388	281	0	65	1021
HatchWarren & Beggarwood Lane	25	147	37	401	3	420	1053	0	925	3011
Kempshott & Fiveways	33	44	0	284	0	723	1165	0	617	2866
Lychpit&Binfield	55	24	41	121	0	205	410	0	393	1249
Oakley	60	94	37	170	12	416	855	3	548	2195
OldBasing	20	41	27	134	18	314	393	6	345	1298
Popley	271	84	91	123	51	1069	1485	30	150	3354
SouthHam	344	194	403	597	63	1491	1042	9	164	4307
SouthView & Oakridge	267	94	280	314	90	873	1223	16	181	3338
Winklebury & Rooksdown	317	120	81	355	23	976	1069	6	276	3223
Totals	2532	1593	1798	4355	333	11101	12753	103	4968	39536

Source: Census 2001

Figure A10: Generalised property types by Character Area estimates

Character Area	1-BED FLAT	2-BED FLAT	3-BED FLAT	1-BED HOUSE	2-BED HOUSE	3-BED HOUSE	4-BED HOUSE	5-BED FLAT	5-BED HOUSE	total	most common	%most common	type most common
BlackDam	99	10	5	118	148	362	211	0	40	993	362	36%	3-BED HOUSE
BrightonHill	349	294	9	269	628	1851	799	9	117	4325	1851	43%	3-BED HOUSE
Brookvale& KingsFurlong	132	181	23	24	149	659	847	40	109	2164	847	39%	4-BED HOUSE
Buckskin	84	31	6	28	101	283	701	12	95	1341	701	52%	4-BED HOUSE
Central	187	48	3	23	65	115	68	6	27	542	187	35%	1-BED FLAT
Chineham	134	84	3	245	552	633	649	6	667	2973	667	22%	5-BED HOUSE
Cranbourne	101	100	19	16	66	323	502	4	249	1380	502	36%	4-BED HOUSE
Eastrop	54	53	5	28	147	388	281	5	65	1026	388	38%	3-BED HOUSE
HatchWarren & Beggarwood Lane	25	37	3	147	401	420	1053	0	925	3011	1053	35%	4-BED HOUSE
Kempshott & Fiveways	33	0	0	44	284	723	1165	0	617	2866	1165	41%	4-BED HOUSE
Lychpit&Binfield	55	41	0	24	121	205	410	0	393	1249	410	33%	4-BED HOUSE
Oakley	60	37	12	94	170	416	855	4	548	2196	855	39%	4-BED HOUSE
OldBasing	20	27	18	41	134	314	393	9	345	1301	393	30%	4-BED HOUSE
Popley	271	91	51	84	123	1069	1485	117	150	3441	1485	43%	4-BED HOUSE
SouthHam	344	403	63	194	597	1491	1042	22	164	4320	1491	35%	3-BED HOUSE
SouthView & Oakridge	267	280	90	94	314	873	1223	89	181	3411	1223	36%	4-BED HOUSE
Winklebury & Rooksdown	317	81	23	120	355	976	1069	20	276	3237	1069	33%	4-BED HOUSE
Estimated total 2001	2532	1798	333	1593	4355	11101	12753	343	4968	39776			
Proportion within area	6%	5%	1%	4%	11%	28%	32%	1%	12%	100%			

Sources: Census 2001 Commissioned table C0956 and tables UV56 and UV57

Figure A11: Residential properties by number of habitable rooms by Character Area

2001 base character area	all_1_ room	Bedsits _all	all_2_ rooms	all_3 _rooms	all_4_ rooms	all_5_ rooms	all_6_ rooms	all_7_ rooms	all_8_ or_more_ rooms
Black Dam	3	3	19	211	177	391	241	85	95
Brighton Hill	23	23	109	494	937	1889	641	178	122
Brookvale & Kings Furlong	44	44	40	188	383	693	517	188	97
Buckskin	10	10	7	102	141	309	550	210	106
Central Area	76	76	82	142	80	84	29	21	20.5
Chineham	12	12	31	330	624	624	361	282	654
Cranbourne	6	6	6	35	133	262	259	179	248
Eastrop	3	3	7	41	204	327	152	75	60.5
Hatch Warren & Beggarwood Lane	0	0	22	138	406	395	379	599	859
Kempshott & Fiveways	0	0	10	67	280	712	681	468	608
Lychpit & Binfield	6	6	25	109	194	218	202	171	434
Oakley	9	9	3	112	195	499	453	431	542
Old Basing	6	6	24	77	290	429	317	223	547
Popley	9	9	29	387	261	1117	1286	290	164
South Ham	55	55	115	315	896	1392	727	223	150
SouthView & Oakridge	8	8	47	299	576	934	956	307	186
Winklebury & Rooksdown	141	141	117	205	463	1062	810	342	296
Totals	411	411	693	3252	6240	11337	8561	4272	5189

Sources: Census 2001 Commissioned table C0956 and tables UV56 and UV57

Figure A12: Simplified property types by Character area 2008

Character Area	1-BED FLAT	2-BED FLAT	3-BED FLAT	1-BED HOUSE	2-BED HOUSE	3-BED HOUSE	4-BED HOUSE	4+-BED FLAT	5-BED HOUSE
BlackDam	99	10	5	118	148	362	211	0	40
BrightonHill	349	294	9	269	628	1851	799	6	117
Brookvale&KingsFurlong	132	181	23	24	149	659	847	9	109
Buckskin	84	31	6	28	101	283	701	6	95
Central	187	48	3	23	65	115	68	9	27
Chineham	134	84	3	245	552	633	649	0	667
Cranbourne	101	100	19	16	66	323	502	4	249
Eastrop	54	53	5	28	147	388	281	0	65
HatchWarren & Beggarwood Lane	25	37	3	147	401	420	1053	0	925
Kempshott & Fiveways	33	0	0	44	284	723	1165	0	617
Lychpit&Binfield	55	41	0	24	121	205	410	0	393
Oakley	60	37	12	94	170	416	855	3	548
OldBasing	20	27	18	41	134	314	393	6	345
Popley	271	91	51	84	123	1069	1485	30	150
SouthHam	344	403	63	194	597	1491	1042	9	164
SouthView & Oakridge	267	280	90	94	314	873	1223	16	181
Winklebury & Rooksdown	317	81	23	120	355	976	1069	6	276

Sources: Census 2001 + Hampshire Planning database completions

Figure A13: Stock Profiles Compared: 2001 and 2008, Background Data

(Figure 3.5b main report)

	1-bed flat	1-bed house	2-bed flat	2-bed house	3-bed flat	3-bed house	4-bed house	5-bed flat	5-bed house
2001	2532	1593	1798	4355	333	11101	12753	343	4968
%	6.4%	4.0%	4.5%	10.9%	0.8%	27.9%	32.1%	0.9%	12.5%
2008	3241	1623	3288	4823	384	12061	13311	344	5036
%	7.3%	3.7%	7.5%	10.9%	0.9%	27.3%	30.2%	0.8%	11.4%
Change in number	709	30	1490	468	51	960	558	1	68
Change in % of total stock	0.9%	-0.3%	3.0%	0.0%	0.1%	-0.6%	-1.9%	-0.1%	-1.1%
% increase in that type & size	28%	2%	83%	11%	15%	9%	4%	0.0%	1%

Sources. Census 2001 and Hants CC completions database 2008

Figure A14: Most common accommodation types by Character Area estimates 2008

Character Area	1-BED_ FLAT	2-BED_ FLAT	3-BED_ FLAT	all flats	1-BED_ HOUSE	2-BED_ HOUSE	3-BED_ HOUSE	4-BED_ HOUSE	5-BED_ FLAT	5-BED_ HOUSE	all houses
BlackDam	99	10	5	114	124	148	361	212	0	40	885
BrightonHill	354	309	9	672	271	630	1850	794	9	120	3674
Brookvale&KingsFurlong	322	523	24	869	26	156	658	844	40	109	1833
Buckskin	108	41	6	155	29	107	287	696	12	97	1228
Central	370	591	53	1014	23	65	114	67	6	26	301
Chineham	156	255	3	414	250	653	823	791	6	711	3234
Cranbourne	110	157	19	286	16	66	331	505	5	249	1172
Eastrop	124	76	5	205	28	147	388	282	5	65	915
HatchWarren &Beggarwood Lane	64	189	3	256	147	552	954	1323	0	938	3914
Kempshott & Fiveways	57	0	0	57	52	313	758	1263	0	616	3002
Lychpit&Binfield	55	41	0	96	24	121	208	415	0	395	1163
Oakley	60	39	12	111	97	195	427	868	4	549	2140
OldBasing	20	40	18	78	41	141	337	400	9	345	1273
Popley	284	96	51	431	84	123	1062	1480	117	153	3019
SouthHam	373	421	63	857	194	628	1522	1042	22	163	3571
SouthView & Oakridge	352	402	90	844	96	394	981	1241	89	184	2985
Winklebury & Rooksdown	333	98	23	454	121	384	1000	1088	20	276	2889

Sources. Census 2001 and Hants CC completions database 2008

Figure A14: Most common accommodation types by Character Area estimates 2001-08

Character Area	1-BED FLAT	2-BED FLAT	3-BED FLAT	5-BED FLAT	1-BED HOUSE	2-BED HOUSE	3-BED HOUSE	4-BED HOUSE	5-BED HOUSE
BlackDam 2008	99	10	5	0	124	148	361	212	40
BlackDam 2001	99	10	5	0	118	148	362	211	40
Blackdam Change 2001-08	0	0	0	0	6	0	-1	1	0
Brighton Hill 2008	354	309	9	9	271	630	1850	794	120
Brighton Hill 2001	349	294	9	9	269	628	1851	799	117
Brighton Hill Change 2001-08	5	15	0	0	2	2	-1	-5	3
Brookvale & Kings Furlong 2008	322	523	24	40	26	156	658	844	109
Brookvale & Kings Furlong 2001	132	181	23	40	24	149	659	847	109
Brookvale & Kings Furlong Change 2001-2008	190	342	1	0	2	7	-1	-3	0
Buckskin 2008	108	41	6	12	29	107	287	696	97
Buckskin 2001	84	31	6	12	31	101	283	701	95
Buckskin Change 2001-08	24	10	0	0	-2	6	4	-5	2
Central 2008	370	591	53	6	23	65	114	67	26
Central 2001	187	48	3	6	23	65	115	68	27
Central Change 2001-08	183	543	50	0	0	0	-1	-1	-1
Chineham 2008	156	255	3	6	250	653	823	791	711
Chineham 2001	134	84	3	6	245	552	633	649	667
Chineham Change 2001-08	22	171	0	0	5	101	190	142	44
Cranbourne 2008	110	157	19	5	16	66	331	505	249
Cranbourne 2001	101	100	19	4	16	66	323	502	249
Cranbourne Change 2001-08	9	57	0	1	0	0	8	3	0

Eastrop 2008	124	76	5	5	28	147	388	282	65
Eastrop 2001	54	53	5	5	28	147	388	281	65
Eastrop Change 2001-08	70	23	0	0	0	0	0	1	0
Hatch Warren & Beggarwood Lane 2008	64	189	3	0	147	552	954	1323	938
Hatch Warren & Beggarwood Lane 2001	25	37	3	0	147	401	420	1053	925
Hatch Warren & Beggarwood Lane Change 2001-08	39	152	0	0	0	151	534	270	13
Kempshott & Fiveways 2008	57	0	0	0	52	313	758	1263	616
Kempshott & Fiveways 2001	33	0	0	0	44	284	723	1165	617
Kempshott & Fiveways Change 2001-08	24	0	0	0	8	29	35	98	-1
Lychpit & Binfield 2008	55	41	0	0	24	121	208	415	395
Lychpit & Binfield 2001	55	41	0	0	24	121	205	410	393
Lychpit & Binfield Change 2001-08	0	0	0	0	0	0	3	5	2
Oakley 2008	60	39	12	4	97	195	427	868	549
Oakley 2001	60	37	12	4	94	170	416	855	548
Oakley Change 2001-08	0	2	0	0	3	25	11	13	1
Old Basing 2008	20	40	18	9	41	141	337	400	345
Old Basing 2001	20	27	18	9	41	134	314	393	345
Old Basing Change 2001-08	0	13	0	0	0	8	23	7	0
Popley 2008	284	96	51	117	84	123	1062	1480	153
Popley 2001	271	91	51	117	84	123	1069	1485	150
Popley Change 2001-08	13	5	0	0	0	0	-7	-5	3
South Ham 2008	373	421	63	22	194	628	1522	1042	163
South Ham 2001	344	403	63	22	194	597	1491	1042	164
South Ham Change 2001-08	29	18	0	0	0	31	31	0	-1

South View / Oakridge 2008	352	402	90	89	96	394	981	1241	184
South View / Oakridge 2001	267	280	90	89	94	314	873	1223	181
South View/Oakridge Change 2001-08	85	122	0	0	2	80	208	18	3
Winklebury & Rooksdown 2008	333	98	23	20	121	384	1000	1088	276
Winklebury & Rooksdown 2001	317	81	23	20	120	355	976	1069	276
Winklebury & Rooksdown Change 2001-08	16	17	0	0	1	29	24	19	0

Sources. Census 2001 and Hants CC completions database 2008

Figure A15: Stock change by Character Area

Character Area	total	most common	%most common	type most common	2008 totals	increase 01-08	% increase
BlackDam	993	362	36%	3-BED HOUSE	999	6	1%
BrightonHill	4325	1851	43%	3-BED HOUSE	4346	21	0%
Brookvale&KingsFurlong	2164	847	39%	4-BED HOUSE	2702	538	25%
Buckskin	1341	701	52%	4-BED HOUSE	1383	42	3%
Central	542	187	35%	1-BED FLAT	1315	773	143%
Chineham	2973	667	22%	5-BED HOUSE	3648	675	23%
Cranbourne	1380	502	36%	4-BED HOUSE	1458	78	6%
Eastrop	1026	388	38%	3-BED HOUSE	1120	94	9%
HatchWarren & Beggarwood Lane	3011	1053	35%	4-BED HOUSE	4170	1159	38%
Kempshott & Fiveways	2866	1165	41%	4-BED HOUSE	3059	193	7%
Lychpit&Binfield	1249	410	33%	4-BED HOUSE	1259	10	1%
Oakley	2196	855	39%	4-BED HOUSE	2251	55	3%
OldBasing	1301	393	30%	4-BED HOUSE	1351	50	4%
Popley	3441	1485	43%	4-BED HOUSE	3450	9	0%
SouthHam	4320	1491	35%	3-BED HOUSE	4428	108	3%
SouthView & Oakridge	3411	1223	36%	4-BED HOUSE	3829	418	12%
Winklebury & Rooksdown	3237	1069	33%	4-BED HOUSE	3343	106	3%

Figure A16 Outcome of Planning Applications for Sub-divisions

Year	Total applications	granted	refused	Overall % refused	Refused by Committee	% refused by Committee	Refused by Officers	% refused by Officers
Undecided	8							
2001	1	1		0%		0%		0%
2002	4	4		0%		0%		0%
2003	11	8	3	27%		0%	3	27%
2004	19	15	4	21%	1	5%	3	16%
2005	29	26	3	10%		0%	3	10%
2006	29	27	2	7%		0%	2	7%
2007	68	26	42	62%	26	38%	16	24%
2008	27	7	20	74%	16	59%	4	15%
Total	196	113	74	38%	43	22%	31	16%

Source : BDDC Planning system

Figure A17: Projections to 2026 – alternative mix scenarios..

two thirds	1- BED_FLAT	1- BED_HOUSE	2- BED_FLAT	2- BED_HOUSE	3- BED_FLAT	3- BED_HOUSE	4- BED_HOUSE	5- BED_HOUSE
family housing	1191	0	851	3232	0	5443	5954	0
(91-98 pattern)	4432	1623	4139	8055	384	17504	19265	5036
80% flats	1- BED_FLAT	1- BED_HOUSE	2- BED_FLAT	2- BED_HOUSE	3- BED_FLAT	3- BED_HOUSE	4- BED_HOUSE	5- BED_HOUSE
945	5103		8505	1701		1701		0
totals	8344	1623	11793	6524	384	13762	13311	5036
recent pattern	1- BED_FLAT	1- BED_HOUSE	2- BED_FLAT	2- BED_HOUSE	3- BED_FLAT	3- BED_HOUSE	4- BED_HOUSE	5- BED_HOUSE
	5963	1793	9071	6694	554	15973	15522	5376

ANNEX 5 SUB DIVISIONS WITHIN THE STOCK

Current Policy

- 5.1 The Basingstoke and Deane Local Plan (adopted in 2006) has a policy which specifically relates to the sub-division of dwellings and can be described as being broadly permissive, providing certain standards are met and neighbour amenity is not adversely affected.

Adopted Local Plan - Policy D4

The sub-division of residential dwellings will be permitted provided that there is no adverse impact on the character of the area and the amenities of the occupiers of adjoining properties.

Except where development proposals can be shown to result in an overall planning benefit, permission will not be granted for development, redevelopment or change of use which would result in an overall depletion of the existing dwelling stock.

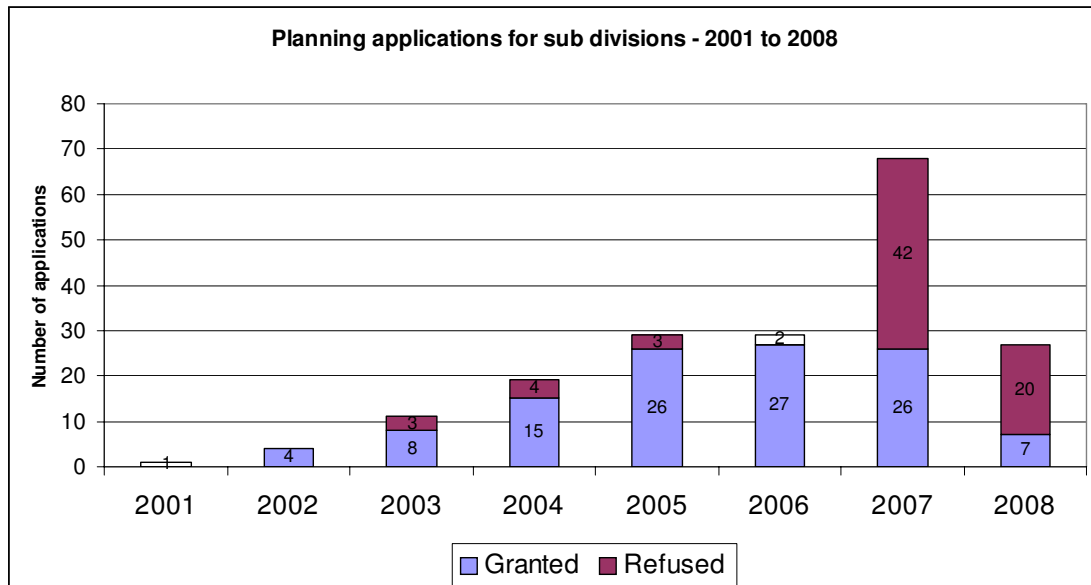
(Basingstoke and Deane Adopted Local Plan, 1996 to 2011)

- 5.2 Government guidance does not specifically consider issues about sub-divisions and neither does the emerging regional spatial strategy (the draft South East Plan) provide any policy context on the issue.

The issue for Basingstoke

- 5.3 In recent years, there has been a growth in the number of planning applications for the sub division of larger 'family' housing into two or more flats. This trend has likely been stimulated by wider market trends that have seen flats as an increasingly popular form of development – at least up until the recent credit crunch and market difficulties.
- 5.4 The following table demonstrates that the number of planning applications for the sub division of dwellings has definitely increased during the first part of the 2000s and also that, over time, the council has been increasing the number of such applications it has refused.

Figure A5.1: Planning Applications for Sub Divisions – Granted and Refused, 2001 to 2008



Source: Basingstoke and Deane Borough Council, Planning Department

- 5.5 There was a total of 188 applications dealt with by the council between 2001 and 2008. It is apparent that there was a significant increase in the number of applications at least up to 2007. The figure for 2008 is an underestimate of the true position – as the data was only available until October (so, perhaps the true figure for the year will be nearer 30 or 35 applications rather than the 27 shown in the chart). But even so, there has been a sharp fall in developer interest in sub divisions – which has to reflect the wider market down-turn.
- 5.6 The chart also highlights the increasing number of refusals of permission by the council such that in 2007 and 2008⁵, there were significantly more refusals than successful applications. The increase in refusals has largely been the result of decisions taken by councillors rather than officers. Between 2001 and 2006, there were 12 applications refused permission and 11 of these were decisions delegated to officers to make. However, in 2007-2008, of the 62 applications refused, 42 were made by the Development Control Committee and 20 by officers under their delegated authority. It is apparent that councillors have become increasingly concerned about the growth in applications for sub divisions and have been refusing permission on a regular basis.

⁵ The 2008 figure only includes applications which have been determined at the time the data was prepared.

- 5.7 We have looked at the reasons for refusal of permission to explore the thinking behind the way applications have been dealt with recently. The council provided a sample of recent applications which were refused (and where the decision was taken in 2008⁶); 21 through officer delegated authority, 24 by the Planning Committee.⁷
- 5.8 The reasons for refusal have been categorised into some very broad groups and which are summarised in the following table – distinguishing between the applications which were refused by the Development Control Committee and those refused under officers' delegated authority. There could be more than one reason for refusal and so the number of reasons shown in the table adds to more than the number of refusals.

Figure A5.2: Reasons for Refusal by Broad Category – Officers Delegated Authority and Planning Committee

	Officer-delegated authority	Development Control Committee
Reason for refusal		
Parking related	13	5
Neighbour amenity (e.g. noise or visual intrusion)	7	4
(Inadequate and/or intrusive) cycle and/or refuse bin storage	5	5
Inadequate floorspace (under Policy H8 from previous Local Plan)	5	0
Impact on design/appearance of the dwelling and/or generally in the area	4	6
'Out of character with the existing community identity and established pattern due to intensification.'	0	21

- 5.9 Reflecting Policy D4 of the Local Plan, both officers and the Planning Committee have had sufficient concern about scheme-specific aspects of some applications that they have decided to refuse them. These reasons – the first five rows in the above table – could be loosely described as the application of 'typical' development control policies in established residential

⁶ Although the application may have been submitted in a previous year.

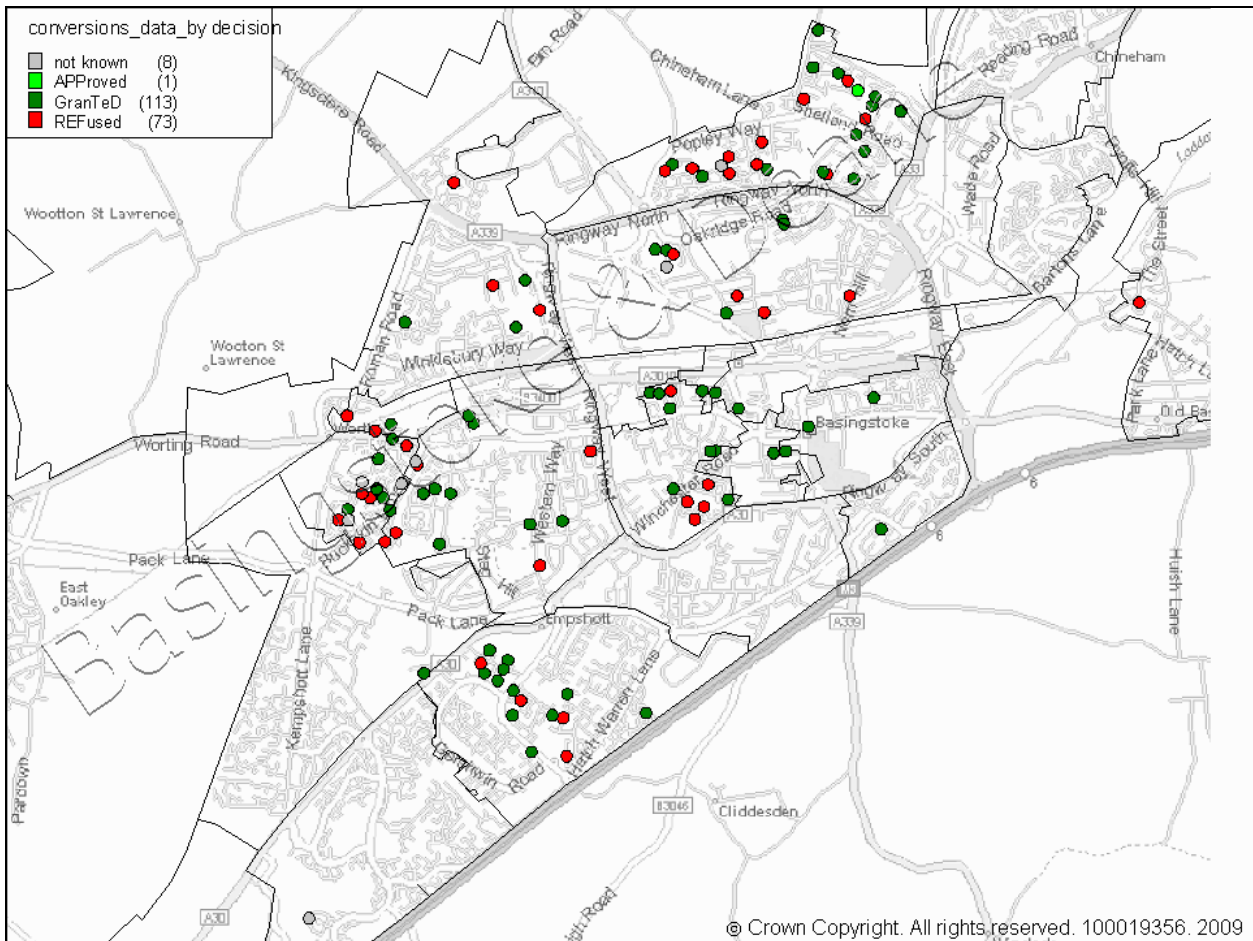
⁷ Some applications refused by the council may subsequently be granted permission on appeal.

areas. However, the Development Control Committee has been taking a view that sub divisions are at odds with the local character of the areas in which they occur and that this is sufficient reason for their refusal.

Characteristics of the sub divisions

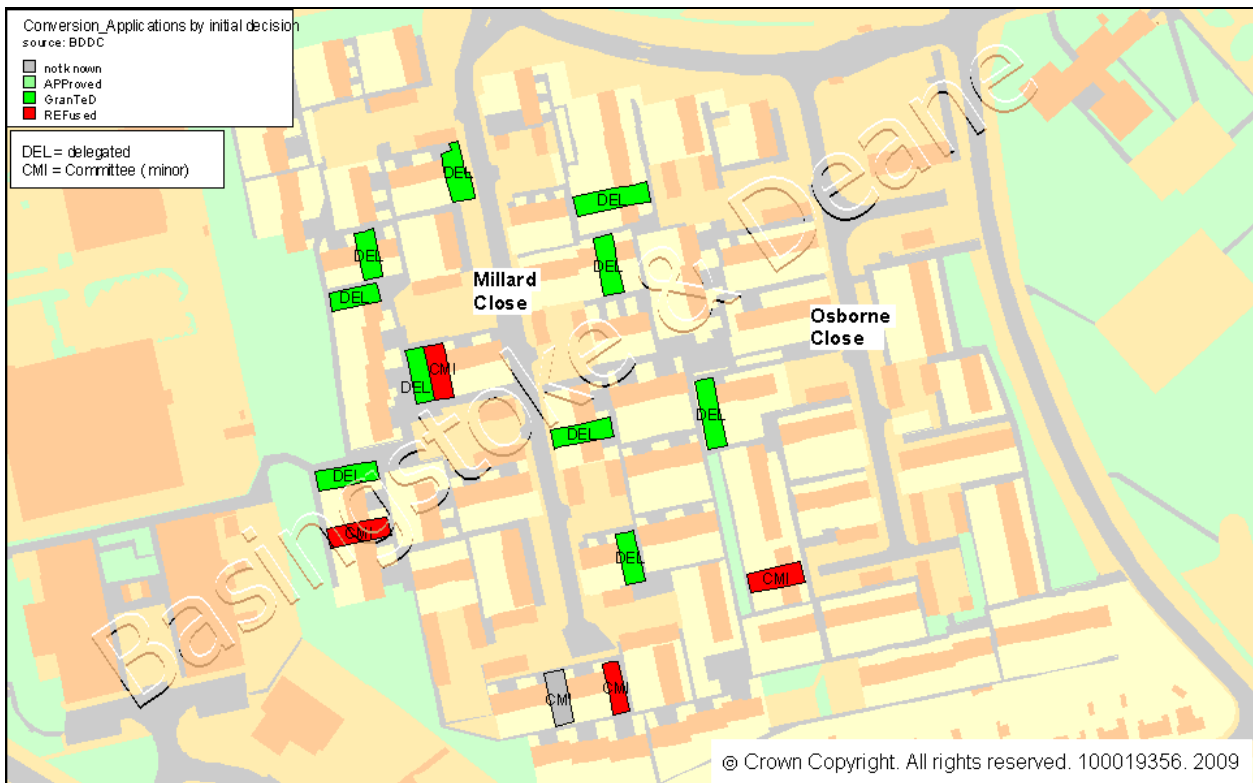
- 5.10 Most sub-divisions have been of 3 and 4 bed houses which have been altered to provide either two 1 bed flats or a 1 bed and a 2 bed flat.
- 5.11 Applications for the sub-division of dwellings to more than one smaller-unit have been submitted from across Basingstoke, with permissions granted and refused also spreads around the town - as the following map illustrates.

Figure A5.3: Outcome of Planning Applications for Sub- divisions by Location - January 2001 to October 2008



5.12 The map, though, does indicate a small number of areas where there seems to be a greater concentration of applications for the sub division of dwellings. We have looked at the areas of apparent concentration in more detail and found the maximum level of applications being 12 in a street of 124 addresses (i.e. about 10% of the total addresses). The next map illustrates this case – of Millard Close. Here, the Development Control Committee has refused 3 planning applications.

Figure A5.4: Outcome of Planning Applications for Sub- divisions – Millard Close January 2001 to October 2008



- 5.13 It is very much a matter of judgement whether the level of activity in terms of sub-divisions found in the Millard Close example (as the greatest area of concentration of this kind of application) is sufficient to be a cause for concern. In this area (and others) the Development Control Committee has been coming to this conclusion and expressed their concerns about the perceived changes to the character of an area which they consider follow high levels of sub-divisions will make for. We would characterise these concerns in terms of a perception that some kind of 'tipping point' has been reached; although there is no evidence available to us of, for instance, growing levels of complaint about noise or other nuisance from the areas where sub-divisions have been most prevalent.
- 5.14 Evidence from elsewhere which deals with area change (through sub-divisions or otherwise) is not easily obtained. A literature search found '*Threshold Effects and Neighborhood Change*⁸', an academic paper by two US housing economists. It sets out to exhaustively find, examine and review previous research on circumstances where cumulative quantitative changes in a 'neighbourhood' can eventually result in more abrupt change in attributes of that neighbourhood, - that is a 'tipping point' or 'threshold effect'.
- 5.15 It considers various theoretical explanations of how this might occur, and also reviews and lists quantitative estimates in the research of where actual thresholds appear to have occurred in reality, mainly in research in U.S cities. It is a highly cautious, qualified and circumspect academic paper, and carefully avoids providing any simplistic headline or summary figures.
- 5.16 The research is concerned with generally more consequential issues and variables, including racial change, income succession, incidence of welfare use, teen childbearing, educational attainment, earnings and income, crime, health, social relationships and housing investments. It does not therefore cover lower impact effects such as anti social behaviour, parking problems, noise or litter. All studies are carefully qualified in terms of their methodology, the mathematical techniques used to derive thresholds, and the difficulties of transferring any findings to other neighbourhoods.
- 5.17 While there is a wide range of thresholds listed for different attributes, a closer reading of the paper with a less academically guarded perspective could indicate some degree of possible agreement between some of the research findings. A sizeable number of the thresholds appear to range from some 20% to 33%, while for some more far reaching effects in some circumstances they can go as low as 10% or less.
- 5.18 The paper is clearly tenuous in terms of its applicability and usefulness as evidence, but given the complexity and inevitable imprecision of the subject matter it may be the best available.

⁸ *Threshold Effects and Neighborhood Change*, Quercia, R.G and Galster, G.C, *Journal of Planning Education and Research*, Vol. 20, No. 2, 146-162 (2000)

Outcome from recent appeal decisions

Views of Planning Inspectorate

- 5.19 A number of the applications which were refused permission were taken to appeal. In this section of the report we consider the conclusions reached by planning inspectors who heard the appeals. We analysed 22 appeal decisions (including 3 Houses in Multiple Occupation), where the inspectors published their decisions between May and November 2008. 20 of the appeals were allowed.
- 5.20 The sub-divisions applied for were typically one semi detached or terrace house to be converted into 2 flats (mostly as 1 bed flats but some with a mix of 1 and 2 bed flats).
- 5.21 Annex 5 provides the full review of the inspectors' decisions – noting that this analysis is necessarily our interpretation of the inspectors' views. In summary, the issues which inspectors took into account are identified below (the numbers shown are the number of times they were referred to by the inspectors).
- Effect on character, appearance, physical change – 16
 - Parking – 12
 - Pedestrian/highway safety – 5
 - Amenity nearby residents (noise/visual intrusion) – 8
 - Loss of family house – 3
 - Cycle/bin storage – 12
 - Effect on local community identity and established pattern of development – 6
 - Effect on character, appearance, physical change – 16
- 5.22 When inspectors refer specifically to a development policy they describe it as being permissive of sub-divisions (see adopted Local Plan policy D4).
- 5.23 In summarising the sample of recent appeal decisions, our view is that inspectors have :
- Identified a 'list' of practical planning 'tests' which, if the proposed development can meet them, will be allowed. The list includes impact on the external appearance of the dwelling, adequacy of storage facilities for refuse bins and cycles and that any privacy issues between neighbours (both sound and visual privacy) can be dealt with. In the two cases where the inspector has upheld the Council's refusal of permission, they have not been convinced that these 'tests' have been met;
 - Not been persuaded that the sub-division of dwellings would make a real difference to any parking issues identified locally– for example, "(I do not consider) *parking situation is so critical*"

- Not considered that the cumulative impact of sub-divisions has reached a 'tipping point', even in the localities where sub-divisions have been most heavily concentrated e.g. 8% of 124 properties have been converted in Millard Close but this is considered 'not significant' (indeed, there have been comments that adding some variety into the local housing mix can be seen as a positive benefit);
- 5.24 The inspectors have not been sympathetic to the concerns expressed by members of the Development Control Committee about perceived loss of 'local community identity'. Inspectors do not consider that the noise and activity associated with occupation of 2 (relatively small) flats would be any more than that of the family house which the flats would replace (which could, in theory, actually have more people living there).
- 5.25 Similarly the inspectors have not accepted that occupants of flats would necessarily be more transient than those of family housing. When these conclusions are added to the point made above about the level of concentration of sub-divisions referred to above, inspectors appear to have come to quite different conclusions from elected members. For example:

"...the Council identified the neighbourhood as being of family housing. This...is more a physical description than one of community identity."

"...I am unable to conclude that further conversions would have a significant detrimental impact in terms of vitality, social cohesion or infrastructure of the locality."

Policy responses from elsewhere

- 5.26 We reviewed policies from other local authorities which are intended to resist the loss of family dwellings (through sub-divisions or otherwise). Our search for experience from elsewhere was based on our general knowledge and a web search and so we would not claim that we have necessarily identified all examples of this type of policy approach. However, even with this caveat, we are aware that the number of such policies we could identify was relatively small.
- 5.27 The main examples we identified were, in summary:
- Oxford City (SPD)– which identifies specific '*neighbourhood areas*' where the Council does not want any net loss of family dwellings (reflecting overall concerns about lack of family housing in these neighbourhoods);
 - Slough – (Core strategy policy 2008) – "*There will be no net loss of family accommodation as a result of flat conversions, changes of use or redevelopment.*" (again the policy reflects a concern about lack of family housing to meet current needs)
 - London Borough Waltham Forest – Draft Interim Policy, June 2008 (and, we understand, not yet tested by an inspector),
 - No conversions allowed within 200 metres of each other;

- Conversions which area allowed to include a ground floor family unit (at least 2 bedrooms) to replace the loss of family housing;
 - London Borough Newham Supplementary Planning Guidance, 2001 - Maximum of 25% converted dwellings per street and identified streets not eligible for additional conversions. Unclear how the policy has fared when tested at appeal.
- 5.28 We also identified the situation where a local authority (again a London borough) had attempted to include a policy in its plans (this time a UDP) to resist sub-division of family dwellings but had not convinced the planning inspector that the basis for the policy was sound – as the following extract from the inspector’s report described:

Inspector’s report, Harrow UDP (2004) commenting on draft policy H10, which sought to restrict conversions of houses to flats to 25% in an area

“I acknowledge that there may be circumstances where the character of an area would be prejudiced by loss of conventional houses, so occupied, with gardens, and where a judgement can properly be made that the existing character should be preserved. I observe that the one does not necessarily follow from the other. The UDP is as much about managing change as preventing it.

I consider that the 25% limit is therefore arbitrary and unjustified and should be omitted, as a criterion in itself. The remaining Policy criteria are quite adequate to enable a sound assessment to be made of any relevant proposal, and of cumulative impact.”

Review of recent appeal decisions relating to sub divisions

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
586 Abbey Road	02/09/08	Conversion of dwelling to 2 one bed flats	<p>Main issue = effect on character and visual amenities of the area and whether parking provision is sufficient.</p> <p>Reviews the setting and layout of the dwelling and finds there is no material harm to the character</p> <p>Does not accept that there is no parking capacity at busy times.</p>	Allowed
37 Cairngorm Close	09/09/08	Conversion of dwelling to 2 one bed flats	<p>Main issues = likely impact on character of the area and amenities of nearby residents.</p> <p>Inspector did not accept that conversion would have an impact on the character of the area arising from the possible increase in activity – Inspector noted that the conversion would actually reduce the number of bedrooms from 3 to 2 and that increase in occupancy estimated at 0.6 persons.</p> <p>Inspector concluded that adequate on-site bin storage can be provided to accord with new SPD.</p>	Allowed

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
85 Cleveland Close	25/07/08	Conversion of dwelling to 2 one bed maisonettes	<p>Main issue = effect of the proposal on local community identity and established pattern of development.</p> <p>Proposal does not entail any change to the external appearance of the (3 storey terraced) house. Inspector does not accept that the proposal would intensify the level of occupation or use of the property (and comments that may have less impact than, "<i>demands typically associated with family occupation</i>". Does not accept that impact of similar conversions has had a negative affect on community identity. Inspector indicates that conversions of this type can contribute "<i>....in a modest way.....</i>" to formation of mixed and inclusive communities.</p>	Allowed Application for costs refused
141 Culver Road	23/07/08	Conversion of dwelling to 2 one bed flats	<p>Main issues = effect of the proposed development on local community identity and pattern of development.</p> <p>External appearance of dwelling would not be changed.</p> <p>Inspector considers the council has not been able to define community identity, "<i>.....the Council identified the neighbourhood as being of family housing. This, to my mind, is more a physical description than one of community identity.</i>"</p> <p>Inspector has not seen any evidence to show that occupiers of flats were any more transient than occupiers of 3 bed dwellings.</p> <p>On the point about cumulative impact, the Inspector states, "<i>..I am unable to conclude that further conversions would have a significant detrimental impact in terms of vitality, social cohesion or infrastructure of the locality.</i>"</p>	Allowed. Costs awarded against council

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
40 Falkland Road	10/6/08	Conversion of dwelling to 2 one bed flats	<p>Main issues = impact on I) character of area, ii) characteristics of the local community, iii) living conditions of neighbours. Cumulative impact is an important consideration.</p> <p>Concluded that there was no significant harm to the area's character – noted that bin storage can be adequately provided and would be no worse than for some existing houses in the area. Noted that converted properties are spread throughout the estate with no significant clustering. Concludes that this proposal, either independently or cumulatively, "...would not pose a significant threat to the community identity..."</p> <p>Issue of impact of parking also raised by the Council – again, inspector concluded that the proposal would not have a significant impact.</p>	Allowed Application for costs refused
57 Malta Close	04/09/08	Conversion of dwelling into 2 one bed flats	<p>Main issue = issues relating to site specific intensification - "<i>The estate displays an unmistakable sense of community pride.</i>" But the proposal will not adversely affect this situation.</p> <p>Does not accept that there would be any significant change to the established patterns of living in the locality. Car parking arrangements seen as adequate.</p> <p>Having living areas at first floor level not seen as significant (can be dealt with through use of sound insulation).</p>	Allowed

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
15 Melrose Walk	04/09/08	Conversion of dwelling into 1 one bed and 1 two bed flats	<p>Main issues = effect on character and appearance of the area and highway safety.</p> <p>Sub division would require refuse and cycle storage facilities in the rear garden – which form part of a continuous open grassed area. Inspector found this <i>‘unduly prominent and visually intrusive’</i>.....and, <i>‘would be harmful to the character and appearance of the area.’</i> Appeal refused on these grounds.</p> <p>Inspector did not agree that additional parking requirement could not be accommodated locally (on site or in nearby street parking or parking courts).</p>	Refusal
106 Melrose Walk	24/07/08	Conversion of dwelling into one bedroom flat and 1 two bedroom apartment	<p>Main issues = effect on local community identity and established pattern of development and effect on pedestrian and highway safety.</p> <p>Limited external alterations (including parking arrangements) so no detrimental visual impact.</p> <p>Inspector concluded that difficult to predict whether converted property would be more or less intensively used than as a family unit. <i>“There is also little evidence to suggest that the stock of ‘family housing’ has been seriously undermined by other similar proposals.”</i></p> <p>Adequate provision made for off street parking but Inspector also comments that proposal unlikely to compound any difficulties with street parking to any more significant degree than if property remained as a family unit. Parking arrangements unlikely to be harmful to pedestrian safety.</p>	Allowed Application for costs refused

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
10 Mendip Close	27/08/08	Conversion of a dwelling to 1 one bed and 1 two bed flats	Main issue = site specific intensification and physical changes. Limited external alterations required. Does not accept that conversion would result in, <i>".....any significant change to the established pattern of living in the locality..."</i>	Allowed
54 Millard Close	19/05/08	Conversion of one dwelling to form 2 one bedroom flats	As above – inspector dealt with two appeals in one decision letter	Allowed Application for costs refused
78 Millard Close	19/05/08	Conversion of one dwelling to form 2 one bedroom flats	Main issue = affect of development on the character of the locality (taking into account cumulative impact) Evidence on potential intensification of use is 'inconclusive'. Parking congestion is not a serious or frequent issue. Total number of houses converted to flats in the area is not significant (quoted 8% of 124 properties in Millard Close – including appeal dwellings) No issue in storage of refuse/recycling bins or cycles. Likely type of occupant of flats (argued by local residents to be more transient than occupiers of houses) not a planning issue. Current development plan policy permissive of conversions	Allowed Application for costs refused

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
74 Ochill Close	02/09/08	Conversion of dwelling into 2 one bed flats	<p>Main issue = effect on the character and appearance of the area.</p> <p>Notes that Local Plan Policy D4 is permissive of sub division of dwellings.</p> <p>Changes to external appearance of dwelling would not, “... result in any materially detrimental visual impact.”</p> <p>Does not accept that absence of private amenity space for one bedroom flat is unreasonable.</p> <p>Does not accept that conversion from one house to two flats would not necessarily result in any intensification of use.</p> <p>Noted that, with respect to parking, “....there is no particular difficulty in parking at present.”</p>	Allowed
78 Schubert Road	18/07/08	Conversion of a dwelling to 2 flats	<p>Main issue = does the proposal accord with planning policies</p> <p>Refers to Local Plan policies D4 and E1. Current policy is generally permissive towards loss of family dwellings to flats through conversions. Neither or their own or cumulatively do the proposals result in unacceptable intensification of use or “...unacceptably unbalance the community...”.</p> <p>Parking is satisfactory and proposal would not result in inappropriate levels of traffic generation.</p> <p>Bin storage can be accommodated satisfactorily.</p>	Allowed Partial costs award made

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
30 Selby Walk	09/09/08	Conversion (3 storey house) to 1 one bed flat and 1 two bed maisonette	<p>Main issues = effect on the character of the surrounding area, effect on the amenities of neighbours and highways implications.</p> <p>Inspector considered that sub division would lead (through imposition of a planning condition) to the adequate provision for bin stores and that this would be an improvement over the current situation.</p> <p>Proposed parking arrangements would not have unacceptable impact on the surrounding area. But parking for one of the flats would have to be on – Inspector concludes that, <i>“.....availability of communal parking is limited.....However...I do not consider the parking situation is so critical that additional parking generated by the appeal proposals would jeopardise highway safety...”</i></p>	Allowed
80 Sibelius Close	18/07/08	Conversion of a dwelling to 2 flats	As above – inspector dealt with two appeals in one decision letter	<p>Allowed</p> <p>Partial costs award made</p>
175 Western Way	04/09/08	Conversion of dwelling into 2 one bed flats	<p>Main issue = effect on adjoining occupiers' living conditions (noise and disturbance) and highway safety.</p> <p>Inspector satisfied that sub division can be achieved with appropriate sound insulation.</p> <p>Considered that nearby courts and lay-bys had capacity for any additional parking arising from the sub division.</p> <p>Not found any highway safety issues.</p>	Allowed

Address	Date of appeal decision	Description of development	Issues highlighted by Inspector	Decision
18 Wilmott Way	10/09/08	Conversion of dwelling into 1 one bed flat and 1 two bed flat	<p>Main issues = likely impact on character of the area and amenities of nearby residents.</p> <p>The property occupies a corner plot and had already been extended at ground floor level. Conversion would lead to no external alterations.</p> <p>Occupation as two flats unlikely to affect character of area by reason of noise or other impacts. Sound insulation between converted flats and adjoining dwelling to deal with any issues of sound nuisance between properties.</p> <p>Can deal adequately with bin and cycle storage.</p> <p>Inspector satisfied that there is adequate on street parking available.</p>	Allowed
74 Winchester Road	09/09/08	Conversion of dwelling to 2 one bed flats	<p>Main issues = effect on character of surrounding area, effect on residential amenity of neighbours and highway implications.</p> <p>Property in a conservation area – Inspector concludes that works associated with conversion would preserve character – provision of bin and cycle storage would rationalise and improve appearance of rear garden.</p> <p>No unacceptable impact on neighbour amenities – e.g. sound insulation will be required between new flats and adjoining dwelling and this will be an improvement over current situation despite there being living accommodation at first floor level.</p> <p>Theoretical amount of additional parking required (0.25 spaces) not sufficient reason to justify refusal. In any case, site is in very sustainable location (on bus route).</p>	Allowed

Late additions to the schedule – November 2006 – Not included in analysis shown in main report

Address	Date of Appeal Decision	Description of Development	Issues highlighted by Inspector	Decision
69 Bennet Close, Oakridge	04/11/08	Change of use to house in multiple occupation	<p>Main issues = effect on character and appearance of area, highway safety through parking provision, availability of family dwelling houses. Concern also expressed about noise and anti-social behaviour and bin storage.</p> <p>Noise and anti-social behaviour not a material consideration.</p> <p>Bin storage guidance requires a total of ten bins, but occupants likely to share bins and total number required would be less than ten, which could be accommodated in the rear garden without difficulty, and would not adversely affect the garden or create offensive smells.</p> <p>Confirmed that site there is a significant amount of parking available in the vicinity and that there is no doubt that the extra parking spaces required would not conflict with policy.</p> <p>Change of use may meet a need for smaller, cheaper accommodation and no evidence around the loss of family housing.</p>	Allowed
21 Gregory Close, Oakridge	04/11/08	Change of use to house in multiple occupation	<p>Main issues = effect on character and appearance of area, highway safety through parking provision, availability of family dwelling houses. Concern also expressed about noise and anti-social behaviour and bin storage.</p> <p>Noise and anti-social behaviour not a material consideration.</p> <p>Bin storage guidance requires a total of eight bins, but occupants likely to share bins and total number required would be less than eight, which could be accommodated in the front garden with ease.</p> <p>Confirmed that site there is a significant amount of parking available in the vicinity and that there is no doubt that the extra parking spaces required would not conflict with policy.</p> <p>No evidence around the loss of family housing</p>	Allowed

Address	Date of Appeal Decision	Description of Development	Issues highlighted by Inspector	Decision
14 Freemantle Close, Oakridge	04/11/08	Change of use to house in multiple occupation	<p>Main issues = effect on character and appearance of area, highway safety through parking provision, availability of family dwelling houses. Concern also expressed about noise and anti-social behaviour and bin storage.</p> <p>Noise and anti-social behaviour not a material consideration.</p> <p>Bin storage guidance requires a total of eight bins, but occupants likely to share bins and total number required would be less than eight, which could be accommodated in the front garden with ease</p> <p>Confirmed that site there is a significant amount of parking available in the vicinity and that there is no doubt that the extra parking spaces required would not conflict with policy.</p> <p>No evidence around the loss of family housing</p>	Allowed
48 Pentland Close, Basingstoke	12/11/08	Conversion of existing 3 bedroom dwelling to form 2 no 1 bedroom flats	<p>Main issue = effect of the proposed external alterations on the character and appearance of the area (front porch, minor change to window, changes to rear fence and creation of parking in rear garden).</p> <p>Removal of the fence and creation of parking would harm appearance of the property and terrace, and would harm the private character of the garden and other gardens in the terrace. No other fences have been removed which would be harmful in this location, given the already negative effect that the large areas of open parking have on the appearance. Therefore contrary to D4 in terms of character. Noted by the Inspector that consent is not needed to remove the fence. Provision of one additional parking space (needed for 2 dwellings) would not outweigh the harm to the character and appearance of the area.</p>	Dismiss