

Spelthorne Borough Council

Provision of Smaller Dwellings

**Background document assessing the progress
in implementing Policy HO4 and if any actions are
required to further secure its implementation**

April 2012



Contents

1 Introduction 1

2 Policy HO4 1

3 Existing housing stock and effect of new development..... 1

4 Size of dwellings required in the future..... 4

5 Current policy on Small Dwellings 13

6 Does Policy HO4 need amending or amplifying?..... 18

1 Introduction

- 1.1 The purpose of this background document is to provide information about the composition of:
- the existing housing stock in terms of bedroom numbers,
 - future needs for housing of different sizes,
 - what size of dwellings should be built in the future.
- 1.2 It provides important evidence against which the success of Policy HO4 in the Council's Core Strategy and Policies DPD and the need for any supplementary guidance can be assessed.

2 Policy HO4

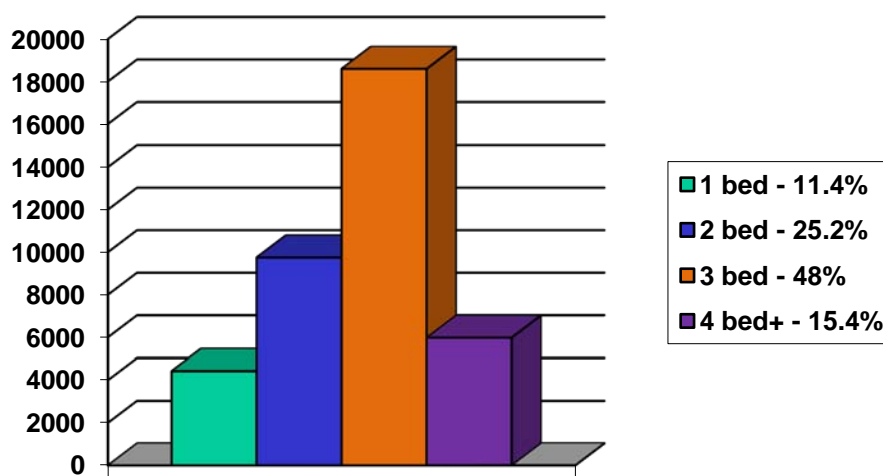
- 2.1 The purpose of Policy HO4 is to try and ensure that the type of new housing built results in the stock of housing in the Borough best matching current and future needs. The policy is based on evidence gathered in the period up to 2006 which demonstrated an overall need for more smaller dwellings, including the need for some 400 extra care dwellings. The Policy therefore requires that in schemes of 4 or more dwellings 80% of new dwellings are 1 or 2 bedroom. Of the balance the greatest need is for 3 bedroom dwellings. The supporting text to the policy, however, recognises that in the case of affordable housing there exists a need for larger dwellings.

3 Existing housing stock and effect of new development

a. Existing stock

- 3.1 The Borough has an existing housing stock of some 40,750 dwellings¹. Figure 1 provides a breakdown of these by bedroom numbers. This shows that nearly 50% of properties have 3 bedrooms and nearly 89% have 2 bedrooms or more².

Figure 1 Size of housing stock by bedrooms



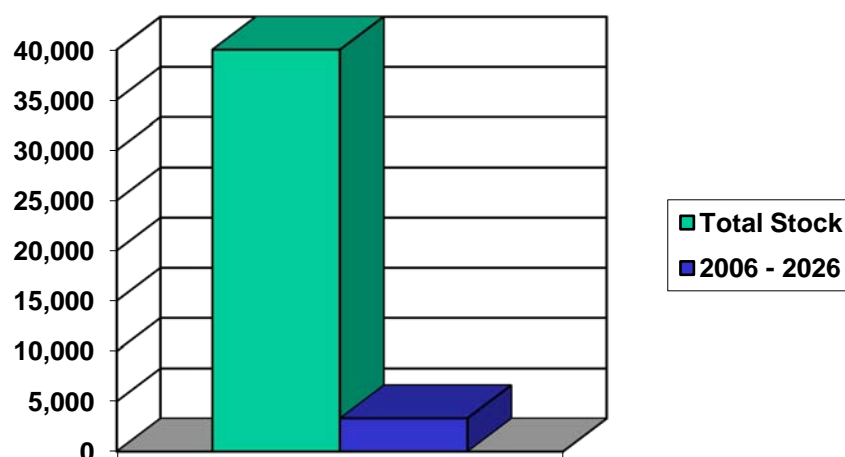
¹ Annual Monitoring Report 2011, Table A3 (page 79)

² Housing Needs Survey 2006, Table 4-4 (page 33)

b. New development

- 3.2 During the period from 2006-2026 the Council plans to build an additional 3320 dwellings³. Figure 2 illustrates that this amounts to just over an 8% increase in the housing stock in 20 years. This relatively small increase in the total housing stock provides only a limited opportunity to change the overall composition in terms of property size.

Figure 2 Existing housing stock and provision to 2026



c. Housing choice

- 3.3 On the basis of past trends of residential sales, on average existing properties have changed ownership every 12 years or so. In normal market conditions this could be expected to bring forward some 3,300 dwellings per annum. This compares to new build properties which are likely to only come forward at an average of some 166 per annum over the next 20 years. On average this represents some 5% of properties available at any one time.
- 3.4 Throughout the plan period the greatest opportunities for purchasing a property will therefore lie in the second hand market.

d. Impact of extensions on the composition of the housing stock

- 3.5 Research⁴ of building completions in Spelthorne over the last three years (2008-2010) has shown that an average of 74 properties is extended each year to provide at least 1 additional bedroom⁵. If this average were to continue some 1110 properties could be extended over the 15 years of the remaining period of the Core Strategy and Policies DPD (2011-2026) (and 1480 from 2006-2026).

³ This is the housing requirement in Policy HO1 of the Council's Core Strategy and Policies DPD.

⁴ Internal research by the Planning Department

⁵ The definition of 'permitted development' changed in 2008 so no direct comparison with earlier years can be made. It is uncertain at this stage whether current levels of extension activity are lower because of the recession or are being sustained because people are finding it hard to move.

- 3.6 Figure 3 shows the gains and losses of dwellings by bedroom numbers arising annually as a result of extensions. Table 1 shows how the housing stock as a whole could change in the period up to 2026 if the current level of extension activity was maintained⁶. Overall these show a small net loss of 2 and 3 bedroom dwellings and a growth of dwellings of 4 bed and larger.

Figure 3 Average annual change to dwellings by extensions adding 1 or more bedrooms to a property

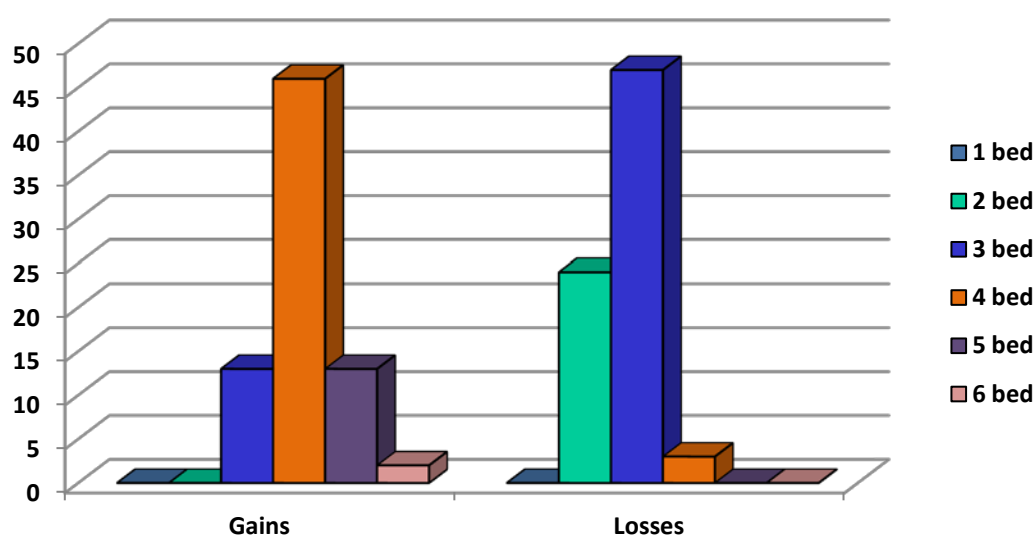


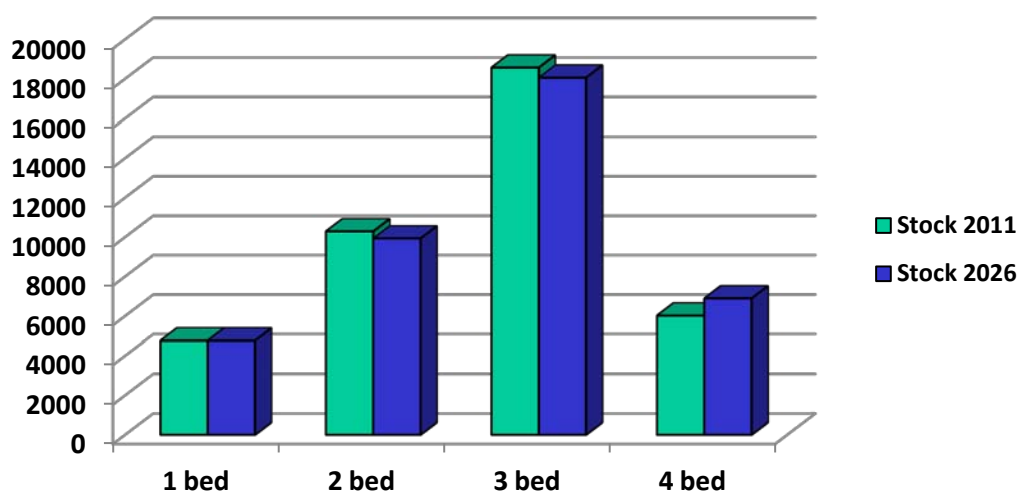
Table 1 Projected impact of extensions on the size of the existing housing stock

	1	2	3	4+
Housing stock 2011	4,765	10,297	18,573	6,025
Projected Housing stock 2026	4,765	9,937	18,063	6,895
Percentage change	0	-3.5%	-2.75%	+14.4%

- 3.7 Figure 4 shows what the composition of the existing stock of housing would be if trends for building extensions over the last 3 years were applied to the whole of the 20 year plan period (2006-2026) and where on this basis 1160 properties could be extended by 1 or more bedrooms.

⁶ Note: whilst precise figures are used in Table 1 the outcome is likely to lie in a range somewhere either side of these figures.

Figure 4 Projected impact of extensions on the size of the existing housing stock in the period 2011 to 2026



- 3.8 Whilst in absolute terms more 3 bedroom properties are lost than 2 bedroom, the size of the existing stock of 3 bedroom properties is much larger and so the percentage change is smaller.
- 3.9 The composition of the existing housing stock and the way this may alter as a result of extensions provides a baseline against which the composition of new build properties needs to be assessed.

e. Concluding comment on Section 3

- 3.10 This section has shown that in relative terms the planned level of new building is small (8%) in relation to the existing housing stock and that the effect of extending existing properties results in a net loss of 2 and 3 bedroom properties and a net gain of 4 bedroom and larger properties.

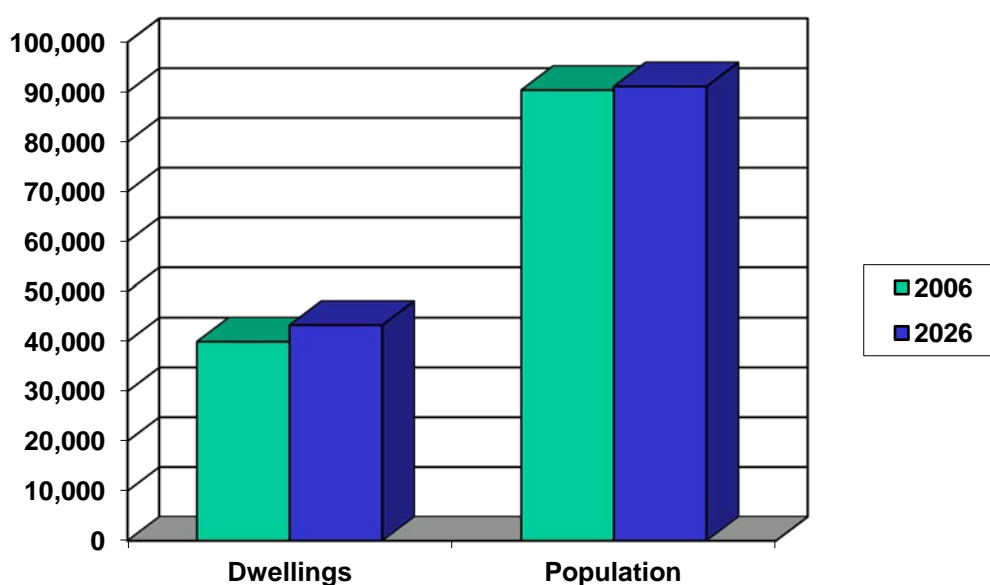
4 Size of dwellings required in the future

a. How the population is expected to change

- 4.1 The latest projections for the Borough⁷ show that by 2026 the population will have risen slightly by some 730 (0.8%) from 90,400 to 91,130. The number of dwellings in this period will have increased by 3320 (8%).

⁷ Dwelling controlled population forecast (RSS) with 2006 mid-year estimate produced by the Chelmer Population and Housing model by Surrey County Council for Spelthorne Borough Council (March 2010).

Figure 5 Population change 2006 to 2026



4.2 Figure 6 shows how the age profile of the population will also change, which will result in more people in each age group over 45. The ageing of the population, with fewer families with children, and corresponding decrease in those in the 0-44 age range, results in a reduced average household size. The extent of the reduction in household size is shown in Figure 7.

Figure 6 Population change 2006-2026

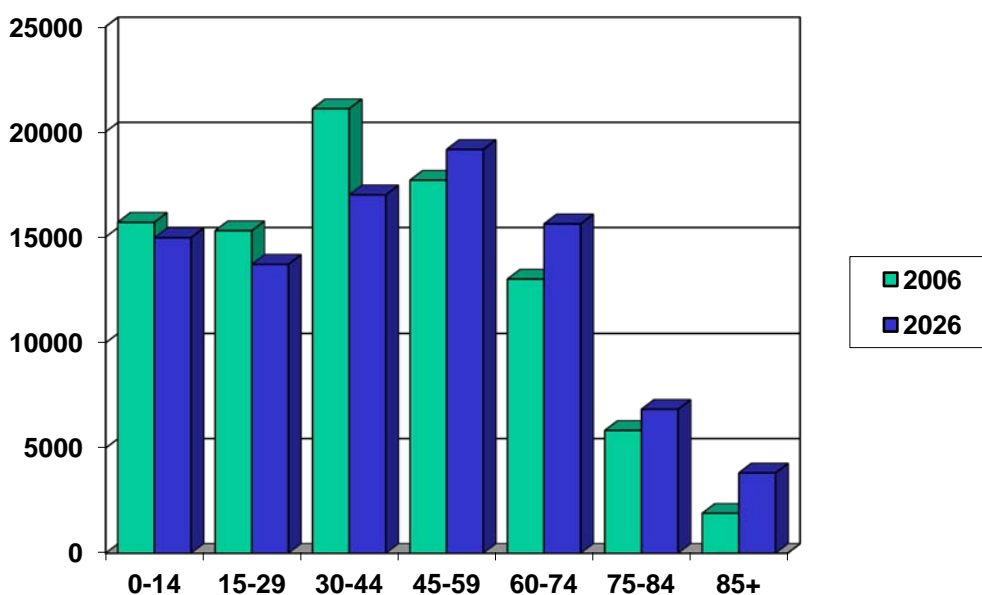
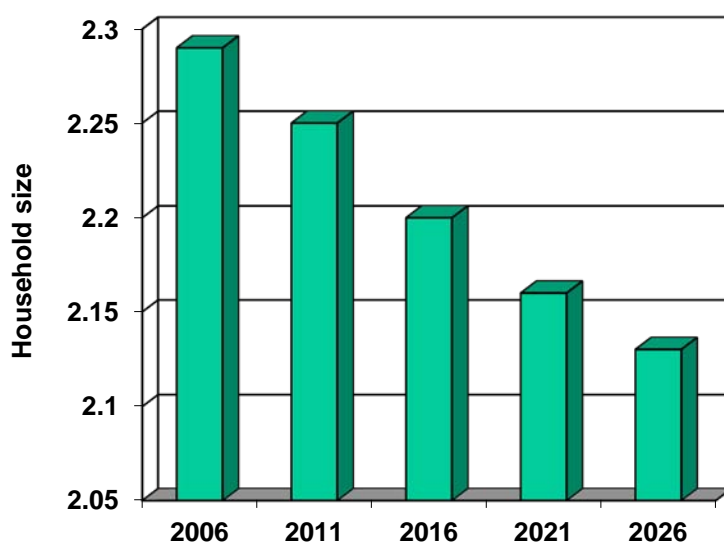
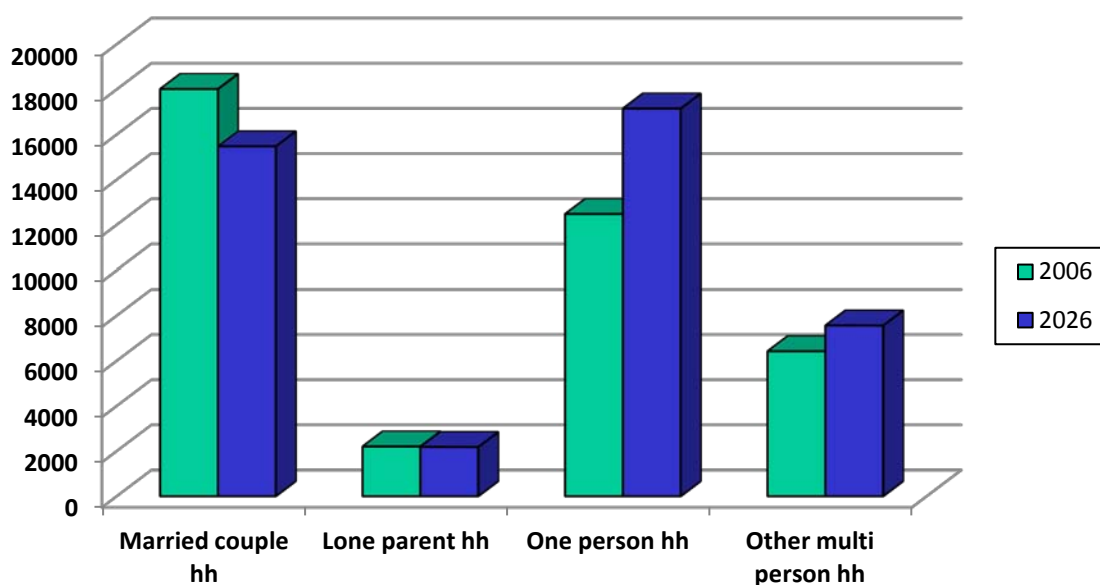


Figure 7 Change in average household size 2006 to 2026



- 4.3 The effect of an aging population and a reducing average household size means that despite building 3320 dwellings in the period to 2026 the total population is little changed.
- 4.4 Figure 8 shows how the type of household is expected to change over the period to 2026. This shows a growth in one person households from some 12,475 to just over 17,150 – a difference of some 4,675 and a growth rate of some 37%. It is important to note it cannot be assumed that one person households only want/need 1 bedroom dwellings as a range of requirements will exist. Nonetheless, the needs of this group will generally be for smaller dwellings.

Figure 8 Change in household type 2006-2026



- 4.5 The population projections set out in this sub-section for the period 2006-2026 show only a small increase in the population (0.8%) despite building 3320 dwellings. Overall there is a continued ageing of the population as a whole and a significant growth in the number of 1 person households (37%).

b. What do households say they need?

- 4.6 In 2006 the Council appointed David Couttie and Associates (DCA) to undertake a comprehensive assessment of housing needs. This involved a sample of some 5,000 households across the Borough (12% of the total) and a further 871 detailed follow-up interviews. This was a large sample from which reliable conclusions can be drawn.
- 4.7 The DCA survey asked 35 questions and the answers provided a wide range of information about the needs of existing households as well as those wishing to set up home for the first time.
- 4.8 The survey showed that of those existing households who were seeking more space – and who expressed this as a wish to move – the dwelling size requirements in terms of the number of bedrooms were as shown in Table 2.

Table 2 Preference of existing households of all tenures⁸

Preference as a % of total	Size of property in bedroom numbers	Existing stock (from Figure 1 as a % of the total)
7.9	1	11.4
30.0	2	25.2
42.0	3	48.0
15.6	4	15.4
4.5	5+	

- 4.9 Whilst many expressed the wish to move to a larger home the survey did not elicit how many of them might, as an alternative, wish or consider extending their existing property. It is clear from the survey of properties extended each year some 74 properties have additional bedrooms added and there are many more extensions each year which simply enlarge the living space generally.
- 4.10 Of those wishing to set up home for the first time 85.6% wanted a 1 or 2 bed dwelling⁹. This response, if extrapolated over the 20 year period from 2006 to 2026 would equate to 2080 1 and 2 bed dwellings.
- 4.11 It of course needs to be borne in mind that an element of aspiration can inevitably be reflected in such surveys from both existing home owners and those setting up home for the first time. Desires can be expressed which are not always within people's financial means to fulfil. The smaller size of dwellings sought by first time buyers is a reflection of the relative cost of property to salary and the affordability issues faced by this group. It should be noted that the figure of 2080 should not be assumed to express the additional dwellings that may need to be built to meet the need of first time buyers. There is significant change-over on the property market over time and many will be acquiring or renting properties that are vacated for a variety of reasons.

⁸ Housing Needs Survey 2006, Table 8-3 (page 58)

⁹ Housing Needs Survey 2006, Table 8-9 (page 61)

- 4.12 The figures in Table 2 nevertheless provide a helpful indication of the general scale of demand and the size of dwelling in terms of bedroom numbers that those wishing to set up home are looking for.
- 4.13 Table 2 also includes a second column to enable comparison between the size of accommodation sought by those requiring more space and the proportion of the existing dwelling stock in each category. Some caution is required in this comparison as only the views of those seeking to 'up-size' are being sought. Those wishing to stay put or down size are not referred to. Nevertheless it provides a crude indication of what size of new dwelling may be required to satisfy this particular group.

c. Social housing requirements

i. Housing Register

- 4.14 A Housing Register of those in housing need is kept by the Council. Assessing the types of need of those on the register and comparing this to the mix of dwellings coming forward from re-letting the existing social stock, gives an indication of the number and type of additional social housing that needs to be built.
- 4.15 The Housing Register is continually changing but at March 2011 it had a total of 1539 applicants. All those households entered on the register are categorised according to priority as follows:

Table 3 Categories of need

Category	Description
A	Emergency/priority need
B	Urgent need to move
C	Identified housing need
D	Housing need but no local connection
E	No or low need

- 4.16 Table 4 sets out the numbers of households at March 2011 in each need category according to the number of bedrooms they require.

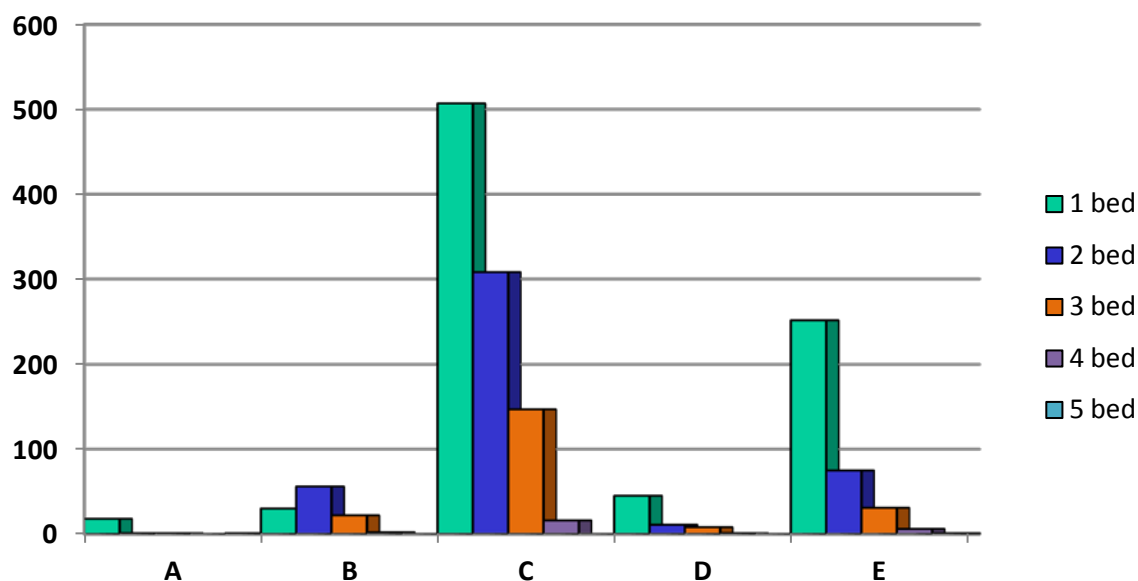
Table 4 Housing need by dwelling type and priority (based on Housing Register)¹⁰

Priority	1 bed	2 bed	3 bed	4 bed	5 bed	Total
A	14	1	1	0	1	17
B	42	82	22	6	0	152
C	613	366	174	19	1	1173
D	62	18	9	1	0	90
E	266	91	35	7	0	399
Total	997	558	241	33	2	1831

¹⁰ Spelthorne Housing Register as at 16 December 2011

4.17 Figure 9 expresses the figures in Table 4 in a graphical form. Numerically the greatest demand arises from those in priority group C – ‘identified housing need’. Table 5 shows this group represents 63.6% of all those in need. The data shows the greatest need is for 1 bedroom dwelling followed by 2 bedroom dwellings. However, the figures for 1 bedroom accommodation is accentuated in this prioritisation by enhanced ‘weighting’ being given to single people under-occupying accommodation. Therefore whilst their personal housing need is not urgent greater priority is given to secure more effective management of the housing stock as a whole.

Figure 9 Housing need by dwelling type and priority



4.18 Of those on the Housing Register the percentage in each need category is as follows:

Table 5 Percentage in each housing need and category¹¹

Category	%
A	1.3
B	7.0
C	63.6
D	4.2
E	23.7

4.19 Within the 1539 on the Housing Register there are nearly 200 who have a need for sheltered accommodation and many of these require 1 bedroom properties. Many of these are recorded as having particular mobility difficulties.

¹¹ Spelthorne Housing Register as at 7 October 2011

ii. **Re-lets from the existing social housing stock**

- 4.20 A significant element of social housing needs is met by re-letting from the existing social housing stock. The existing stock is currently some 5,481¹² dwellings.
- 4.21 Table 6 shows the number of properties re-let for the years 2005/6 to 2011 by property size. In the four years from 2008/9 there was a significant amount of properties being vacated pending redevelopment at St Michael's Road, Ashford and around Holywell Way, Stanwell. This has resulted in slightly lower levels of re-lets coming forward, particularly 3 bedroom accommodation. Further phases of development at Stanwell will continue to suppress re-lets for several years to come, as well as any other major redevelopment scheme that might emerge.

Table 6 Re-lets of social housing 2005/6 – 2011¹³

	05/06	06/07	07/08	08/09	09/10 ¹⁴	10/11	11/12 ¹⁵
Sheltered	8	15	30	28	6 (14)	16	15 (22)
Studio flat	21	18	16	11	6 (14)	26	23 (36)
1 bed flat	77	79	69	64	39 (93)	61	25 (43)
1 bed house	7	9	8	5	1 (2)	2	3 (5)
2 bed flat	35	27	28	14	9 (22)	18	14 (24)
2 bed house	19	12	19	16	5 (12)	15	12 (21)
3 bed flat	18	12	9	10	2 (5)	7	4 (6)
3 bed house	7	11	10	10	10 (24)	17	10 (17)
4 bed house	-	1	-	-	0 (0)	2	5(9)
Total	192	184	189	158	78 (186)	164	111 (183)

- 4.22 In Table 7 an average number of re-lets for the three years 2005/06 to 2011/12 is shown.

Table 7 Average re-lets 2005/06 to 2011/12 by property size¹⁶

Number of bedrooms	Annual average re-lets
1 bed/studio flats	95
2 bed	40
3 bed	23
4+ bed	2
Sheltered	19
Total	179

¹² Annual Monitoring Report 2011, Table A3 (page 79)

¹³ Spelthorne Housing Register

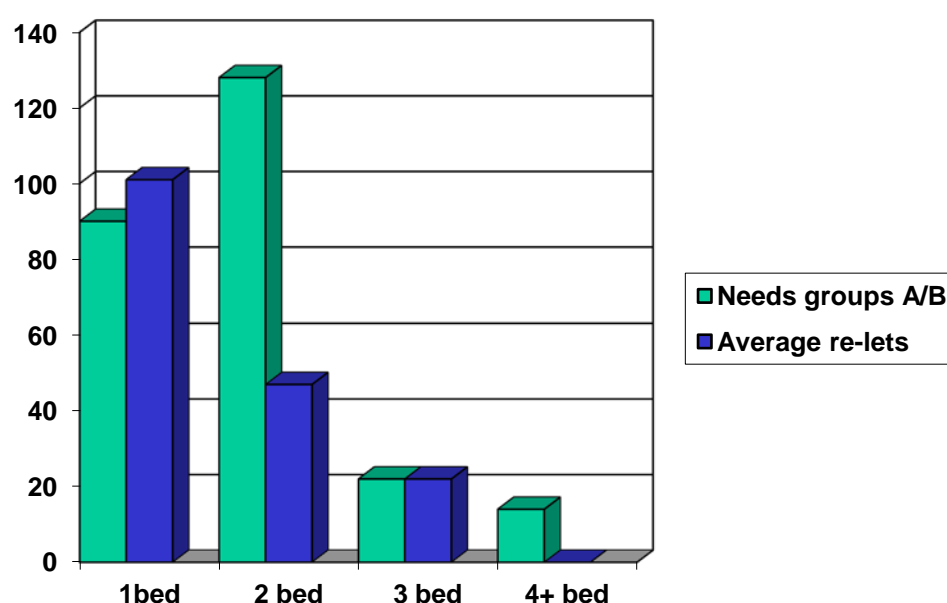
¹⁴ Figures for 09/10 for specific sizes of dwelling are for the months of November to 31 March only. The figures shown in brackets are total year figures which have been factored up for the whole year.

¹⁵ Figures for 11/12 are part year figures from April to November (7 months). The figures shown in brackets have been factored up to provide a projection for the whole year.

¹⁶ Spelthorne Housing Register

- 4.23 Tables 6 and 7 show that the greatest number of dwellings coming forward for re-letting are 1 bedroom, with the next highest being 2 bedroom.
- 4.24 To best manage housing needs in line with available re-lets coming forward, the Council gives the greatest priority to those in groups A and B as these are the categories which include people where the need has to be responded to immediately or very quickly.
- 4.25 Figure 10 compares the number in priority groups A and B by dwelling size as at March 2011 with the average number of re-lets of properties coming forward. This provides an indication of the capacity to meet the highest priority needs from re-lets.

Figure 10 Comparison of re-let dwellings by size with the requirement of those most in need (categories A and B)



- 4.26 Figure 10 shows that for 1 bedroom properties re-lets appear to more than match the need arising from priority group A and B and the greatest shortfall arises in the case of 2 bedroom properties. These figures do not show geographical variations across the Borough.
- 4.27 In practice not all properties are let to only those in priority group A and B. Since November 2009 under Choice Based Letting (CBL) arrangements for lettings by priority group have been as follows:

Table 8 Re-lets as a percentage of each priority category

Category	%
A	10%
B	53%
C	32%
D	1%
E	4%

- 4.28 Whilst categories A and B make up 63% of re-lets some 32% are still let to those in category C. It is understood this arises where those in Category A or B are not prepared to take the accommodation being offered. At paragraph 4.17 it has already been explained that single people under occupying¹⁷ accommodation are given greater priority, but there is no incentive for them to take accommodation which is not entirely to their preference. It also illustrates that some accommodation is not appropriate for certain needs. (For example there is some 3 bedroom accommodation in tower blocks which in comparison to other 3 bedroom accommodation is not always particularly attractive or suitable for families. Some of the 2 bedroom accommodation is also not always suitable for families because the second bedroom is limited in size and only physically capable of accommodating 1 child).
- 4.29 It is of note that as shown in Table 4 the requirement of those in priority group C for 3 bedroom accommodation is significant in absolute terms at 147 dwellings.
- 4.30 To meet priority needs the view of Housing Officers is that additional 1 bedroom accommodation, other than as accommodation for the elderly, is not required as it is largely met by re-lets, and that generally two and three bedroom accommodation is needed with a small element of 4 bedroom to best match the shortfall in accommodation. Two bedroom accommodation needs to be designed for 4 people, 3 bedroom accommodation for 5 people and 4 bedroom accommodation for 6 or 7 people.
- 4.31 Table 8 shows that 95% of re-lets are to those in priority category A, B or C. The proportion of 2, 3 and 4 bedroom dwellings required to meet this need can be derived from the detailed information in Table 4. This is summarised in Table 9.

Table 9 Number of re-lets in Categories A – C

Bedrooms	Applicants	% of Total
2	365	66%
3	170	31%
4	18	3%
Total	553	100%

- 4.32 Table 9 suggests that the proportion of 2, 3 and 4 bedroom dwellings should be as shown in the third column. However, some consideration also needs to be given to proposals including affordable housing which are under construction or with planning permission. These are shown in Table 10.

¹⁷ Under-occupation by single people includes all those occupying properties with 2 or more bedrooms.

Table 10 Affordable housing with planning permission or under construction at 31 March 2011

Bedrooms	Number of units	% of Total
1	131	45%
2	87	29%
3	70	24%
4	7	2%
Total	295	99%

- 4.33 Table 10 shows that 44% of what is permitted or under construction are one bedroom affordable units. These will contribute to meeting need albeit not necessarily always to those in the higher need categories. It will, however, secure a better use of the existing stock where it results in transfers from larger under-occupied accommodation. Whilst the requirement for 4 bedroom accommodation overall is more limited, provision in the short term from current schemes will be less than required.

d. Conclusions on this section

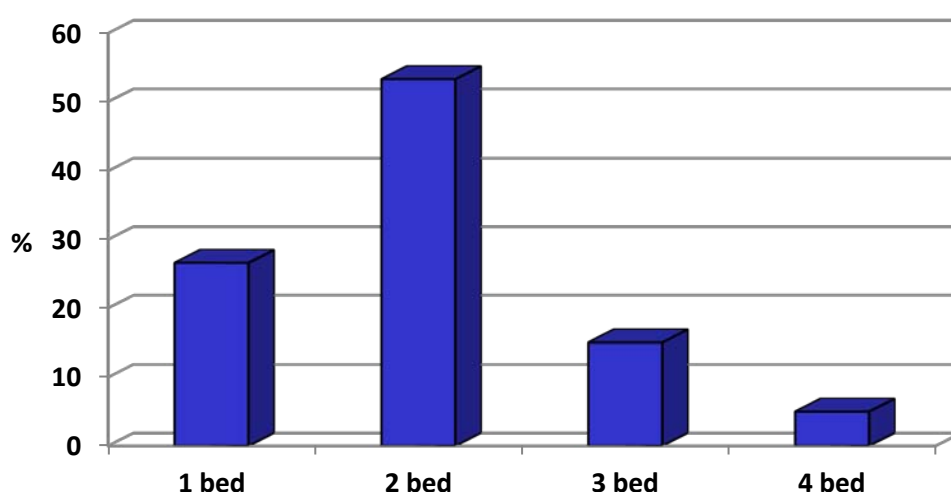
- 4.34 This section has shown that so far as affordable housing is concerned there is a need for additional 2 bedroom 4 person dwellings, 3 bedroom 5 person and 4 bedroom 6-7 person dwellings at a percentage respectively of 66%, 31% and 3%. For private housing, those seeking to move have a need for a wide range of housing, but needs relative to the existing stock appear to be greater for 1 and 2 bedroom properties.

5 Current policy on Small Dwellings

a. Policy Intention

- 5.1 The projected growth in smaller households, and recognition of the loss of some smaller dwellings by extensions to the existing stock, led to the formulation of Policy HO4 in 2006 and its adoption as part of the Core Strategy and Policies DPD in 2009. Its purpose, as explained in the introduction to this background document, is to ensure new housing assists in providing an overall mix of housing in the Borough that best meets needs. .
- 5.2 The Policy requires at least 80% of dwellings in schemes of 4 or more dwellings to be 1 and 2 bed. Of the 1 and 2 bedroom dwellings the supporting text to the policy (para 6.22) explains that the proportion of 1 to 2 bedroom dwellings should be one third 1 bed to 2 thirds 2 bed. The text also explains that affordable housing requirements may require a greater proportion of larger dwellings.
- 5.3 The outcome of the policy in terms of the percentage of new dwellings for each dwelling size would therefore be expected to be broadly as shown in Figure 11:

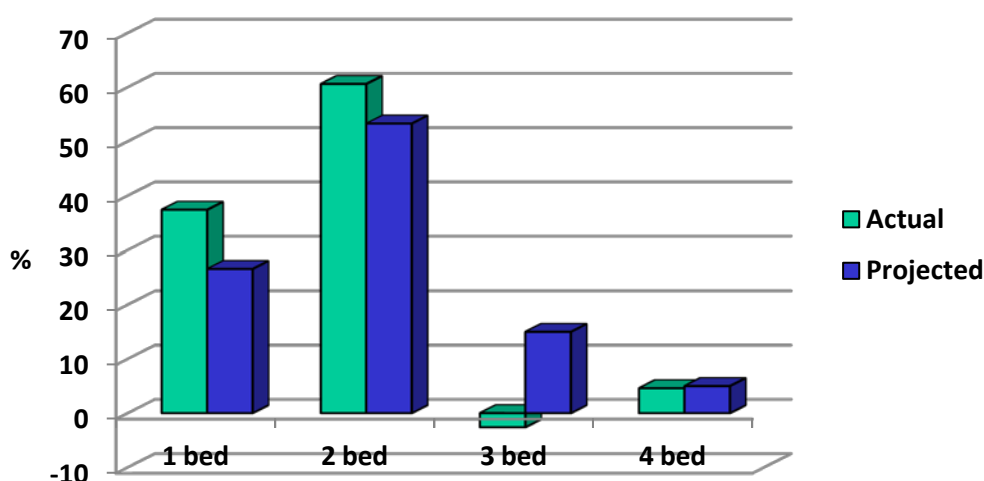
Figure 11 Projected proportion of dwellings in new build schemes



b. Actual provision

- 5.4 Actual outcome for the five year period of 2006/07 to 2010/11 has not achieved the dwelling size mix set out in Figure 11. Figure 12¹⁸ compares the expected outcome in Figure 11 to what has been provided in the last 5 years. It shows a much higher proportion of 1 and 2 bedroom dwellings and a small net loss of 3 bedroom dwellings as a result of redevelopment that has occurred.
- 5.5 Overall the number of 1 and 2 bedroom dwellings has averaged 95% of all new building when demolition of existing dwellings on development sites is taken into account.

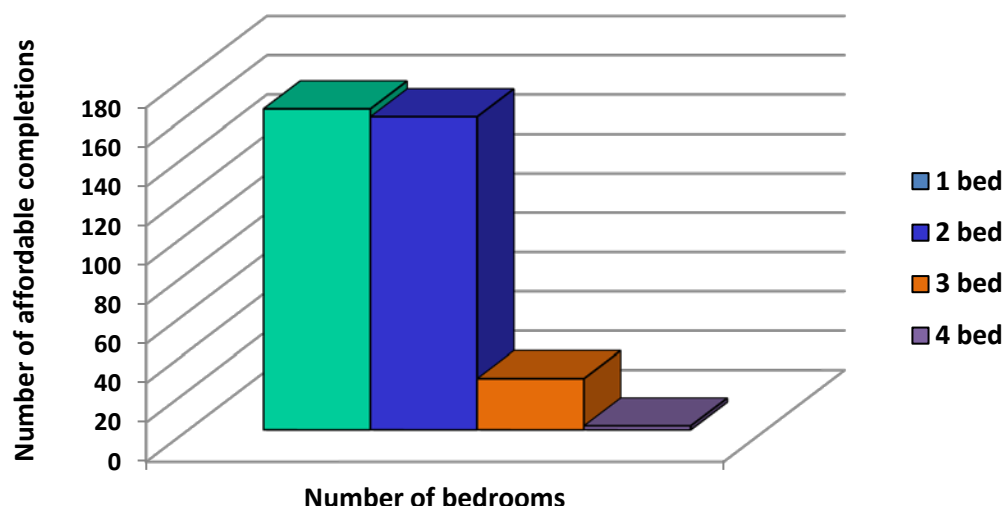
Figure 12 Comparison of actual provision to the projected provision shown in Figure 11



¹⁸ Unpublished development data held by the Planning Department

- 5.6 Over the period 2006-2011, in contrast to all completions, the completions of affordable dwellings has seen a much higher proportion of 1 bedroom dwellings. This is illustrated in Figure 13 and shows more 1 bedroom dwellings than 2 bedroom – rather than the intended ratio of one third 1 bed to two thirds 2 bed. The larger proportion of 1 bedroom dwellings arises from the greater number of affordable dwellings.

Figure 13 Completions of affordable dwellings (gross) 2006 - 2011



- 5.7 Table 11 shows the affordable housing completions broken down for each of the last 5 years. This shows a progressive reduction overall in the number of 1 bedroom dwellings and an increase in both 2 and 3 bedroom dwellings. This underlying trend needs to be considered when assessing Figure 13 as the trend now clearly appears to be moving in the right direction and is further confirmed by Table 10.

Table 11 Affordable housing completions 2006 – 2011¹⁹

Bedrooms	2006/7	2007/8	2008/9	2009/10	2010/11
1	54	13	25	30	41
2	22	9	30	51	47
3	0	0	2	16	8
4	0	0	0	2	0

c. Reasons for the actual provision being different to the Policy intention

- 5.8 Whilst Table 11 now shows a trend of less 1 bedroom affordable dwellings and more larger dwellings, consideration has been given to others factors that have contributed to the differences between the policy intention and actual provision illustrated in Figure 12 in terms of all housing completions. These factors are as follows:

¹⁹ Source: Unpublished development data held by the Planning Department

- a. There can be a time lag of several years between schemes being formulated and them finally being completed on site. In part the completions in the earlier years have reflected planning decisions prior to the Core Strategy and Policies DPD being adopted.
- b. During the period from 2001 to around 2007 affordable housing need required 1 and 2 bedroom dwellings and there was a strong emphasis in negotiations on schemes to secure dwellings of this size.
- c. The policy specifies 'at least' 80% - many developments have provided well in excess of 80% 1 and 2 bedroom dwellings with only a limited element of 3 and 4 bedroom dwellings.
- d. There have generally been a high proportion of flatted developments with 1 and 2 bedroom dwellings being particularly prudent.
- e. The redevelopment of sites often leads to a disproportionate loss of 2 and 3 bedroom properties compared to 1 bed and 4 bed or larger.
- f. Two extra care schemes have been completed during this period comprising wholly of 1 and 2 bed dwellings. Such schemes will only have small units.
- g. Two large redevelopment schemes at St Michael's Road, Ashford and Stanwell New Start in Stanwell were in the process of development at 31 March 2011. Dwellings had been demolished but not all new dwellings had been completed. This results in a slight distortion of the figures, particularly the net loss of 3 bedroom dwellings.

d. Possible future outcomes

i. General

- 5.9 It is clear from the above that a combination of factors has resulted in the difference between the policy expectations and actual delivery. Some are one-off issues, e.g. (g) short term losses of dwellings; some are intended, e.g. (f) provision of extra care accommodation, and some are historic and their impact is reducing e.g. (a) planning decisions made prior to the Core Strategy and (b) previous need for 1 and 2 bed affordable dwellings.

ii. Continuation of current pattern of completions

- 5.10 To assist an understanding of the effect of providing mainly 2 and 3 bedroom affordable dwellings Table 12 has been prepared. The top half of the table (lines a-e) look at what would happen if the pattern of completions seen in the last 5 years continued over the period 2011-2026. The sub-total (line d) summarises the likely outcome and shows a small percentage loss (line e) of 3 bedroom dwellings and a significant percentage growth in 1 and 4+ bed sized dwellings. Two bedroom dwellings also see modest growth.

Table 12 Assessment of the likely impact of different dwelling size requirements on the overall dwelling stock²⁰

		1	2	3	4
a.	Existing stock 2011	4,765	10,297	18,573	6,025
b.	Net effect of extensions 2011-2026	0	-360	-510	+870
c.	Projected new build 2011-2026 based on strict application of Policy HO4	870	1,780	498	160
d.	Sub-total	5,635	11,717	18,561	7,055
e.	Percentage change from 2011 to 2026	+18.2%	+13.8%	-0.07%	+17.1%
f.	Revised total if affordable housing element is only 2 and 3 bed dwellings	5,472	12,258	18,885	7,053
g.	Percentage change from 2011 to 2026	+14.8%	+19%	+1.5%	+17.06%

5.11 The possible net loss of 3 bedroom properties shown in line e (0.07%), whilst very small, is not an intention of Policy HO4 and neither is the extent of growth of 18.2% in 1 bedroom dwellings. The factors identified in paragraph 4.6 and in particular the effect of extensions nevertheless provides some explanation of the causes of this potential outcome.

iii. Greater proportion of larger affordable dwellings

5.12 The preceding sections have already explained that affordable housing completions of 3 bedroom dwellings are increasing and overall there are a greater proportion of 2 bedroom dwellings to 1 bedroom now coming forward. This is arising because a particular emphasis is now being given to the provision of 2 and 3 bed family sized affordable dwellings in negotiations on new schemes. This change will moderate the potential outcomes identified in Table 12 (lines d and e).

5.13 The bottom part of Table 12 (lines f and g) therefore seek to provide a guide of what might happen to the overall mix of new dwellings if affordable house building focuses on 2 and 3 bedroom dwellings. It must be stressed this is simply a projection but provides a guide as to the possible outcome. On the basis of these figures the extent of change on the composition of the dwelling stock would see a small growth in 3 bedroom dwellings and a greater level of growth in 2 bedroom dwellings. Correspondingly the proportion of 1 bedroom dwellings falls to a lower percentage than would otherwise occur. These changes are shown as percentages in line (g) and can be compared to the extrapolation of recent experience shown in line (e).

²⁰ It should be noted that whilst for simplicity of presentation the table shows a specific likely outcome, in reality the true position will lie somewhere in a range either side of these figures.

iv. Effect of Design Guidance

- 5.14 In April 2011 the Council adopted a Supplementary Planning Document (SPD) on the Design of Residential Extensions and New Residential Development in April 2011. This amplifies Policy EN1 in the Core Strategy and Policies DPD. It seeks to raise standards of design and amongst many issues emphasises the importance of development reflecting the character of the area in which it is located.
- 5.15 It is expected that this guidance may result in less flatted development being found acceptable in areas of predominantly traditional housing. This may in turn lead to more infill developments for family housing of 2 and 3 bedrooms with more 2 bedroom accommodation being provided in the form of houses rather than flats.
- 5.16 No attempt has been made to quantify the likely impact of this guidance on the number of different sized dwellings likely to be completed in the future. However, it is anticipated it will lead to a further drop in the proportion of 1 bedroom dwellings completed and a rise in 3 bedroom properties. This would, however, need to be carefully monitored

6 Implications for Policy HO4

- 6.1 There will exist throughout the period to 2026 an underlying need for a greater proportion of smaller dwellings to meet the expected growth in small households – including the need for extra care accommodation and other independent accommodation suitable for the elderly. However, there also remains a need for small sized accommodation suitable for families (3 bedroom accommodation).
- 6.2 A careful balance is required in deciding what size new dwellings should be. However, the room for manoeuvre is constrained by the relatively large proportion of properties enlarged by extensions. It is not, however, being suggested that what many would regard as a cherished right of most residents to adapt their home, subject to no design problems, should be curtailed.
- 6.3 The required balance can be achieved but Policy HO4 needs to be applied carefully. Subject to the following points being given due attention in applying the policy, this balance can be achieved. These points should be set out in a Supplementary Planning Document.
1. When interpreting the requirement of for developments to include at least 80% one and two bedroom dwellings, developers should be discouraged from significantly exceeding this percentage figure unless it is a town centre site where family housing would not be appropriate.
 2. The 1 bedroom proportion should in all cases not exceed one third compared to two thirds for 2 bedroom dwellings.
 3. Clear regard should be given to the recent SPD on the Design of Residential Extensions and New Residential Development and the requirement for development to be in character with an area.

4. Detailed guidance is given on the size of affordable dwellings now required which is for 2 bed (4 person), 3 bed (5 person) and 4 bed (6 and 7 person) dwellings (in a proportion of 66%, 31% and 3%).
5. The 80% 1 and 2 bed requirement in the policy only be applied to the non-affordable elements of a scheme.