

Cliddesden Neighbourhood Plan

Housing Development Background Paper

September 2023

1. Housing

1.1 Housing Numbers

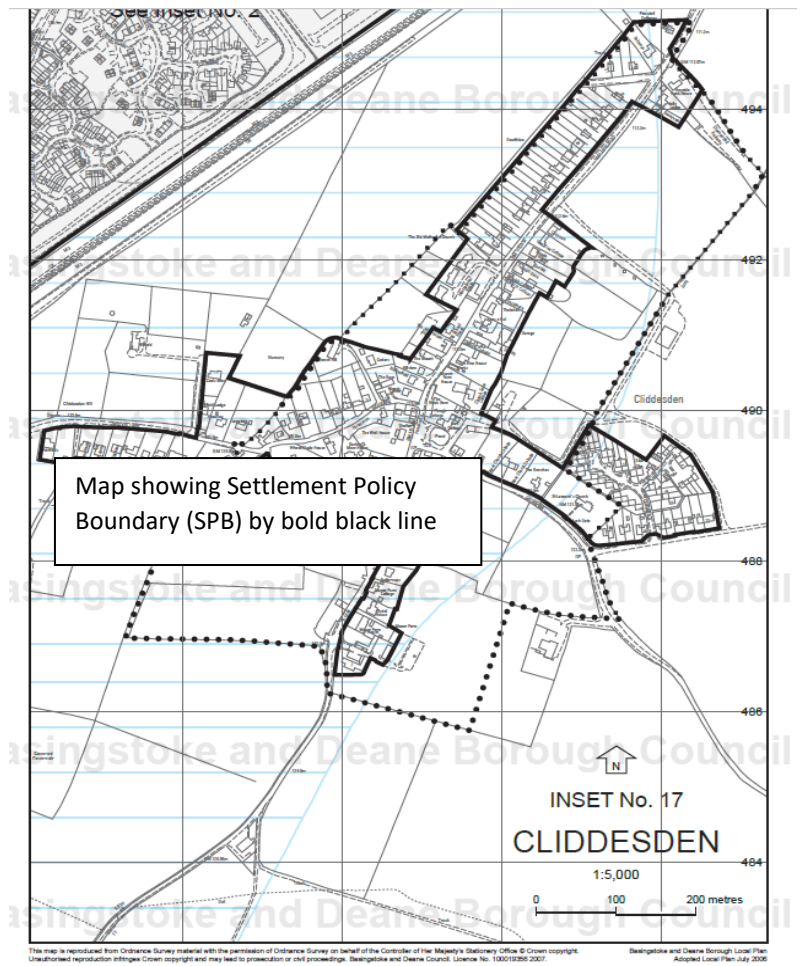
Introduction

Housing Design and Developments has always been and will always be one of the most contentious areas of the Neighbourhood Plan. Even before we began the consultation on the Plan, the application to build some 40 houses in a field on Farleigh Road opposite Southlea was met by some 200 letters of objection from the village. This and other factors led to the Council turning down the application and the subsequent appeal was also dismissed. (Appeal Ref: APP/H1705/W/18/3197919). It is important to note the comment of the inspector who said in his report:

“I find the proposed scheme would erode the linear pattern of development in this part of Cliddesden and would be harmful to landscape setting of the village. Furthermore, it would result in the significant erosion of an important view of the wider landscape setting. This would be harmful to the character and appearance of the surrounding area and the Conservation Area as a whole.”

From the information provided in the 2019 Questionnaire, there is strong evidence that people believe Cliddesden is being harmed by over development.

The B&DBC Local Plan has a current target for at least 10 houses to be built in Cliddesden (Policy SS5) by the end of 2029. 10 new houses have been completed since 2011, a further 12 have or are in the process of receiving planning approval. However, none of these



contribute to the B&DBC target, because Policy SS5 requires the houses to be built in groups of 5 or more, within or adjacent to the SPB, in order to qualify. B&DBC are currently undertaking a review of the local plan and numbers could increase.

Many residents do not want to see any further development and community consultation has found that there is strong support for the protection of the countryside from further development.

From the 2019 questionnaire, the only conclusive need identified regarding the type of housing, was for people with a local connection to Cliddesden.

The 2020 survey and engagement activity identified the following key housing issues for residents of the Parish:

- Survey results showed that it is preferred that any development of more than 1 property should be of no more than 20 houses within the lifetime of the plan. (90%) (There was a split of 46% seeing a need for 1 to 10 new dwellings and 44% seeing a need for 10 to 20 new dwellings).
- Once the requirement of policy SS5 has been met (currently net gain 10 houses), proposals for developments outside the village and adjacent to the SPB, or outside the SPB, will be subject to Local Plan Policies in the countryside (i.e., SS6). (89.9%)
- There is community support to prioritise any new “affordable” housing for those with a local connection to the parish. (79.3%)
- There is community support for the building of a greater percentage of smaller homes (71%)
- All new development proposals should have regard to the Design Code document (included as an appendix to the Neighbourhood Plan), taking full account of the historic character of the Cliddesden Conservation Area, other heritage assets and the landscape character and other local distinctive characteristics of the Neighbourhood Plan area. (96.1%)

The Parish Council will support appropriate proposals for new housing within or adjacent to the Cliddesden Settlement Policy Boundary which meets the requirements of Local Plan Policy SS5. Once the requirement for Policy SS5 has been met, proposals for development on sites outside the village of Cliddesden that are adjacent to the Settlement Policy Boundary will be subject to relevant Local Plan policies for new housing in the countryside.

Sources

The B&DBC Local Plan(2011-2029) has a current target for at least 10 houses to be built in Cliddesden (Policy SS5) by the end of 2029

Question 4 of the 2019 Community Questionnaire asked: “*What type of housing is most needed in Cliddesden.*” The highest scoring response to this question was: “*Housing for people with a*

local connection to Cliddesden", 54% of respondents indicating there was some need or a strong need. Indeed, this was the only choice to receive more than a 50% score. The next highest score was 41%, showing no conclusive evidence of support for development of new homes. The response to Question 5 showed 87% agree or strongly agree: *"be small scale and incremental in nature, rather than large scale development"*.

Question 5.0A of the 2020 Issues and Options Questionnaire showed that there was a split of 46% seeing a need for 1 to 10 new dwellings and 44% seeing a need for 10 to 20 new dwellings.

1.2 Housing Mix

Based on information included in the Position Statement 2020, average house prices in Cliddesden are 69% higher than the Basingstoke and Deane average. In common with many communities, there has been a marked decrease in the availability of smaller homes. There has been an influx of house buyers who extend or demolish an existing dwelling and replace it with a larger one. To ensure a balanced community, this trend needs to be modified where possible. This situation is common with other local rural areas. B&DBC Housing Supplementary Planning Document July 2018 concludes:

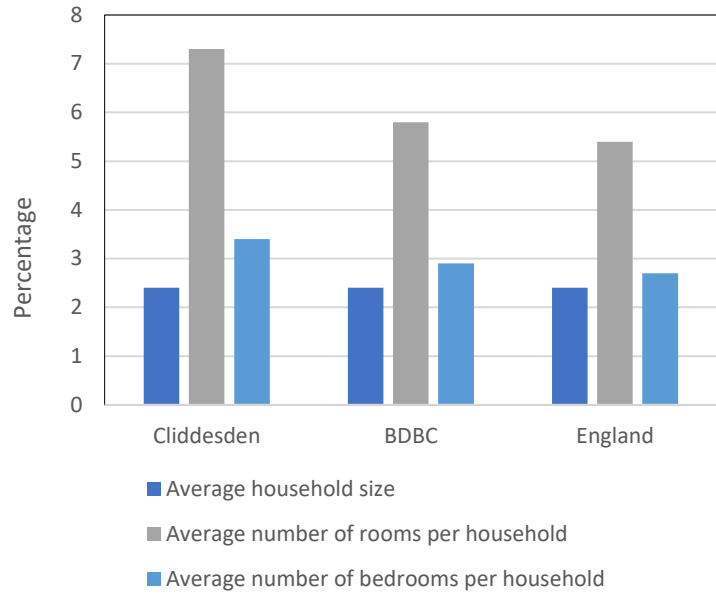
A3.36 "Based on this evidence, there is a need for development to focus on the provision of two and three bed properties, with a particular requirement for two bedroom houses. Two and three bed properties should generally comprise at least half of the new dwellings delivered as part of new development (subject to the other considerations of CN3). Although there is a continuing need for family homes, dwellings with four or more dwellings should only be provided as part of a range of dwellings to provide mixed and sustainable communities."

Number of Rooms

Cliddesden data from the 2011 census shows the size of houses by number of rooms, with comparison to the Local Borough and to England.

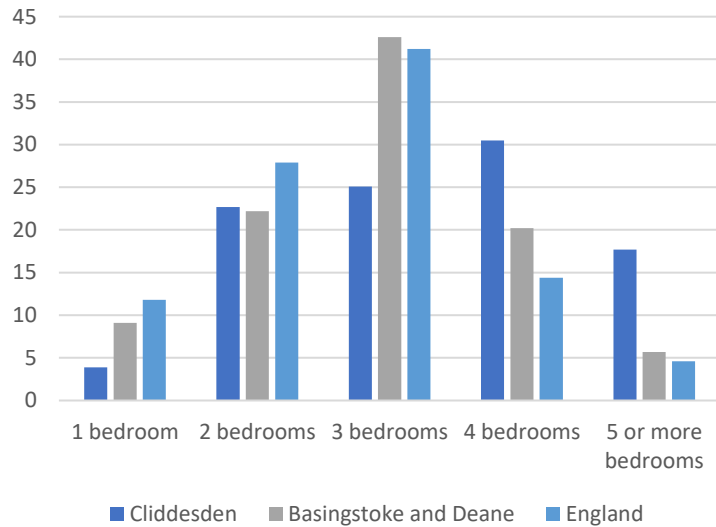
The average number of rooms per household for Cliddesden in 2011 was 7.3., this is nearly 26% more than the B&DBC average of 5.8 and 35% higher than the England average of 5.4.

The result of this is to make housing unaffordable and unachievable for young people/downsizers.



No. of bedrooms (percentage of households)

Cliddesden Parish has significantly less 1 and 3 bedroom houses compared to the district: 3.9% 1 bedroom houses vs. 9.1% in B&DBC and 11.8% across England. 25.1% 3 bedroom houses vs. 42.6% in B&DBC and 41.2% across England.



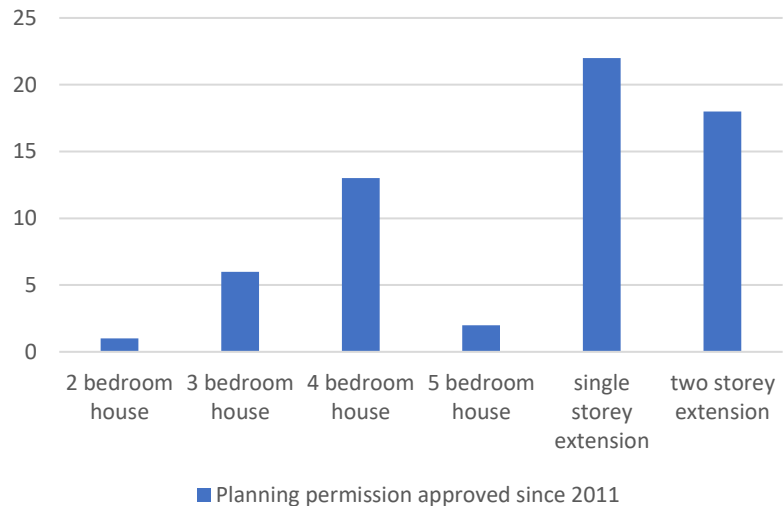
The percentage of 2 bedroom households in Cliddesden is comparable to the B&DBC area almost solely due to the 1960's built social housing development (named Hoopersmead) which is comprised of 24 two bedroom bungalows.

Cliddesden Parish does, however, have a significantly higher proportion of 4 & 5 bedroom houses compared to the district: 30.5% vs 20.2% in B&DBC and 14.4% across England

Approved Planning Permission since 2011

Further, the evidence from planning permission data since 2011 shows that extensions and 4 and 5 bedroom house construction has exceeded the construction of houses less than 3 bedrooms, which has further compounded the situation.

The result is a loss of smaller houses which was first raised as far back as 2004

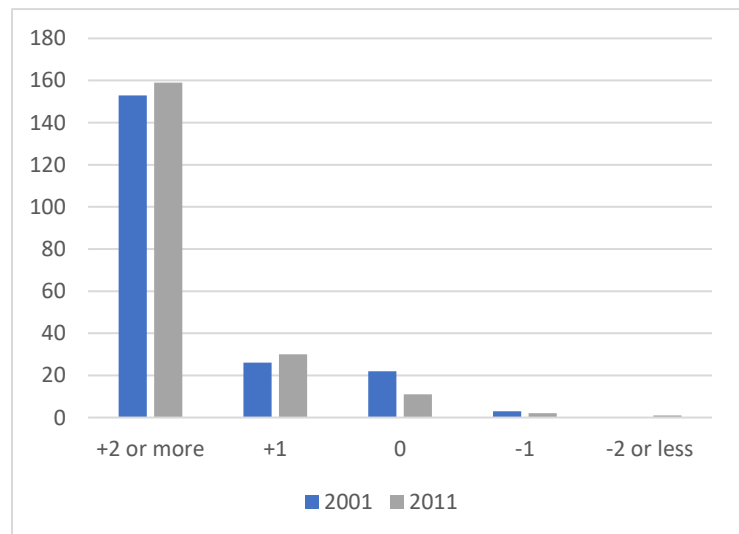


Occupancy Rating

Cliddesden Parish has a significant number (189 or 93%) of households with a spare occupancy rating (+1 & +2). This trend has also increased from the 2001 to 2011 census.

In the Parish, 20.7% of households (42) are single person occupied.

11.3% of all households were one-person pensioner (over 65) households compared to the figure for the District which was 7.9%. The total percentage of houses with all household members over 65 was 24.1%, considerably higher than the B&DBC figures of 18%. This reflects the age demographic for the Parish.



27.6% of households in the Parish had dependent children compared to 31.4% across the district. There were 7 lone parent households (with dependent children) which equates to 3.4% of all households, considerably lower than the 9.1% figure for the District.

Development over time has resulted in a high proportion of larger houses making it difficult for those wishing to stay in the parish (whether those looking for a first-time home or those wishing to downsize). There is a need for any new development to address the imbalance between large and small houses.

Sources:

Question 4 of 2019 Community Questionnaire which asked: “*what type of housing is most needed in Cliddesden*”, did not generally show a need or strong need greater than 50% for any type of housing, except for people with a connection to Cliddesden. What it did show was a stronger need for smaller houses (up to 3 bedrooms) rather than larger houses of 4 or more bedrooms.

Therefore, when meeting B&DBC targets for Policy SS5 or when ‘windfall houses’ are proposed, houses should be smaller in size.

In 2004 the Cliddesden Village Design Statement recognised that there was an imbalance of larger homes (which has not been addressed since). The document stated that sympathetic development should:

“provide accommodation that will enhance the existing diversified social structure. This means building housing ranging from low-cost, through smaller quality homes for the retired and young professional to family homes of varying sizes. Development in the immediate future should restore this balance which has been lost over the last ten to fifteen years by larger homes becoming predominant.”

Question 6.2A of the 2020 Issues and Options Questionnaire showed that 71.5% of respondents voted for a policy to deliver a higher proportion of smaller homes

Further, the evidence from planning permission data since 2011 shows that extensions and 4 and 5 bedroom house construction has exceeded the construction of houses less than 3 bedrooms, which has further compounded the situation.

The occupancy rating shows an increase from 2001 to 2011. It also shows a significant number of houses with an occupancy of +2, which is an indicator of the large size of the house relative to the number of occupants.

The B&DBC housing SPD requires developments to include at least 50% 2 and 3 bedroomed properties. Given the shortfall of smaller houses, the surplus of large houses and in order to redress the imbalance, it would make sense to raise this percentage, to 60% containing houses of 3 bedrooms or less, for the lifetime of this Neighbourhood Plan.

Policy CM1 of the Local Plan requires at least 40% affordable housing on all sites

Policy HD1: Housing Mix, Market Housing

Supports: Objective DD11 and DD13 of the VAO of the Cliddesden Neighbourhood Plan
 BDBC Local Plan CN 1, 2, 3
 NPPF Para 77

1.3 Design Guide:

The Cliddesden Neighbourhood Planning Team engaged with consultants AECOM to produce a Design Code (DC) document. AECOM was commissioned to provide design support to Cliddesden Parish Council through the ministry of Housing Community and local Government funded Neighbourhood Planning programme, led by Locality. AECOM met with the CNP team for an accompanied site visit, followed by further site visits and various assessment and design analysis activities. B&DBC and the CNP reviewed and contributed comments to a draft, before the final document was created. This DC document describes the different character areas in the parish and defines nine Design Codes covering: settlement pattern, building typology, architectural details and materials, building modifications and extension, building line and boundary treatments, green infrastructure and open space, parking and utilities, footpaths and rights of way and views and landmarks.

Sources:

Question 9.1 A of the 2020 Issues and Options Questionnaire showed that 96.1% of respondents voted for a policy that stated new development proposals should have regard to the Design Code document (included as an appendix to the Neighbourhood Plan).

Policy HD2: Design Code

Supports: Objective DD11 and DD12 of the VAO of the Cliddesden Neighbourhood Plan
 BDBC Local Plan EM 10

1.4 Extension or replacement of existing dwellings

Cliddesden has a limited stock of smaller properties. This NP seeks to readdress this balance by supporting the development of new small dwellings and protecting against the loss of existing smaller properties. The extension of existing homes has been a regular feature of home ownership within the Parish, such that much of the smaller, and more affordable accommodation has been lost. The purpose of this policy is to support families trying to meet the space requirements of a growing family, or to support those who wish to provide semi-independent accommodation for a close relative, whilst protecting against the unnecessary loss of smaller housing stock, purely to financial gain, or the building/conversion of large houses on sites that formerly contained two or more smaller homes.

Sources:

Policy SS6(d) of the Basingstoke and Deane Local Plan (2011-2029) provides that extensions or replacement dwellings should be appropriate to the plot. Within the Neighbourhood Plan Area it is observed that the curtilage of a dwelling is often quite large relative to its size, leading to larger replacements and a continued loss of smaller dwellings. In assessing proposals for the replacement or extension of a dwelling, the policy shifts the consideration of what is appropriate from plot size to consideration of the setting and size of the existing dwelling. Extensions to dwellings need to ensure that they can be “read” as an extension and do not dominate the existing dwelling. The purpose of the policy is not to prevent modest increases in the size of dwellings allowing homes to grow to meet the needs of families, rather to prevent developments which fundamentally alter the scale and character of the dwelling and result in the loss of a smaller, more affordable dwelling.

Question 6.2B and 6.2D of the 2020 Issues and Options Questionnaire showed that 94.4% and 77.1% of respondents voted for a policy that stated related to the extension or replacement of existing dwellings.

Policy HD3: Modifications and Extensions to dwellings

Supports: Objective DD11 and DD12 of the VAO of the Cliddesden Neighbourhood Plan
Design Code DC04

Policy HD 4: Replacement of Dwellings

Supports: DD11 and 12 of the VAO of the Cliddesden Neighbourhood Plan
BDBC Local Plan Policy SS6 criterion (d)
BDBC EM10 2B
NPPF Para 122
Design Code DC01,2,3 and 5

1.5 “ One Plot Deep” Character

Cliddesden generally has a high-quality built environment and contains residential areas of low density with large mature gardens, which has developed in a linear fashion over time. The intent of this Policy is to ensure that any new developments maintain the characteristics of the Plan Area. One factor that has contributed to the erosion of the village character has been pressure to build in gardens, either from demolishing existing buildings and developing the site or by building within gardens. In order to preserve these areas from inappropriate garden development, this Policy will seek to control further infill to prevent over development. Such sites are often landlocked sites behind existing buildings and often have no street frontages.

Developments that follow a more “estate” clustered style, also erode the character of the village. Previous garden or clustered development proposals have met with resistance from local communities because of their detrimental impact on the character, biodiversity and amenities of the surrounding residential areas. They have caused a loss of amenity to existing properties including loss of privacy, loss of daylight, overlooking, visual intrusion by a building or structure, noise disturbance, reduced space around buildings, loss of car parking and loss of mature vegetation and biodiversity. These kinds of developments can also have difficult vehicular access to the highway.

Sources:

The Cliddesden Design Code Document has been produced by professional consultants AECOMM, to set out the important features which make up the village. It has been supported and approved by Locality; the organization set up to help develop Neighbourhood Plans.

Design code DC01 sets a principle that development proposals should reflect the linear “one plot deep” character of the Plan Area, which often enables views of the countryside.

Meaning that Backland/garden/infill development does not reflect this traditional linear pattern and should be resisted.

Linear development (rather than clusters) was a theme that emerged from the first consultation (open day) in November 2018.

Question 6.1B of the 2020 Issues and Options Questionnaire showed that 96.1% of respondents voted for a policy that maintained the “one plot deep” character.

Rory Cridland acknowledged the importance of the linear pattern of development when dismissing the planning appeal for 40 houses in Farleigh Meadow Cliddesden in 2018 (Appeal Ref: APP/H1705/W/18/3197919):

“Accordingly, I find the proposed scheme would erode the linear pattern of development in this part of Cliddesden and would be harmful to landscape setting of the village. Furthermore, it would result in the significant erosion of an important view of the wider landscape setting. This would be harmful to the character and appearance of the surrounding area and the CA as a whole. As such, I find the proposal would be contrary to Policies EM1, EM10 & EM11 of the LP which, taken together, seek to ensure that new development positively contributes to local distinctiveness, is not detrimental to the setting of a settlement⁴ and assets in a manner appropriate to their significance. Consequently, I do not consider the character and appearance of the CA would be preserved or enhanced.”

The Cliddesden conservation area assessment makes reference to the linear pattern of development :

“Later development of the village included a series of fifteen pairs of semi-detached houses on the north-west side of Farleigh Road. Wallis and Steevens constructed the distinctive linear group as workers cottages in two stages from approximately 1903 to approximately 1912”

“On the north-west side of Farleigh Road, is a planned linear development of semi-detached houses built by Wallis and Steevens in 1903. The original fifteen pairs of houses in the Southlea development survive, as does their distinctive arrangement in well spaced plots”

“To the north of the pond, the character of Farleigh Road is very different from the leafy lane like quality to the south. It is characterised by a tighter arrangement of buildings and wider, more open appearance. An important part of this change in character is derived from the straight line of the road with buildings set well back from the roadside along the western side, and the open land rising behind the buildings on both sides”

The CAA also makes reference to a number of important views of the streetscape which result from the linear pattern of development, for example:

“Situated directly opposite the former Rectory and its grounds are a row of listed cottages with continuous thatched roof. Rectory Row (Nos 1, 2 and 3) is the taller and older (16th century) of

the two sections and has an exposed frame with decorative brick infill and a prominent series of projecting canted bays. The thatched roof is hipped with a long catslide to the rear and is only interrupted by a large central chimneystack. Adjoining to the south is a later 17th century addition (Nos 4, 5 and 6) of two storeys and lower thatched roof. The building has a less conspicuous appearance having a simple rendered front elevation. The linear form of the buildings is most notable in views northwards along Farleigh Road, and, particularly highlights the sweeping line of the roof slopes”

The In the book: Victoria History of Hampshire Cliddesden, Hatch and Farleigh Wallop (, (Deveson and Lane)

Mention is made of linear development,

Cliddesden Village developed mainly in a linear form along the road from Basingstoke to Preston Candover”

(Pp 16)

The center of the village and conservation area are not the only areas where linear development has played an important part in defining the character of Cliddesden.

The Cliddesden Village Design Statement (adopted by B&DBC in 2004) makes reference to the linear development along Station Road, Woods Lane and Hackwood Lane.

“At the beginning of the 20th Century Wallis and Steevens, a Basingstoke agricultural engineering firm, built a row of two-up/two-down semi-detached houses in large plots along Southlea to house their workers. Construction of the Basingstoke and Alton Light Railway meant further new houses along Station Road to house railway workers, including an imposing residence for the Station Master. Both of these developments took the boundaries of the village out in a linear fashion.”

“The next major development followed the Second World War when a number of houses were built in Woods Lane continuing the linear development. Following the tradition set by Southlea and Hackwood Lane, these houses also had enough land to allow substantial self-sufficiency in vegetables and to keep the traditional pig”.

Basingstoke and Deane Local Plan 2011 – 2029 support the maintenance of local character, through

Policy EM10, section 2 (a) and (c).

“2.All development proposals will be required to respect the local environment and amenities of neighbouring properties in accordance with the principles set out below. Development proposals will be permitted where they:

a) Positively contribute to local distinctiveness, the sense of place and the existing street scene, taking into account all relevant SPDs and community documents “

“c) Have due regard to the density, scale, layout, appearance, architectural detailing, materials and history of the surrounding area, and the relationship to neighbouring buildings, landscape features and heritage assets;”

In conclusion, for centuries, development has historically followed a linear pattern in Cliddesden. Community feedback has indicated a strong desire to preserve the character of the village. This includes new developments following linear development pattern, with a principle of “one plot deep” development. Basingstoke and Deane Policy EM10 supports local distinctiveness and layout.

Policy HD5: Linear Character

Supports: DD11 of the VAO of the Cliddesden Neighbourhood Plan Design Code DC01
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2. Design and Development

2.1 Design and Development

There is strong community support for planning policies which will help new building/development maintain the “look and feel” of the Parish. Equally, the community is seeking development which meets local needs and the emphasis is on the provision of new smaller properties. This planning policy seeks to reinforce local character and distinctiveness by identifying the key design factors which applicants need to consider when framing their proposals, and ensuring when required that applicants submit a Design and Access statement which explains how the proposals have been informed by, and respond to, the local context. Development should take into account the Cliddesden Village Design Code which provides a descriptive framework of the distinctive features that have shaped the village in the past and are seen as important today.

The issue of suitability is important if the needs of the community are to be met. For example, development to meet the needs of young people should be affordable in a local context. In contrast, accommodation for older owner-occupiers wishing to downsize should meet their anticipated needs for smaller properties which may include easier access throughout, room sizes that will allow space for treasured furniture and possessions, and manageable small gardens or shared community space.

The design of new developments has often not been sensitive to the character of the area. There is a need to ensure that new development is of high quality and small scale and reflects the rural character of the area.

Sources:

Question 5 of the 2019 Questionnaire which asked: *“What principles should influence the design of any new residential developments”*.

Responses indicated:

94% agree or strongly agree to: *“ensuring a rural feel to developments”*.

87% agree or strongly agree to: *“be small scale and incremental in nature, rather than large scale development”*.

89% agree or strongly agree to: *“be proportionate to scale, layout and character of surrounding buildings”*.

86% agree or strongly agree to: *“should not backfill, by using existing housing gardens”*.

63% agree or strongly agree to: *“be linear in form (as opposed to clustered).”*

The Basingstoke and Deane Landscape, Biodiversity and Trees Supplementary Planning Document Appendix 4.1 Section 5, describes the Chalk and Clay Downs that include Cliddesden: *“Recent development has largely taken the form of detached housing built around cul-de-sac. The developments have tended to ignore the traditional building materials, styles and layouts in the area, and in some cases have detracted from the character of the settlements.”*

The village Design Statement, adopted by B&DBC in 2004 also provides multiple examples of how sympathetic development should be undertaken.

Question 6.1A, 6.1C and D of the 2020 Issues and Options Questionnaire showed that 98.3%, 98.9% and 100% of respondents voted for a policy that required developments to be high quality and small scale and reflect the rural character of the area.

Policy DD1: Design and Development

Supports: DD11 of the VAO of the Cliddesden Neighbourhood Plan
 Design Code DC01,2,3,5,6,7
 BDBC Local Plan EM10
 BDBC Housing SPD
 NPPF Para124
 Light pollution Policy in CNP

2.2 Sustainable Design

The current Basingstoke and Deane Local Plan actively encourages the inclusion of energy conservation measures into all new housing developments. This approach is supported by the residents of Cliddesden.

Source:

Question 6.3A of the 2020 Issues and Options Questionnaire showed that 100% of respondents voted for a policy that requires developments to include energy saving measures and minimise carbon footprint and carbon emissions. Proposals will be expected to make efficient use of natural resources (including water), making the most of natural resources to reduce vulnerability to climate change impacts in the long term.

DD2 Sustainability and Climate Change

Supports: DD13 of the VAO of the Cliddesden Neighbourhood Plan
BDBC Local Plan SD 1 and EM 9

2.3 Flood Management

Flooding is a major problem in the centre of Cliddesden. Cliddesden sits in a valley and suffers from run off of surface water from the surrounding hills. All of this water arrives at the village pond in the centre of the village and at peak times the overflow from the pond cannot cope. There is a considerable worry from residents that any further development will only worsen the situation

Source:

Question 4.6A of the 2020 Issues and Options Questionnaire showed that 98.3% of respondents voted for a policy that the Parish council will work with appropriate bodies to find ways to address problems of flooding in the village.

Flooding is a problem within the village as shown by the flood in August 2020 which resulted in the pond overflowing and flooding adjacent houses. The pond has now been included in the "Operation Resilience Scheme of Hampshire County Council,

Policy DD3: Flood Risk

Supports: DD13 of the VAO of the Cliddesden Neighbourhood Plan
BDBC Local Plan EM 7
NPPF Para 155