Draft Island Planning Strategy

Section 7: Housing



- 7.1 The policies in this section are designed to support the delivery of housing that is needed on the Island. To provide certainty to residents and the development sector, land is allocated for housing and the expectations for each allocated site are clearly set out in sites allocated for housing, key priority sites and housing development general requirements. Windfall sites and infill development opportunities are subject to design considerations and should have a positive impact on the character of the area, infill opportunities outside settlement boundaries.
- 7.2 Ensuring the delivery of affordable housing for Island residents is challenging, reflected in the low levels of affordable housing delivery in the last few years. Delivery of affordable housing is therefore a priority of this plan. The council has set out its requirements in policy **delivering affordable housing**, and this approach is further strengthened and supported by rural and First Homes exception sites being delivered (rural and First Homes exceptions sites).
- 7.3 The types and tenures of housing are really important on the Island too, so policy ensuring the right mix of housing establishes development mix requirements for both private and different types of affordable dwellings. Alternative methods of delivery through self and custom build can also contribute to achieving this (self and custom build). As required, the provision of sites for Gypsy, traveller and travelling showpeople is covered through planning for gypsy, traveller and travelling showpeople provision.

Delivering the housing we need

H1

Planning for housing delivery

The council is planning for 7,290 net additional dwellings over the plan period (2023 to 2038), at average of 486 dwellings per year.

The supply of new homes will come from the following sources:

From large sites with planning permission: 1,083 dwellings

From sites allocated in policy H2: 4,707 dwellings

From windfall sites (windfall sites are dwellings delivered on sites with a net gain of less than 10 dwellings and the council believes at least 100 dwellings per year will be delivered on such sites):

1,500 dwellings

Total: 7,290 dwellings

To achieve the above the council will:

 seek to ensure sites with planning permissions are delivered in a timely manner (see policy G5);

- **b** allocate sites to deliver housing (see policy H2);
- **c** support sustainable development proposals within existing settlements that optimise the use of previously developed land (see policy H9);
- **d** support rural and First Homes exception sites that meet locally identified housing needs (H7).
- 7.4 This policy seeks to provide certainty on housing delivery across the island by setting out the overarching housing delivery approach and sources of supply, with more detailed policies contained elsewhere in the Island Planning Strategy (IPS).
- 7.5 The council recognises its objectively assessed housing need figure based on the nationally prescribed standard methodology but believes it is undeliverable by the island housing market, as set out in evidence papers supporting the local plan. The plan therefore identifies a more island realistic housing requirement of 486 dwellings per annum which it believes is at the upper limits of what is deliverable by the island housing market across the whole Plan period.
- 7.6 In line with the NPPF, the development of 7,290 dwellings is not a 'target to aim for' or a ceiling on development, rather the plan still allows for other sites to come forward providing they adhere to the policies and represent sustainable development. This also means that additional housing can come forward if mechanisms for increasing delivery are found over the Plan period, including significant public sector intervention.

7.7 An indicative trajectory of the overall supply of housing that is expected to come forward is set out in Table 7.1 The table indicates that Years one to five of the plan are likely to have a sufficient supply of sites totalling 3,036 units, at an average of 606 dwellings per annum. Using the local plan housing number of 486 dwellings per annum, the five-year requirement is 2,430 dwellings, meaning a 25 per cent buffer is included within the delivery trajectory for years one to five of the plan period.

Table 7.1 – Island Planning Strategy Indicative Housing Trajectory

Source of supply	Year 1	Year 2	Year 3	Year 4	Year 5	Years 6-10	Years 11-15	Total
Large sites with permission	209	70	55	90	97	305	285	1,083
Allocated sites	328	420	465	429	373	1,862	830	4,707
Windfall	100	100	100	100	100	500	500	1,500
Total	637	590	620	619	570	2,742	1,512	7,290

- 7.8 Appendix 5 includes further details on the indicative housing trajectory of the plan that demonstrates there will be a spread of development coming forward across the island throughout the plan period. There is a mix of size and location of the proposed allocations and existing permissions with the focus of growth on the primary settlements of Newport, Ryde and Cowes.
- 7.9 To ensure housing allocations come forward in a timely manner to help meet the requirements of the housing delivery test, address housing needs and to maintain a five year land supply of deliverable sites, the council will actively work with landowners and developers to establish the likely phasing and delivery of sites.
- 'Windfall' sites (those with a net gain of less than 10 dwellings) have been factored into the council's housing supply. These are sites considered too small for allocation, but they have been a consistent source of supply within the island housing market for many years. In the four years from 2016/17 to 2019/20, completions on sites between five and nine dwellings totalled 108 dwellings, or 27 per annum, while completions from sites of four dwellings or less in the same period totalled 394 dwellings, or 99 per annum. The council has taken a conservative approach of including 100dpa from windfall sites, which represents 80 per cent of the recent supply from these sites that provide a realistic and robust source of supply.
- 7.11 Some windfall sites may have been identified as suitable in the council's strategic housing land availability assessment (SHLAA), appear on Part one of the brownfield register, have been put forward as part of the council's call for brownfield sites exercise or proposed for allocation in the last version of the draft IPS. However due to their small size, existing use or a requirement for further information and assessment to understand on-site aspects that may constrain delivery, these sites would be expected to come forward as windfall in line with policies G2, H7 and/or H9.

- 7.12 Other development proposals may come forward and be acceptable subject to conformity with the policies within the IPS. Pre-application advice should be sought in these instances in particular where sites are for major development schemes. Applications should be submitted with all relevant details and having undertaken any relevant studies or investigations.
- **7.13** The council will monitor the outcomes of the policy through the following two annual reports:
 - 1 the authority monitoring report (AMR). This will record permissions granted as well as developments under construction; and
 - 2 the five-year land supply report. This will set out what sites are considered to be suitable and deliverable in a five-year period.
 - **3** Performance against the housing delivery test.
- 7.14 With any planning process it is necessary to include a degree of flexibility to allow for unexpected events such as significant increases in demand or delay in sites coming forward. The plan contains several forms of flexibility to allow for this. Firstly, while there is an allowance for windfall developments within our housing supply, this is not 'capped', and the council is aware from its SHLAA and brownfield capacity work that additional land could come forward. Windfall sites provide the most likely a source of additional dwellings should demand exceed the capacity of the allocations and planning permissions. Secondly, the capacity of the allocated sites has been calculated based on a conservative density estimate with the potential for future planning applications to exceed the indicative numbers provided.
- 7.15 The council recognises that the housing number set out in the policy is not a target to aim for but is reflective of historic delivery patterns on the island. Indeed the plan includes specific review triggers in section 10 that would generate a re-assessment of policy H1 should delivery on the island exceed the housing number for at least three consecutive years. Therefore, meeting the annual requirement set out in the policy will not in itself be a reason for refusing a planning application. Decisions will be taken on their merits and considering local circumstances, including longer term housing needs and affordability in an area.

- The environment and unique island characteristics are celebrated.
- Outstanding digital and transport connectivity.
- The Isle of Wight is a leading UK visitor destination.
- Businesses have the confidence to invest.
- People have a place to call home and can live with independence.
- Vulnerable people are supported and protected.

Sites allocated for housing

H2

Sites allocated for housing

The sites listed in appendix 1, and shown on the policies map, are allocated for residential or residential-led mixed use development. Proposals for these sites should demonstrate how they will deliver an appropriately phased development in accordance with:

- a site-specific allocation policy KPS1 and KPS2;
- **b** the generic allocation requirements set out in policy H3; and
- c the specific allocation requirements set out in appendix 2, where relevant; and
- **d** all other relevant policy requirements set out in this plan.

The yield identified in appendix 1 is for indicative purposes only and the final number of homes or other development provided will be determined through the planning application process.

Proposals will not be permitted where the infrastructure required to serve the development is either not readily available or will not be provided alongside the development.

Where it can be demonstrated that the council does not have a five-year supply of land for housing against the requirements of policy H1, additional housing sites may be supported where the following criteria are met:

- 1 The yield of the proposal is relative to the demonstrated shortfall in 5-year housing land supply.
- **2** The site is sustainably located in close proximity to services, facilities and public transport links.
- **3** The proposal is sensitively designed in relation to the character of its location and any surrounding development.
- **4** The proposal meets all other relevant policy requirements set out in this plan.
- 5 The proposal includes a clear delivery timetable that will be secured via planning condition or legal agreement clause (see policy G5) demonstrating that the homes will be delivered to help address the identified five-year housing land supply shortfall.
- 7.16 This policy seeks to encourage delivery of housing across the Island by setting out those sites that are suitable for residential and other development. The allocation of these sites should provide greater certainty to enable developers and other stakeholders to bring development proposals forward across the plan period thereby increasing the rate of housing delivery.

- 7.17 A wide variety of sites is proposed for allocation in this plan, comprising of larger and smaller development sites which are primarily on previously developed land, others on greenfield land or a mix of both. All site allocations are set out in appendix 1 together with indicative site capacities. Two key priority sites Camp Hill and Newport Harbour have the potential to deliver transformational development on brownfield land across a significant proportion of the plan period and therefore have their own site-specific policies to guide development proposals.
- 7.18 Most sites have been submitted and assessed through the strategic housing land availability assessment and are assessed as suitable, available and achievable at some point in the plan period. By allocating a range of types and size of sites they will come forward and be delivered in a way that helps meet the housing requirement figure.
- 7.19 It is important that the council is able to act to make sure allocated and consented land is available. The allocations as set out in policy H2 sites allocated for housing, have been assessed for achievability and suitability and it is anticipated that these sites will come forward in a timely manner. The council will work with landowners, developers and other relevant stakeholders to monitor the achievement of these allocations and any associated trajectory and will act to bring sites forward if necessary.
- 7.20 Where a proposal is being developed for an allocated site, applicants are expected to refer specifically to policies H2, KPS1, KPS2, H3 and appendices 1 and 2, and submit applications considering the relevant policy requirements as well as incorporating any other IPS requirements where applicable.
- 7.21 No specific timeline has been provided within the policy for the allocations, but it is expected that delivery will be phased and consider any nearby proposals where relevant. Sites should be started and completed within the timeframe of any planning permission in line with policy G5.
- 7.22 Given the historic rate of delivery of housing on the island set against the nationally prescribed standard methodology, it is possible that there may be a shortfall in the five-year supply of available housing land in the early years of the plan period should certain sites be delayed or come forward at different rates of delivery. In this situation, the policy sets out the approach of the council to addressing that issue. The approach is underpinned by the sustainable development principles of national and local policy and would allow a direct, targeted and controlled response to any identified shortfall.
- 7.23 In exceptional circumstances, where fully justified, planning permission may be granted for major residential sites that currently have planning consent that is due to expire but have not yet come forward for delivery.

People have a place to call home and can live with independence.

Key priority sites

KPS1

Key priority site 1: HA39 Camp Hill

A mix of brownfield and greenfield land at the former HMP Camp Hill as shown on the policies map is allocated for sustainable high-quality mixed-use development, resilient to climate change and which shall provide delivery of all of the following:

- 1 At least 1,200 homes providing at least 35% affordable housing and a mix of housing sizes in line with H5 & H8.
- 2 Approximately two hectares of serviced employment land for office, general industrial or storage and distribution uses (class E and B2/B8 uses) as appropriate to the site and its wider context, ensuring that there is a mix of unit sizes. Support will also be given to other employment generating uses provided they are compatible with the immediate surroundings and do not conflict with town centre uses.
- **3** Community use floorspace (class E uses).
- 4 An improved road network to allow ease of movement to and through the site.
- **5** Public transport improvements.
- **6** Multi-user links to the existing sustainable transport network and the wider area.
- **7** A mix of on-site SANGs, open and recreation space and improvements to Parkhurst Forest as a recreational space.
- **8** Landscape buffers to the ancient woodland and SINC.
- **9** A site wide district heating system to which all development will connect, with preference given to using heat from the Forest Road energy from waste facility, subject to viability.

In order to address sustainable development issues, the site should be developed in accordance with a whole site masterplan prepared by the developer/landowner in conjunction with the local community and agreed by the Isle of Wight Council. The masterplan should ensure that:

- **a** the design and layout accords with the National Model Design Code, relates positively to the surrounding area and does not have an adverse impact on the amenity of surrounding properties;
- **b** existing trees and hedgerows on the site are maintained and enhanced wherever possible and management put in place to support their future retention and maintenance;
- c opportunities for connections into and from Parkhurst Forest are fully explored together with working with the Forestry Commission on other joint ventures where there is a benefit for new and existing residents, for example through contributing to improvements to the existing recreational function of Parkhurst Forest;
- **d** there is adequate provision for surface water run-off and due consideration of flood risk elsewhere;

- e good links to the wider footpath and cycle network are provided,
- f highway improvements necessary for the development to go ahead are delivered;
- **g** the development is appropriately phased alongside required infrastructure. Proposals will not be permitted where they prevent a comprehensive approach to the delivery of development and infrastructure across the whole site and the surrounding sites allocated for development.
- **h** the development utilises the heritage assets on the site to reinforce the cultural connections between the site and its surroundings. Ensuring a sustainable future for the Camp Hill Prison buildings is encouraged.

Archaeological, historic and biodiversity assessments must be undertaken to record findings where relevant and to assess relevant impacts and provide mitigation where appropriate.

- 7.24 Land at the former HMP Camp Hill is key priority site for the council that has the potential to deliver transformational development that meets island needs across a significant proportion of the plan period. The site is a mixture of brownfield and greenfield land of approximately 99 hectares. It lies within the existing built up area of Newport close to community facilities, shops, schools, employment areas and the transport network. It should be able to deliver at least 1,200 homes through a mixture of new development and adaptation and refurbishment of the former prison buildings. A master plan for the whole area that aligns with the national model design code and any subsequent local design guidance will be agreed by the council to guide the phasing and delivery of this site.
- 7.25 The site should accommodate a mix of housing tenures, types and sizes, reflecting the requirements of policy H5 and the mixes of market and affordable housing set out in policy H8. As the site will be delivered over a number of years, it is expected that a phased approach will be taken and any permissions granted should include sufficient flexibility in phasing plans and legal agreements to allow updated housing need evidence to inform the mix of future phases.
- 7.26 A network of long term public on-site SANGs, open and recreation space will serve the new development and benefit the wider community. Provision should be made for the long term management of the open space. The proximity of Parkhurst Forest provides opportunities for public access and enjoyment of this woodland to the north and west. This area is important for its wildlife and landscape value and provision should be made to ensure the long-term management of the woodland by the Forestry Commission is not prejudiced by the development. Opportunities to contribute to improving the recreational offer and facilities within Parkhurst Forest should be explored. The existing hedgerows surrounding and within parts of the site are important local features which should be maintained and incorporated into the layout of the site. Any loss of hedgerow will require mitigation such as the planting of new hedges.

- 7.27 Around two hectares of serviced mixed employment land should be included appropriate to a residential area. This could be delivered in a single area of the site or be split up across phases to allow the commercial floorspace delivered to respond to market trends across the plan period. The main vehicular access will improve the existing road network on the site and footpath and cycle links must be provided to the existing sustainable transport network and the surrounding area.
- **7.28** On and off-site provision and contributions to community infrastructure, including education provision, will be sought in line with policy G4 and secured through a section 106 legal agreement.

- · Outstanding digital and transport connectivity.
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KPS2

Key priority site 2: HA44 Newport Harbour

Previously developed land at Newport Harbour as shown on the policies map is allocated to deliver a sustainable high-quality mixed-use development, resilient to climate change and responding positively to the harbour's character. The development shall provide delivery of:

- **a** at least 250 homes providing a minimum of 35 per cent affordable housing and a mix of unit sizes in line with H5 and H8;
- **b** serviced employment land for office, general industrial or storage and distribution uses including marine uses providing they are compatible and appropriate to the site and its wider context, ensuring that there is also a mix of unit sizes;
- c flexible retail, financial and professional services, food and drink floorspace (class E);
- **d** community/education use floorspace (class E);
- e on site open/recreation space;
- **f** multi-user links to the existing sustainable transport network and wider area;
- **g** public transport improvements as required;
- **h** public realm improvements including improved access to the waterfront; and
- i A site wide district heating system or other decentralised energy scheme to which all developments will connect, subject to viability.

In order to address sustainable development issues, the site should be developed in accordance with the masterplan prepared by the Isle of Wight Council in conjunction with the local community. The masterplan will ensure that:

- **a** the design and layout relate positively to the area and does not have an adverse impact on the amenity of surrounding properties or businesses;
- **b** the on-site open space is provided together with management put in place to support its future retention and maintenance.
- **c** there is adequate provision for surface water run-off and due consideration of flood risk taking into account the council's SFRA level 2 fact sheet;
- **d** good links to the wider footpath and cycle network are provided;
- **e** the development will deliver highway improvements necessary for the development to go ahead;
- **f** the development is appropriately phased alongside the required infrastructure. It is expected that the site will be comprehensively masterplanned and delivered in phases given the existing uses and occupiers.

Archaeological, historic, biodiversity and watercourse assessments must be undertaken to record findings where relevant and to assess relevant impacts and provide mitigation where appropriate.

Proposals should demonstrate that the level of retail and leisure uses within any scheme or phase of the scheme will not have an unacceptable impact on the town centre.

- 7.29 Land at Newport Harbour is primarily a previously developed site of approximately 2.5 hectares. The land is in public sector ownership and lies within the existing built up area adjacent to the harbour, town centre, community facilities, shops, schools, employment areas and the transport network. Newport Harbour may act as a catalyst and provide an excellent opportunity for the council to work with other public sector partners (including the police, the fire authority, the CCG and Homes England) to bring forward additional high-quality, sustainable mixed-use development on public sector land within the town centre.
- 7.30 The site allocated incorporates the area covered by the recently approved Newport Harbour masterplan (Isle of Wight Council, 2020) and will work positively with enhancements being brought forward in the Newport heritage action zone area. It would provide sustainable homes in an accessible location and provide additional footfall to help support existing and new town centre businesses, rejuvenating the town centre, and promoting a more vibrant night-time economy.
- 7.31 The site should accommodate a mix of housing tenures, types and sizes, reflecting the requirements of policy H5 and the mixes of market and affordable housing set out in policy H8. As the site will be delivered over a number of years, it is expected that a phased approach will be taken, and any permissions granted should include sufficient flexibility in phasing plans and legal agreements to allow updated housing need evidence to inform the mix of future phases.
- 7.32 The site provides an attractive harbour and water side environment, that is well served by transport infrastructure and services. It is an opportunity to create a more positive relationship with the existing development and the adjoining open spaces, including Seaclose Park. A detailed master plan for the site will be agreed by the council to guide phasing and design. Working with other stakeholders, opportunities may be explored to seek to establish whether additional regeneration could be unlocked to further enhance the county town, including through any improvements to sustainable transport corridors.
- 7.33 A network of on-site public open and recreation space will serve the new development and benefit the wider community. Provision should be made for the long-term management of the open space. The site should make best use of its key asset, being a waterside town centre location. Design should ensure re-engagement with the river and waterside, providing improved water access and more sympathetic treatment of riverbanks to improve biodiversity, flood resilience and visual amenity. Improvements in the public realm will have positive impacts on the local economy and the desirability to both live and work in a place that is one of the most sustainable locations on the island for access to all forms of transport, shops and services and employment opportunities.
- 7.34 Serviced mixed employment land should be included with a focus on smaller units providing flexible accommodation to support growing businesses. Vehicular access and movement should be carefully managed to ensure that improvements to footpath and cycle links within the through the site take priority to enhance the existing sustainable transport network and the surrounding area.

7.35 On and off-site provision and contributions to community infrastructure will be sought in line with policy G4 and secured through a section 106 legal agreement.

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Housing development general requirements

H3

Housing development general requirements

All sites delivering residential or housing-led mixed-use development will be of sustainable, high quality design, taking account of the context, setting, character and local vernacular in accordance with the relevant policies of this plan, and provide:

- **a** an appropriate mix of dwelling types and sizes;
- **b** improvements to the highway infrastructure as required;
- **c** improved access to public transport;
- **d** biodiversity net gain of at least 10 per cent, including appropriately sized buffers around rivers or other watercourse corridors, which should be incorporated into the design of the development as green corridors and natural open space;
- **e** safe vehicle and pedestrian access, preserving hedgerows wherever possible where they form roadside boundaries;
- **f** new or extensions to footpaths or pavements, when relevant these shall be designed to take account of pedestrian safety, pedestrian and vehicular intervisibility and incorporate any natural features;
- **g** appropriate landscape buffers and management plans, especially when sites are located on the edge of the area with fields adjacent; and
- **h** appropriate incorporation of ancient, veteran or other protected trees or ancient hedgerows into the design and layout of the development.

Furthermore, sites for 10 or more dwellings will also be expected to deliver:

- **a** affordable housing in line with H5;
- **b** onsite play and open space or contribution towards a nearby facility as required;
- **c** a contribution, if required, towards children's services facilities;
- **d** proportionate contributions to improvements to off-site junctions identified in Tables 9.1 and 9.2, if required.

Sites of 75 or more dwellings will be expected to provide any suitable alternative natural greenspace (SANG) in line with EV3 and EV6.

Where there are two or more sites in close proximity the council will work with the developer to ensure that they are phased so as to not prejudice the delivery or viability of nearby or adjacent sites.

7.36 This policy seeks to ensure all housing sites are delivered as sustainable high-quality developments that provide housing and other aspects to meet the needs across the Island. The general requirements as set out have been developed through consultation with officers and specialists including evidence documents and are considered appropriate. Each allocated site has been considered individually. Applicants will be expected to submit applications taking into account the above policy and other Plan policies where relevant.

- **7.37** Additional site-specific requirements are set out in appendix 2 and these have been identified where:
 - a site is large and has the potential to develop a number of houses and other aspects;
 - **b** there may be more than one landowner and a more specific approach is required to ensure the site is delivered in a comprehensive manner;
 - **c** here is a feature, constraint and/or unique characteristics that require a specific policy approach.
- 7.38 Any application submitted will be determined against the above policy, the development plan as a whole and any other material considerations. The council's approach towards developer contributions and viability are set out in policies 'Developer Contributions' and 'Managing Viability' respectively.
- 7.39 Applicants will be expected to undertake appropriate surveys and/or site investigations as required taking account of the site's specific characteristics. These will be expected to be undertaken in advance of and submitted with an application. Appropriate liaison with council officers and specialists is expected where relevant.

Provision of suitable alternative natural green space (SANGs) for larger sites

7.40 In partnership with Natural England and others it has been determined that development could have an in-combination likely significant effect on the nearby protected sites. The impacts are highest from developments within 5.6km of the SPA. It is therefore essential that mitigation is secured to make such developments permissible. As such larger sites (75 or more dwellings) may be required to deliver SANGs in line with Policy EV6 – protecting and providing green and open spaces'.

Phased delivery

- 7.41 In some cases, there will be two or more sites of a similar size in close proximity. This could have an impact on the viability of sites, even in the larger towns of Newport and Ryde, given the restricted housing delivery market on the island. The impact may be more significant in some of the smaller settlements if sites were to be developed at the same time. Consequently, where two or more sites are located adjacent or in close proximity, the council will expect that sites will be phased so as not to prejudice the delivery of the adjacent or nearby sites.
- 7.42 'Close' for the purpose of this policy and the settlements this may affect, is defined as adjacent to, or up to and within one mile.

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Infill opportunities

H4

Infill opportunities outside settlement boundaries

Housing outside the settlement boundaries will be supported where it would be infilling a small gap in a row of houses, or an otherwise built-up frontage. Development proposals will need to demonstrate that:

- **a** they would not unduly damage the amenity of neighbouring properties and the prevailing character of the surrounding area;
- **b** the layout would respect the density/ size of surrounding plots;
- **c** the size of the development is generally between one and three dwellings.

Any proposal which fails to respect the character of the area or would result in the loss of an important area of open space will be refused.

- 7.43 There will be circumstances across the Island where existing settlements and villages could accommodate additional housing without having an impact on the character of the area. Such sites may be designated in neighbourhood plans.
- 7.44 Infill sites are a small gap in an otherwise built-up frontage. Such sites should have a proper means of access, adequate parking and not have a detrimental effect on the amenities of adjoining residential properties in terms of loss of light, loss of privacy or disturbance.
- 7.45 In smaller housing areas it can help support the sustainability of the settlement to allow for small increases within the existing built up area. As such it is considered appropriate to see these areas bought forward for housing, providing they do not impact on the spatial characteristic of the area.
- 7.46 Any proposal for infill development must respect the character of properties in the immediate area in terms of height, scale, mass, design, appearance and materials. The nature of these developments is generally between one to three units and as such could also present good opportunities for self-build or smaller local builders.

This policy links to the following IPS objectives and key priorities:

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Delivering affordable housing

H5

Delivering affordable housing

To contribute to meeting the Island's housing needs, the council will require development proposals for a net gain of 10 or more dwellings to provide at least 35 per cent affordable housing. On such sites at least 25 per cent of the affordable homes provided must be available as 'First Homes' (First Homes are homes available to buy for qualifying first time buyers but with a minimum discount of 30 per cent below their full market value. The council has the ability to prioritise these homes for local people and/or key workers and increase the discount from market value based on local affordability, therefore will require a minimum discount of 40 per cent from market value on these homes).

Affordable housing should be provided on-site. Only in exceptional circumstances will affordable housing be considered through off site provision or financial contributions, or by a combination of the two.

For development proposals resulting in a net gain of up to nine dwellings within the AONB, the council will collect financial contributions towards affordable housing.

All financial contributions towards affordable housing will be collected in accordance with the relevant adopted supplementary planning document.

An informed tenure split of affordable housing will be supported, based on the most up to date available evidence but will be required to deliver 25 per cent of affordable homes secured via section 106 as First Homes, and for the remaining affordable dwellings a target mix of 70 per cent of affordable housing for rent (which are at least 40 per cent below local market rents) and 30 per cent starter homes, discounted market sales or other affordable routes to home ownership.

However affordable housing is provided, it should ensure that it remains affordable in perpetuity, with the exception of the provisions through right to buy.

- 7.47 This policy enshrines the requirements for affordable housing within new development, and forms part of a council-wide package of measures designed to improve the delivery of affordable housing especially where it is needed the most. The council has a key role in facilitating the delivery of affordable housing on the Island, where there is a real need for such housing and there have been historic problems in achieving its delivery. Work has shown for a typical dwelling to be affordable on the Island it needs to be around 60 per cent of market value. The existing lack of delivery can partly be addressed through successful implementation of the local plan policies but will also depend on aligning the regeneration strategy and housing strategy, and through positive action and development through the council's local housing company.
- 7.48 The planning practice guidance describes affordable housing need as being an estimate of "the number of households and projected households who lack their own housing or live in unsuitable housing and who cannot afford to meet their housing needs in the market". Affordable housing need within the council's 2018 housing needs assessment (HNA) falls within two areas: current need (those on the housing register) and newly arising need; this being split into newly forming households and existing housing holds falling into need. As the local plan is planning for an 'island realistic' housing number, the focus of affordable housing provision will be centred on those currently in need.
- 7.49 The HNA identifies that 242 dwellings per annum should be provided to meet the affordable housing need on the island, based on an overall housing need of 641 dwellings per year (the standard methodology number at the time of the HNA being undertaken). As the local plan includes an 'island realistic' housing number of a minimum of 486 dwellings per annum, using a basic application of the 35 per cent affordable housing requirement from qualifying sites (i.e. non-windfall), this could see 135 affordable units per annum delivered. This would represent a significant increase from recent affordable housing delivery on the island and part of the balance in establishing the island realistic housing number for the local plan includes the requirement to boost the number of affordable homes with a constrained delivery market.
- 7.50 The council's annual monitoring report 2019/20 identified that six affordable housing units, as defined in the NPPF, were delivered. For 2018/19 none were delivered, in 2017/18 it was 18 units, 2016/17 it was 34 and 35 in the monitoring year 2015/16. These figures crystallise the acute affordable housing provision issue on the island and the council need to ensure that schemes that can provide for or contribute to this target do so. This provides a further reason why sites of less than 10 units (that would make no contribution of affordable homes) have not been taken forward for allocation, however, could still come forward under other policies (for example G2, H7 and H9).
- 7.51 The HNA and local housing needs surveys identify that there is a requirement for a range of tenure types within different areas of the Island. These documents will be used as a starting point in helping to determine any planning application for residential development to ensure the mix of general market housing and affordable housing contributes to meeting identified needs. The council will work to provide up to date information on area based affordable housing tenure needs in a supplementary planning document (SPD) that will be updated on a regular basis. Applications will be expected to align with the latest version of this SPD at the time of submission of a valid application.

- 7.52 Proposals that can deliver more than the 35 per cent requirement as set out in H5 will be welcomed. The council recognises that national policy expects affordable housing to be delivered on-site and H5 aligns with this. However, due to the lack of delivery of affordable housing on the Island over a sustained period of time, the council considers that in exceptional circumstances a more flexible approach towards the delivery of affordable housing may be required. Such an approach reflects the challenges of viability for development on the Island, the changes towards government subsidy for affordable housing and the needs of Island residents that are not currently being met.
- 7.53 If a developer is unable to provide the required 35 per cent affordable housing provision on-site the council will require an open-book assessment of the development viability to demonstrate what level of affordable housing is viable for the site, or whether the required level could be required off-site. Where an independent open-book viability assessment is required, this will be funded by the developer and made available to the public, as it would form a key part of the determination process. The cost of assessing any viability assessment will be borne by the developer and the council will seek to engage the district valuer in such circumstances.
- 7.54 A contribution will be required towards the delivery of affordable housing to be provided with AONBs, which fall within the definition of designated rural areas, in accordance with the council's affordable housing supplementary planning document.
- 7.55 The council will consider proposals which seek to bring forward innovative ways of delivering affordable housing and a mix of tenures including affordable rented, social rented and low-cost home ownership.
- 7.56 In rural communities across the Island houses prices are often not affordable for young people living within them. As a result, people could be forced to leave the area they have grown up in to find accommodation that they can afford. This can impact on the community cohesion but also the age range of residents. Rural and first home exception sites (policy H7) are a means of providing affordable housing to meet identified local needs, helping to sustain the community and allow people to have greater choice in where they live.

- All young people will have the best start in life so that they can fulfil their potential.
- The community feels safe and the Island is resilient.
- People take responsibility for their own health and wellbeing.
- People have a place to call home and can live with independence.
- Vulnerable people are supported and protected.

Housing in the countryside

H6

Housing in the countryside

Isolated dwellings in the countryside will only be supported where they:

- **a** meet a proven essential need for a rural worker to live permanently at or near their place of work;
- **b** provide a replacement dwelling, an extension to an existing dwelling or subdivision of an existing residential dwelling;
- **c** reuse a redundant, structurally sound building appropriate for this use which enhances its setting;
- **d** secure the optimal use of a heritage asset or would be appropriate sympathetic enabling development to secure the future of the heritage asset,

Proposals within the AONB will also need to demonstrate how they conserve and enhance the natural beauty of the area.

7.57 New isolated dwellings in the countryside intended for rural workers should meet a clearly established existing functional need and be for a full-time worker who is primarily employed in rural employment. The unit and the rural employment activity should have been established for at least three years and be financially sound, with a clear prospect of remaining so. Proposals will be expected to demonstrate that this need could not be fulfilled by another existing dwelling on the unit, or other existing accommodation in the area which is suitable and available for occupation by the workers concerned; If a new dwelling is essential to support a new farming activity, for the first three years it should be provided by a temporary dwelling unless exceptional circumstances can be demonstrated. Such dwellings will be subject to an occupancy condition.

Replacement dwellings

- 7.58 Replacement dwellings should reflect the size of the original dwelling and any features of local distinctiveness. Exceptions to this may be made where proposals are an outstanding or innovative design, appropriate to the local context. The replacement dwelling should not be materially larger than the existing dwelling. To protect existing landscape character, replacement dwellings should be located on the site of, or as near as possible to, the cleared site of the original. Exceptionally other locations may be preferable to reduce landscape impact. Replacement dwellings should consider the possibility of the existing building providing a habitat for protected wildlife.
- **7.59** A legal agreement will be required to ensure that the existing dwelling is demolished, and the site reinstated once the new dwelling is completed. Permitted development rights may be withdrawn to control further extensions that may impact on the landscape or rural character of the area.

Extensions

7.60 An extension should be in sympathy with the original building with properly matching materials and architectural components. The size, scale and form of an extension should be compatible with the existing building and its surroundings. Where a future alteration or extension could have a detrimental effect on the character of the converted building or the area, permitted development rights will be withdrawn.

Conversions

- 7.61 The conversion and re-use of an existing building offers an opportunity to retain existing buildings and put them back into beneficial use. The buildings must be suitable for conversion without substantial alteration, extension or rebuilding, and works to be undertaken should not detract from the character of the building or its setting.
- 7.62 Reuse for economic development purposes will usually be preferable but residential conversions may be appropriate in some locations and for some types of buildings. Information on the current structural condition of the building and the method of conversion to the new use will be required to assess whether it is of substantial construction, structurally sound and capable of conversion without the need for substantial extension, alteration or reconstruction.
- 7.63 In exceptional cases, a dwelling of exceptional quality in the countryside may be considered where it reflects the highest standards of architecture, can be shown to play a role in raising standards of design in the rural area and reflects the characteristics of the local area. Any proposal will be assessed on an individual basis.

Exceptions sites

H7

Rural and First Homes exception sites

Rural exception sites

To help contribute to meeting the required housing need for affordable housing across the Island, the council will support the principle of affordable housing in perpetuity to meet a local need on rural exception sites.

The council will consider a small number of market homes on a rural exceptions site, where it can be demonstrated they will facilitate the delivery of the whole scheme

First Homes exception sites

First Homes exception sites should be located adjacent to an existing settlement (as defined in policy G2), must be proportionate in size, not have a negative impact on any protected areas and meet any local design policies.

In line with Government policy, First Homes exception sites will not be acceptable in designated rural areas therefore would not be supported within the Area of Outstanding Natural Beauty (AONB) on the island.

- 7.64 There has been a lack of delivery of affordable housing on the Island in recent years and to help reverse this trend the council needs to think differently about how it can facilitate opportunities for affordable housing to be delivered across the island.
- 7.65 Ideally rural exception sites will provide 100 per cent affordable housing. However, it is recognised that with reduced public subsidy and the need for affordable homes on the Island there needs to be a pragmatic level of flexibility in order to provide the housing needed on the Island. Therefore, the principle of allowing a small number of market homes on rural exception sites is accepted.
- 7.66 The council does not wish to be prescriptive and set a maximum percentage for market housing in a rural exceptions policy. Instead it is considered more appropriate that the number of market homes will be determined by the site-specific circumstances, and any proposals will need to provide justification for the number of market houses proposed. This should take the form of a detailed open book financial appraisal, and the cost of assessing any viability assessment will be borne by the developer.
- 7.67 Rural exception sites are defined in national planning policy (see NPPF glossary). Key elements of this definition are that they are **small sites** used for affordable housing **in perpetuity** where sites may **not normally be used for housing**. The council will therefore consider sites that do not comply with the spatial approach of the plan.

- 7.68 For the purposes of this policy the council considers small sites to be sites with a net gain of up to 20 dwellings in total (including market housing). In circumstances where there is a significant local need and lack of supply of affordable housing, this figure could be increased. Where this is proposed the council strongly advocates the use of its pre-application advice service, to ensure that all parties are clear about the issues at the earliest possible point in the process.
- 7.69 Proposals for rural exception sites will be determined on a case-by-case basis, however the council will not compromise over the design quality of any proposed rural exception site, and that it should be appropriate in scale, character and appearance.
- 7.70 A housing needs survey carried out in 2020, together with any local housing needs surveys carried out by parish councils, help to develop a good understanding of current and future parish needs. All affordable housing in rural exception sites will be in perpetuity, and the council will secure the first and future occupation of the affordable homes to those who meet the council's local connection criteria.
- 7.71 First Homes exception sites replace 'entry level exception sites' and a small proportion of market housing and/or other affordable housing tenures will be permitted to support viability. The site size threshold from the previous entry level exception sites policy as set out in national guidance has been removed.

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- People have a place to call home and can live with independence.
- Vulnerable people are supported and protected.

Ensuring the right mix of housing

H8

Ensuring the right mix of housing

All proposals for residential development should demonstrate how they provide an appropriate mix of housing types and tenures that contribute to meeting identified needs and market demand in line with policy H5.

Development proposals for 10 or more dwellings should aim to deliver the percentage splits for housing sizes and tenures as set out below, or provide evidence to justify a different approach:

Tenure	1 bed	2 bed	3 bed	4 bed
Private	5%	35%	40%	20%
Affordable rent	50%	30%	15%	5%
Low cost home ownership	25%	45%	25%	5%

- 7.72 The recent lack of affordable housing delivery means that provision of a specific focused mix for affordable units, both for rent and low-cost ownership, is needed in policy so that the affordable provision planned for with the local plan meets as much of the highest identified needs as possible. The affordable mixes within the policy are based on the identified need of the Island housing register from the last five years. Targeting the groups hit most severely by the recent lack of overall housing delivery, the proposed policy solution is to drive as much new affordable supply in that direction as possible, resulting in a reduction in the number of people most in need. The private mix is based on the HNA and a balance of dwellings is suggested that takes account of the demand for homes and the changing demographic profile, ensuring the plan policies remain viable and deliverable.
- 7.73 Having separate housing mixes for affordable rent, low cost ownership and private housing set in policy will be a fundamental part of the local plan review process to ensure that the housing policies in the local plan remain targeted towards planning for the type of housing where need is the greatest. The affordable housing mixes will be a significant tool in helping to focus growth in areas of acute need in a restricted housing delivery market. This will be monitored carefully over the early period of the plan's implementation and it is intended that the housing mix policies will be included in the first five-year plan review milestone.
- 7.74 The policy approach is designed to ensure that the reality of the local housing markets is reflected and the risks of creating imbalanced communities and unviable developments are avoided. The council wants to provide better access to housing and is particularly aware of the need for one and two bedroom properties for affordable rents to Island residents to help meet those in most urgent need, while low-cost home ownership is focused on two and three bed properties providing smaller family housing for younger households.

- 7.75 In applying the identified housing mixes to individual development sites, regard should also be had to the nature of the development site and character of the area, any upto-date evidence of need as well as the existing mix and turnover of properties at the local level together with details of households currently on the Housing Register in the local area.
- 7.76 The housing meeds assessment concludes all dwellings should meet M4(2) standards accessible and adaptable of the Building Regulations. When considering different housing types, the council will use the Ministry of Housing, communities and local government definitions of general housing terms.

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Previously developed land

H9

New housing on previously developed land

The council will support the land use principle of residential led development schemes on all previously developed (brownfield) sites.

For previously developed land within the settlement boundaries, proposals should:

- make most efficient use of the site taking account of its urban context;
- ensure adequate external amenity space is provided for new dwellings.

For previously developed land outside the settlement boundaries, proposals should:

- seek to meet any locally identified housing need;
- ensure the scale and built form of any redevelopment reflects the scale and built form of existing buildings on site being replaced;
- where no buildings are present, ensure development does not detract from the character and setting of the area;
- include appropriate levels of new landscaping

The council will support sites currently on Part 1 of the brownfield register being brought forward for development in line with this policy.

- 7.77 The council is committed to supporting the principle of residential development on previously developed land to align with paragraphs 117 and 118 of the NPPF. While such land can provide a robust supply of dwellings, previously developed sites can also take a longer period to come forward and attract greater uncertainty, either due to the need for existing commercial operations to cease through the expiration of lease events, or due to site specific constraints such as contamination, that may be linked to previous uses.
- 7.78 While a number of previously developed sites have been allocated for residential redevelopment in policy H2, how many that will end up delivering dwellings during the plan period will not yet be known or be available.
- 7.79 The policy seeks to provide support for the principle of residential development on such sites that may assist when landowners are considering the future of their property. Since 2017, in line with legislation the council has prepared and maintained a register of previously developed land, known as 'the brownfield register', that now includes over 70 eligible sites.
- **7.80** A large number of these sites will fall under the 'windfall' allowance included in the supply of housing across the plan period due to the uncertainty over the timing of delivery. A number are also likely to deliver a yield of under 10 dwellings.
- 7.81 Previously developed land exists across the island in both urban and rural locations. In urban areas, sites should aim to deliver as many dwellings as possible, while maintaining a quality of design in line with the design policies of the plan and adhering to national minimum space standards. The provision of amenity space for dwellings will be a key consideration in the assessment of development on such sites.
- 7.82 Within rural areas, previously developed land will also be appropriate for residential development subject to the scale and built form of new dwellings being appropriate for both the character of the surrounding area and not having a greater impact than the existing / previous use of the land. Wherever possible, previously developed sites in rural areas should seek to identify and meet local housing need using up to date and locally focussed Housing Needs Surveys if they are available.

- The environment and unique island characteristics are celebrated.
- All young people will have the best start in life so that they can fulfil their potential.
- Businesses have the confidence to invest.
- People have a place to call home and can live with independence.

Self and custom build

H10

Self and custom build

The council recognises the many benefits to the Island of self and custom-built dwellings. To support this method of delivering housing, development proposals that would result in a net gain of 25 or more dwellings should include at least 5% of dwelling plots to be available for self and custom building.

These plots should be serviced, and plot sizes should meet a range of requirements.

In order to provide a coherent and flexible design approach, where 10 dwellings or more are being provided as self and custom build, a design code will be agreed between the council and developer

- 7.83 The council considers that self and custom build dwellings can have a positive impact on the island's housing supply and economy, by diversifying and speeding up the delivery of housing and supporting local development industry and related supply chains. The requirements of this policy will also contribute to the council achieving national requirements relating to self and custom build dwellings. The policy requirements will be applied to all proposals that result in a net gain of 25 or more dwellings.
- **7.84** The council uses the definition given in the Housing and Planning Act 2015 which states that self-build and custom house building are:
 - "...the building or completion by (a) individuals, (b) associations of individuals, or (c) persons working with or for individuals of houses to be occupied as homes by those individuals. But it does not include the building of a house on a plot acquired from a person who builds the house wholly or mainly to plans or specifications decided or offered by that person".
- 7.85 This definition is significant as it underlines the importance of the role that the future occupier takes. Where a developer delivers speculative units [notwithstanding a purchaser could make various choices during the construction phase (e.g. kitchen and bathrooms)] for profit, this is outside the definition. If the future occupier is involved in the full planning process it is recognisable as within the definition of self or custom build. The council, as the local planning authority, does not consider that a dwelling built by developers, or industry professionals, on land that they own (either wholly or in part) with the stated intent of being for rent, a second home or for holiday use, falls within the definition given above.

Services

- 7.86 The council considers a serviced plot to be a parcel of land with legal access to a public highway and at least water, foul and surface drainage and electricity supply available at the plot boundary. Further to this the council recognises the benefits of plots also being sold with, telecommunications services, and gas (or district heating) where available. It is anticipated that the cost of servicing a plot will be reflected in the plot value.
- 7.87 To help delivery the council recognises that the servicing of plots may be carried out in phases, with key services required for plot sale and construction (water, electricity and access) being provided before services required for occupation (such as sewerage, telecommunications and gas). Notwithstanding this, the council's preferred approach is for all services to be provided up front.
- **7.88** Where plots are not proposed to be serviced for sale, applicants should demonstrate to the council's satisfaction that legal access and servicing will be possible for potential plot purchasers, before planning permission is granted.

Plot sizes

- 7.89 The council will seek a range of plot sizes, to take account of the range of demand and affordability. This may include, for example, plots suitable for bungalows for people with limited mobility, smaller plots which provide opportunities for households seeking lower cost market housing, and larger plots suitable for properties of a scale to cater for extended families wishing to build together. Plot providers may also choose to consult with the local community and consider the immediate demand.
- 7.90 The council will be able to provide information from its self and custom build register to inform a range of plot sizes. Other sources of information such as the council's most recent housing needs assessment, local housing needs surveys and information from specialist self-build websites can be used.

This policy links to the following IPS objectives and key priorities:

- The environment and unique island characteristics are celebrated.
- A well-educated and skilled community.
- People have a place to call home and can live with independence.

Planning for Gypsy, traveller and travelling showpeople provision

H11

Planning for Gypsy, traveller and travelling showpeople provision

The council will allocate sites for transit and permanent pitches for Gypsy or Traveller use or plots for Travelling Showpeople in a development plan document, based on assessed needs.

Development proposals for such uses will be supported where they:

- **a** are sustainably located, preferably within or immediately adjacent settlement boundaries (as shown on the policies map);
- **b** are accessible to shops, schools and health facilities by public transport, on foot or by cycle and is served or capable of being served by essential utility infrastructure;
- **c** are not subject to physical constraints or other environmental issues that cannot be mitigated to an acceptable level, or that would impact upon the health, safety or general wellbeing of residents on the site;
- **d** includes adequate levels of privacy and residential amenity for site occupiers;
- **e** are or can be well integrated using landscaping, boundary treatments and screening materials which are sympathetic to the character of the area;
- **f** do not accommodate non-residential uses that would cause or result in the potential for statutory nuisance, by virtue of smell, noise or vibration, when considering neighbouring business or residents; and
- **g** are limited to those meeting the definition of Gypsies, travellers and travelling showpeople in the relevant national planning policy.

Applications for five or more pitches will be expected to be accompanied by a site management plan.

- 7.91 The council wishes to see homes for the travelling community in sustainable locations that are appropriate for such a use, and accessible to facilities and services in order to help support the everyday needs of residents on the site. The above policy establishes that the council will undertake a further `call for sites` as none have so far come forward, in order to identify suitable sites for Gypsy, traveller and travelling showpeople. The council will publish an update to the Gypsy and traveller accommodation assessment to inform the preparation of the development plan to address any identified needs. Prior to the document being adopted, the above policy will be used to assess any applications received.
- 7.92 The policy is criteria based in order to clearly assess any proposals that may come forward. The provision of pitches/plots within settlements is appropriate in principle, as for other forms of housing. Outside of settlement boundaries, proposals may be appropriate subject to the criteria contained within this policy and other policies within the IPS.

- 7.93 While sites for Gypsies and travellers pitches generally should follow similar locational criteria to the selection of housing sites for the settled community, there are specific aspects of Gypsies and travellers cultural traditions and preferences which need specific consideration, such as the preference for living in a caravan or working from home and the need to provide space suitable for both sustained periods of settled living while also facilitating a nomadic lifestyle. These factors need to be borne in mind when assessing sites.
- 7.94 The policy seeks to achieve well landscaped sites that provide residents with the accommodation they need in areas that can be well served by local facilities including education and health. In the first instance, sites will be expected to be located as close as possible to such facilities, where an alternative site is more suitable, it is expected that these facilities can be accessed using the public transport network or on foot. As such, on-site pedestrian access should be separate to vehicular access to ensure that there is no conflict between pedestrians and vehicles. Proposals should also provide safe vehicular access and adequate on-site parking.
- 7.95 It is important that site residents can enjoy good levels of privacy and residential amenity and new development should be designed to respect these aspects for both existing and new occupiers. A key issue to be addressed is the service of the site by essential utility infrastructure and this should be demonstrated in any application.
- 7.96 As with other development proposals for residential use, the impact of a specific proposal on local amenity is a key planning consideration. It is important that new development proposals make a positive contribution to both their immediate surroundings and the wider environment. Development proposals must not cause harm to the area's nature conservation interests or heritage assets.
- 7.97 Where a business use is included, evidence should be provided to show that the use will not have a detrimental impact on neighbouring land uses. Applications for five or more pitches will be expected to submit a site management plan upon application, detailing how the site will be managed for the travelling communities.
- 7.98 It is recognised that there will be a need for private provision as well as public sites. This policy enables this provision. As with other forms of residential development, where planning permission is granted, the council may use planning conditions or obligations to assist in the delivery of good quality development.
- 7.99 Any application submitted will be determined against the above policy, the development plan as a whole and any other material considerations. Evidence to demonstrate that the applicant/proposed resident of the site/pitch/plot meets the definition of Gypsies and travellers for the purposes of the planning system may be sought.
- **7.100** Conditions will be used to secure any aspects relating to the policy above where these are not clear within the application submitted and subsequently approved. For clarity and transparency, a condition restricting occupancy may be included in all permissions as well as compliance with a site management plan.

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- People have a place to call home and can live with independence.
- Vulnerable people are supported and protected.