

Winchester District Local Plan Part 1 – Joint Core Strategy

Background Paper – 1 Housing Provision, Distribution and Delivery

Supplement B – Updated Statistics (Completions and Housing Supply)

September 2012



Winchester
City Council

1. Introduction

- 1.1. Since the publication of Background Paper 1 (Housing Provision, Distribution and Delivery) some updated statistics have been produced or made available. Although these do not change the overall conclusions of the Background Paper or the strategy of the Local Plan, these figures are made available so that all parties to the examination can use the most up to date information available.
- 1.2. This Supplement to the Background Paper provides a brief update of the total housing expected from various sources, but it does not change or reproduce the methodology used to derive the figures, which was explained as necessary in the original Background Paper. It includes the 'headline' conclusions of an update of the 2011 SHLAA but it will not be possible to publish a full SHLAA update, including site-by-site details, until the end of 2012.
- 1.3. This Supplement to the Background Paper includes updated statistics and a brief commentary on their implications. The changes relate mainly to Section 6 of the Background Paper and the housing trajectories (Appendices C and D of the Background Paper). The changes have prompted some minor modifications to the Submitted Local Plan, in relation to the Housing Trajectory (new Appendix F, Modification 177) and table at paragraph 5.9 (Modification 82). The Council will publish updated/additional Modifications in due course, as necessary.

2. Completions 2011 - 2012

- 2.1. The first year of the Plan period is now complete and information for completions from April 2011 to March 2012 is available. This shows that 317 dwellings were completed in the District during this period. This compares to a projection in the Housing Trajectories of 261 dwellings. This information is included in the updated Trajectories, reproduced at Appendices A and B of this Supplement.
- 2.2. Completions on committed sites have progressed faster than had been anticipated, resulting in total completions being higher than projected. This has knock-on effects for remaining commitments, SHLAA sites and other sources, which are considered in the sections below.

3. Large Planning Permissions (excluding strategic allocations)

- 3.1. Background Paper 1 showed that, as of April 2011 there were a total of 3,655 dwellings permitted on large sites, of which 2,346 were at the West of Waterlooville allocation. The 'large planning permissions' category therefore totalled 1,309 dwellings, excluding the strategic allocations (3,655 minus 2,346 = 1,309).

- 3.2. Updating the information to April 2012 shows there are a total of 3,727 dwellings permitted on large sites, of which 2,318 are at the West of Waterlooville allocation. The 'large planning permissions' category therefore now totals 1,409 dwellings, excluding the strategic allocations (3,727 minus 2,318 = 1,409), exactly 100 dwellings higher than in 2011.

Table 1 – Large Planning Permissions (excluding strategic allocations)

Spatial Area	Dwellings permitted on large sites April 2012 / (April 2011)	Dwellings considered available April 2012 / (April 2011)¹
Winchester Town	993 (789)	991 (789)
South Hampshire Urban Areas	95 (144)	80 (144)
Market Towns and Rural Area	321 (376)	251 (306)
Winchester District	1409 (1309)	1322 (1239)

- 3.3. It can be seen that the main increase in supply has been in Winchester, due to the permission for 200 dwellings at Pitt Manor. Without this, the dwellings available on permitted sites would have remained similar to the previous year in Winchester Town and fallen in the other spatial areas.

4. Small Planning Permissions

- 4.1. Background Paper 1 showed that, as of 1 April 2011 there were a total of 205 small sites (sites of less than 10 dwellings) with planning permission, with a total capacity of 319 dwellings (paragraph 6.13 of the Background Paper erroneously referred to 318 dwellings). A 3% discount was applied to take account of potential non-implementation. With this discount these sites were estimated to yield 309 dwellings across the District.
- 4.2. Updating the information to April 2012 shows there are a total of 314 dwellings now expected on small sites with planning permission, with 304 dwellings likely to be completed after applying the 3% discount for non-implementation.

¹ Excludes dwellings considered unlikely to be completed:
 Peninsula Barracks, Winchester – 2 dwellings
 Area 2, Lady Betty's Drive, Whiteley – 15 dwellings
 Abbey Mill, Bishops Waltham – 70 dwellings

Table 2 – Small Planning Permissions

Spatial Area	Dwellings permitted on small sites (net) April 2012 / (April 2011)	Dwellings permitted on small sites (net with 3% discount) April 2012 / (April 2011)
Winchester Town	125 (125)	121 (121)
South Hampshire Urban Areas	0 (0)	0 (0)
Market Towns and Rural Area	189 (194)	183 (188)
Winchester District	314 (319)	304 (309)

- 4.3. It can be seen that the expected supply of dwellings from small sites is almost exactly the same as in the previous year.

5. Strategic Housing Land Availability Assessment (SHLAA) Sites

- 5.1. Background Paper 1 set out the number of SHLAA sites expected to deliver housing during the relevant 5-year periods. Only SHLAA sites within existing defined built-up areas are included as any sites outside existing settlement boundaries would require a change of policy for them to be brought forward and are not, therefore, currently 'available'. At April 2011 it was expected that a total of 728 dwellings would be developed on SHLAA sites over the whole Plan period.
- 5.2. Table 3 below updates the situation, to a base date of April 2012. Each 5-year period is, therefore, rolled forward one year but the original Background Paper's figures are included in brackets for comparison. Slightly more dwellings are expected from the SHLAA update sites than in the 2011 SHLAA, totalling 766 dwellings in the period April 2012 to March 2031 (compared to 728 previously expected from 2011-31).

Table 3 – Expected SHLAA Site Completions (5-year periods)

Period	Expected SHLAA Site Completions
2012 - 2017	309 (2011-16 was 195)
2017 - 2022	211 (2016-21 was 290)
2022 - 2027	206 (2021-26 was 212)
2027 - 2031	40 (2026-31 was 31)
2012-2031	766 (2011-2031 = 728)

- 5.3. It can be seen that overall the number of expected completions on SHLAA sites has increased by 40 dwellings, with a significant increase in the first 5-year period (now 2012-17). This is due a variety of reasons, such as the inclusion of new sites which Winchester City Council intend to develop through its New Homes project, the reassessment of the capacity of existing sites and confirmation from owners that their sites are available in the next five years.

6. Strategic Allocations

- 6.1. Each strategic allocation is the subject of a Background Paper (Background Papers 5, 6 and 7). The information in Background Paper 5 (North Winchester) remains up to date at the current time, pending a decision by the Secretary of State on the re-determined appeal. Should a decision be issued which requires a further response the Council will include this in its Further Submissions / Response on Issue 7. Background Paper 6 (North Whiteley) also remains current and no update is necessary
- 6.2. With regard to West of Waterlooville, development is underway and it is possible to provide an update to Table 1 of Background Paper 7 (page 11), which set out expected completions over the Plan period. This is updated as follows (original figures in brackets):

Table 4 – Expected Completions at West of Waterlooville - Local Plan Part 1 Housing Trajectory (excluding completions prior to 2011)

Year	Taylor Wimpey	Grainger
11/12	28 (30)	0 (0)
12/13	26 (24)	0 (51)
13/14	60 (60)	51 (150)
14/15	60 (60)	150 (190)
15/16	59 (59)	190 (240)
16/17	0 (0)	240 (235)
17/18	0 (0)	235 (240)
18/19	0 (0)	240 (239)
19/20	0 (0)	239 (48)
20/21	0 (0)	48* (200)
21/22	0 (0)	200 (200)
22/23	0 (0)	200 (200)
23/24	0 (0)	200 (20)
24/25	0 (0)	100 (0)
25/26	0 (0)	20 (0)
Total 2011- 2031	233 (233)	2113 (2133)

* This assumes that the bulk of the housing in this year will come forward in Havant Borough.

6.3. Completions in 2011/12 are shown in bold and the original figures from Background Paper 7 (Table 1) are shown in brackets. It can be seen that the level of completions on the Grainger site has effectively been put back by a year while the changes to the Taylor Wimpey development are negligible. A 'Stronger Market Conditions' trajectory for Waterlooville is included within the overall trajectory at Appendix B below.

7. Windfall Sites

7.1. Background Paper 1 included information on historic windfall levels (table at page 58). It is not been possible to analyse completions in the 2011/12 year in the level of detail needed to include these within the table. However, as the Background Paper referred to averages over a 5 or 10 year period it is unlikely that the addition of another year's figures would change the average levels significantly.

7.2. Also, the Council has not relied on a specific windfall allowance, but instead referred to the shortfall between the housing requirement and identified sources of housing, which will be met from windfall sites and/or Local Plan Part 2 allocations. Therefore it is not necessary to update the Background Paper in relation to windfall sites or to attempt to determine a precise windfall allowance.

7.3. The updated Local Plan Trajectory at Appendix A shows that less than 1000 dwellings would be needed over the Plan period through windfall/Local Plan Part 2 provision in order to meet the Plan's 11,000 dwelling target. In practice, a larger windfall/Local Plan Part 2 provision is likely and would provide a useful flexibility allowance / buffer. The 'Stronger Market Trajectory' at Appendix B illustrates the effect of a windfall/Local Plan Part 2 allowance of 150 dwellings per annum after year 6.

8. 5 Year Land Supply

8.1. Background Paper 1 included tables (at pages 62 and 63) showing a 'rolling' land supply assessment for the Local Plan Trajectory and the 'Stronger Market Conditions' Trajectory. Updated trajectories are included at Appendices A and B below and these tables have therefore also been updated, at Tables 5 and 6 below.

8.2. Supplement A to the Housing Background Paper assesses the situation in relation to the National Planning Policy Framework's requirement for a 5% or 20% land availability 'buffer' and concludes that a 5% buffer is most appropriate in Winchester. Nevertheless, the updated tables below show that, once the Local Plan Part 1 is

adopted, a land supply well in excess of 5 years can be maintained over most of the Plan period. Supplement A explains the difficulty in providing a 5-year supply at the start of the Plan period, while the apparent 'shortfall' in the last years of the Plan period is simply a result of the Plan's requirement being met.

- 8.3. Under both the Local Plan and Stronger Market Trajectories (Tables 5 and 6 below) the land supply situation is very similar to that show in Background Paper 1. If anything, there is a slightly more even level of supply over much of the Plan period. Apart from the issues at the start and end of the Plan period mentioned above, the supply is always at least 5% above the minimum requirement and usually more than 20% in excess.

Table 5 - 5 Year Land Supply – Local Plan Part 1 Trajectory

	Requirement	Projected/past annual completions	Cumulative Completions	Remaining Annual requirement	5 year Requirement	Available supply	Years Supply
2011/12	11000	317	317	550	2750	2262	4.1
2012/13	10683	222	539	562	2811	2900	5.2
2013/14	10461	378	917	581	2906	3587	6.2
2014/15	10083	582	1499	593	2966	4146	7.0
2015/16	9501	763	2262	594	2969	4504	7.6
2016/17	8738	955	3217	583	2913	4431	7.6
2017/18	7783	909	4126	556	2780	4269	7.7
2018/19	6874	937	5063	529	2644	4124	7.8
2019/20	5937	940	6003	495	2474	3853	7.8
2020/21	4997	690	6693	454	2271	3479	7.7
2021/22	4307	793	7486	431	2154	3225	7.5
2022/23	3514	764	8250	390	1952	2824	7.2
2023/24	2750	666	8916	344	1719	2270	6.6
2024/25	2084	566	9482	298	1489	1814	6.1
2025/26	1518	436	9918	253	1265	1408	5.6
2026/27	1082	392	10310	216	1082	1082	5.0
2027/28	690	210	10520	173	690	690	4.0
2028/29	480	210	10730	160	480	480	3.0
2029/30	270	160	10890	135	270	270	2.0
2030/31	110	110	11000	110	110	110	1.0

Table 6 - 5 Year Land Supply – ‘Stronger Market Conditions’ Trajectory

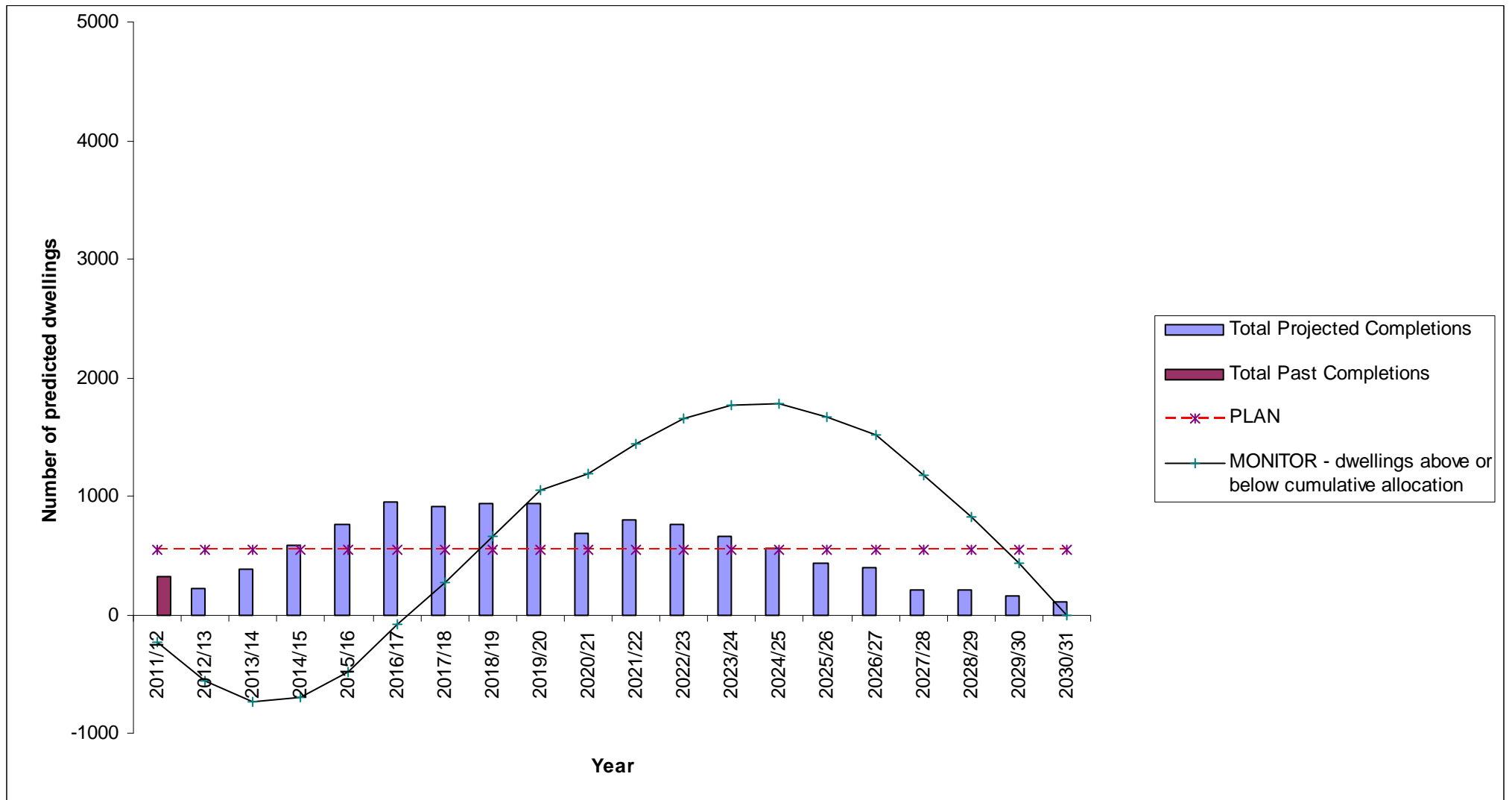
Year	Requirement	Past/Projected annual completions	Cumulative Completions	Remaining Annual requirement	5 year requirement	Available supply	Years Supply
2011/12	11000	317	317	550	2750	2362	4.3
2012/13	10683	222	539	562	2811	3200	5.7
2013/14	10461	378	917	581	2906	4312	7.4
2014/15	10083	632	1549	593	2966	5146	8.7
2015/16	9451	813	2362	591	2953	5729	9.7
2016/17	8638	1155	3517	576	2879	5856	10.2
2017/18	7483	1334	4851	535	2673	5794	10.8
2018/19	6149	1212	6063	473	2365	5351	11.3
2019/20	4937	1215	7278	411	2057	4880	11.9
2020/21	3722	940	8218	338	1692	4256	12.6
2021/22	2782	1093	9311	278	1391	3777	13.6
2022/23	1689	891	10202	188	938	2876	15.3
2023/24	798	741	10943	100	499	2145	21.5
2024/25	57	591	11534	8	41	1564	192.1
2025/26	-534	461	11995	0	0	1133	N/A
2026/27	-995	192	12187	0	0	832	N/A
2027/28	-1187	160	12347	0	0	640	N/A
2028/29	-1347	160	12507	0	0	480	N/A
2029/30	-1507	160	12667	0	0	320	N/A
2030/31	-1667	160	12827	0	0	160	N/A

9. Conclusion

- 9.1. Updating the various sources of housing supply to an April 2012 base date shows that the expectations of land availability described in Background Paper 1 remain broadly accurate. In fact, the level of provision from most sources has increased, with only the supply of small sites with planning permission showing a marginal decrease. This gives considerable confidence that the Local Plan's housing requirements will be met and, if market conditions improve significantly, be exceeded.
- 9.2. It also illustrates that, even at the very start of the Plan period, it is possible to identify specific sites for the vast majority of the 11,000 housing requirement. Less than 1,000 dwellings need to be provided from windfall sites and/or Local Plan Part 2 allocations in order to meet the Local Plan requirement (see Local Plan Trajectory at Appendix A - 'Local Plan Part 2/windfall' row). Any provision over this level, which is highly likely, will provide a buffer against any under-delivery from other sources.
- 9.3. Accordingly, the Council's conclusion remains that it has undertaken an objective assessment of housing needs, is planning to meet these in full, and is promoting a Plan which will deliver (and more likely exceed) the required level of provision. The Council is, therefore, confident that the Plan's provisions are both 'sound' and NPPF-compliant.

Appendix A - Local Plan Housing Trajectory

Housing Trajectory	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	TOTAL
SHLAA sites within H3 settlements and extant permissions (excluding West of Waterlooville)		196	267	322	364	415	249	122	126	42	43	41	41	41	41	42	10	10	10	10	2392
Strategic Allocation: North Winchester		0	0	50	100	200	200	250	250	250	200	150	100	100	100	50	0	0	0	0	2000
Strategic Allocation: North Whiteley		0	0	0	50	100	200	300	300	300	300	300	250	250	200	200	100	100	50	0	3000
Strategic Allocation: West of Waterlooville		26	111	210	249	240	235	240	239	48	200	200	200	100	20	0	0	0	0	0	2318
Local Plan Part 2/Windfall		0	0	0	0	0	25	25	25	50	50	73	75	75	75	100	100	100	100	100	973
Total Projected Completions		222	378	582	763	955	909	937	940	690	793	764	666	566	436	392	210	210	160	110	10683
Total Past Completions	317																				317
Cumulative Completions	317	539	917	1499	2262	3217	4126	5063	6003	6693	7486	8250	8916	9482	9918	10310	10520	10730	10890	11000	11000
PLAN	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	11000
MONITOR - dwellings above or below cumulative allocation	-233	-561	-733	-701	-488	-83	276	663	1053	1193	1436	1650	1766	1782	1668	1510	1170	830	440	0	0
MANAGE - Annual requirement using past/projected completions	550	562	581	593	594	583	556	529	495	454	431	390	344	298	253	216	173	160	135	110	317



Appendix B - Stronger Market Conditions Trajectory

Housing Trajectory - Strong market	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	TOTAL
SHLAA sites within H3 settlements and extant permissions (excluding West of Waterlooville)		196	267	322	364	415	249	122	126	42	43	41	41	41	41	42	10	10	10	10	2392
Strategic Allocation: North Winchester		0	0	50	100	200	300	300	300	300	300	100	50	50	50	0	0	0	0	0	2100
Strategic Allocation: North Whiteley		0	0	50	100	300	400	400	400	400	400	400	300	200	150	0	0	0	0	0	3500
Strategic Allocation: West of Waterlooville		26	111	210	249	240	235	240	239	48	200	200	200	150	70	0	0	0	0	0	2418
Local Plan Part 2/Windfall		0	0	0	0	0	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2100
Total Past Completions	317																				317
Total Projected Completions	0	222	378	632	813	1155	1334	1212	1215	940	1093	891	741	591	461	192	160	160	160	160	12510
Cumulative Completions	317	539	917	1549	2362	3517	4851	6063	7278	8218	9311	10202	10943	11534	11995	12187	12347	12507	12667	12827	12827
PLAN	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	550	11000
MONITOR - dwellings above or below cumulative allocation	-233	-561	-733	-651	-388	217	1001	1663	2328	2718	3261	3602	3793	3834	3745	3387	2997	2607	2217	1827	1827
MANAGE - Annual requirement using past/projected completions	550	562	581	233	591	576	535	473	411	338	278	188	100	8	-89	-199	-297	-449	-754	-1667	-1510

