



## **ASSESSMENT OF WINDFALL TRENDS AND POTENTIAL IN BISHOP'S WALTHAM**

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### **Definitions**

**Urban Capacity Study (UCS)** Prepared by Winchester City Council in 2001 to establish site availability and judge the District's capacity to accommodate additional housing. The term 'UCS developed site' is used in this review to describe those sites which have been granted planning permission or have been completed.

**Strategic Housing Land Availability Assessment (SHLAA)** Part of the Local Plan evidence base which is required to help inform decisions on the level and location for development. The SHLAA records sites of 0.17 ha and above, or that have capacity for five or more dwellings, which are available for development and when they might be developed. Sites within current settlement boundaries can be developed within planning policy and are counted towards housing supply, whereas sites outside settlement boundaries are recorded as being available should there be a need to allocate additional land for housing.

**Windfall** Housing sites which were not allocated in a Local Plan or predicted within the Urban Capacity Study or SHLAA.

**Small site** A site accommodating between 1 and 9 dwellings.\*

**Large site** A site of 10 or more dwellings.\*

\* Hampshire County Council definition for the purposes of monitoring housing development

## 1.0 INTRODUCTION

- 1.1 Bishop's Waltham<sup>1</sup> has been allocated 500 new dwellings to be provided between 2011 and 2031 in the recently adopted Winchester District Local Plan Part 1 (LPP1). This assessment aims to identify windfall trends in the settlement between 2007-2012, and the implications for the contribution that such sites may make to future housing supply. It builds on the work of the '*Housing Provision, Distribution and Delivery*' background paper to the LPP1 (June 2012). However, it will analyse in more detail the previous uses of windfall sites as an important aid to predicting future windfall completions.
- 1.2 The National Planning Policy Framework (NPPF) states that windfall can be considered as a source for some of the housing allocation, but must be backed up by solid evidence that shows there is "...a reliable source of supply" for the future (NPPF, para 48). Therefore, this assessment is a valuable part of the evidence base for Part 2 of the Local Plan (LPP2) which will need to determine how many of the 500 dwellings may be provided on unallocated (windfall) sites, and therefore how many need to be identified on specific sites.
- 1.3 It is also important to consider the previous uses of sites because, according to the NPPF, private residential gardens can no longer be included in any windfall allowances. This assessment therefore also identifies from which type of sites past windfall development has arisen (including gardens) to try to make predictions about future windfall sources.
- 1.4 The aims of the assessment are:
  - i. To analyse and compare the previous uses of developed sites between 2007 and 2012, in order to help understand where windfall is likely to come from in the future.
  - ii. To take account of and consider the SHLAA and the NPPF and how they affect the treatment of future windfall allowances.
  - iii. To create a solid evidence base to establish how many of the 500 dwellings allocated to Bishop's Waltham may come forward through windfall.
  - iv. To draw conclusions as to what (if any) allowance should be made for housing from windfall sources in the Local Plan period.

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<sup>1</sup> For the purposes of this study, 'Bishop's Waltham' refers solely to the settlement of Bishop's Waltham, as defined by the Winchester District Local Plan Review 2006 settlement boundary (policy H3), unless otherwise stated.

## 2.0 METHODOLOGY

- 2.1 Windfall itself is relatively easy to assess within Bishop's Waltham. It can be done by comparing the sites of recent developments with GIS mapping technology that shows sites identified in the UCS and more recently in the SHLAA. When each site developed within Bishop's Waltham between 2007 and 2012 was identified, it was relatively easy to see whether or not it was on an allocated site. Any site not previously identified by the UCS or SHLAA, or allocated in a Local Plan, was classified as windfall.
- 2.2 Previously, because all sites which were not allocated could potentially be identified as windfall and evidenced as such, there need not be much reason to identify windfall on garden sites as opposed to other sites, other than to identify future sources of windfall. However, the NPPF now advises that residential gardens should no longer be included in future allowances for windfall. Therefore, identifying historic development trends for garden sites has become paramount for creating a solid evidence base to show sources of future windfall.
- 2.3 It is far less straightforward to identify if a development has occurred on a garden than if it were on an allocated site. The only source for such information is the original planning application and associated documents. Each site was identified individually using Hampshire County Council's database of monitored annual completions. Using this database the original application form and plans were analysed and the type of development site and the previous use of the site was identified. These types were broken down into six broad categories:
- **Existing housing** – including a single or multiple dwellings within the curtilage of the site. This will include the categories previously used in the UCS, namely flats over shops, empty homes and redevelopment of existing housing.
  - **Garden** – within the curtilage of a property or properties (i.e. the garden) as defined by OS Mastermap, but excluding the dwelling. This may include a driveway and incorporates the UCS category of intensification of existing areas. This may include multiple properties and no distinction is made between development on one or multiple gardens.
  - **House and Garden** – development with a significant part on the footprint of the previous dwelling *and* on the garden. This category also includes larger developments with multiple new dwellings where it is clear development has occurred both on garden and the old dwelling footprint.
  - **Industrial/commercial/vacant land** – sites with large commercial buildings or labelled in OS Mastermap as a business (e.g. post office, bank, etc). This may not necessarily involve the entire commercial site, or may include replacement employment within the development. This incorporates the UCS categories of: previously developed vacant and derelict land and buildings (non-housing).

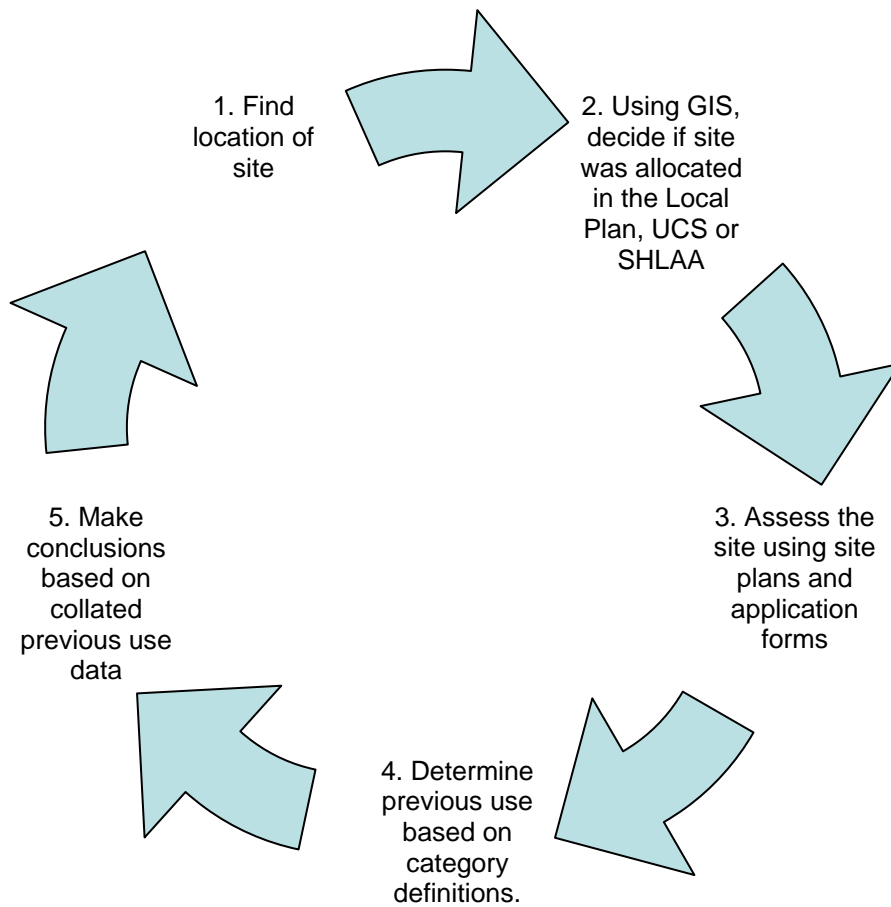
- **Open space** – undeveloped sites which are not part of a residential property or garden and may include amenity open space, paddocks, and other areas not subject to Policies RT1 or RT2 of the 2006 Local Plan. This incorporates the UCS category of vacant land not previously developed.
- **Change of use** – a site that has not been redeveloped (i.e. demolished and rebuilt) but has simply changed from one use (e.g. commercial) to another (e.g. residential) and therefore restructuring is largely internal. May include some limited extension to the building to incorporate the change of use.

2.4 A more detailed assessment of previous use was also carried out to identify more specific uses of sites previous to development. The following have been incorporated into the broad categories above:

<b>Commercial</b>	<b>Residential</b>
Conversion from commercial	Residential and commercial
Conversion from institution	Residential and commercial sub-division
Conversion from residential	Residential sub-division
Conversion from retail	Residential/garage
Garden	Retail
Garden and other	Sub-division
House and garden	Vacant land
Institution	Other
Open space	
Leisure	

- 2.5 The process by which each application was assessed followed a careful workflow that was sustained for each application, as detailed below. However, it should be noted that any assessment of this nature, which involves assessing old application forms that are often neither uniform nor clear, does involve a degree of judgment and interpretation based on each individual application. Every effort has been made to ensure consistency but, from time to time, a category for a development had to be chosen based on the limited evidence available. Nonetheless, the results are based on clear categories, as set out above and remain consistent.
- 2.6 Data collection was confined to Bishop’s Waltham settlement (defined as the area within the settlement boundary - Policy H3, Local Plan 2006) because this is where new housing has been permitted or allocated. Therefore, only sites inside the settlement boundary (H3) were assessed.
- 2.7 Once data for each year was collated statistical analysis was undertaken to assess data, trends and uses by year, site type (UCS or windfall) or category as described below.

**Figure 1: Work Flow**



### 3.0 ALLOCATED AND WINDFALL SITES

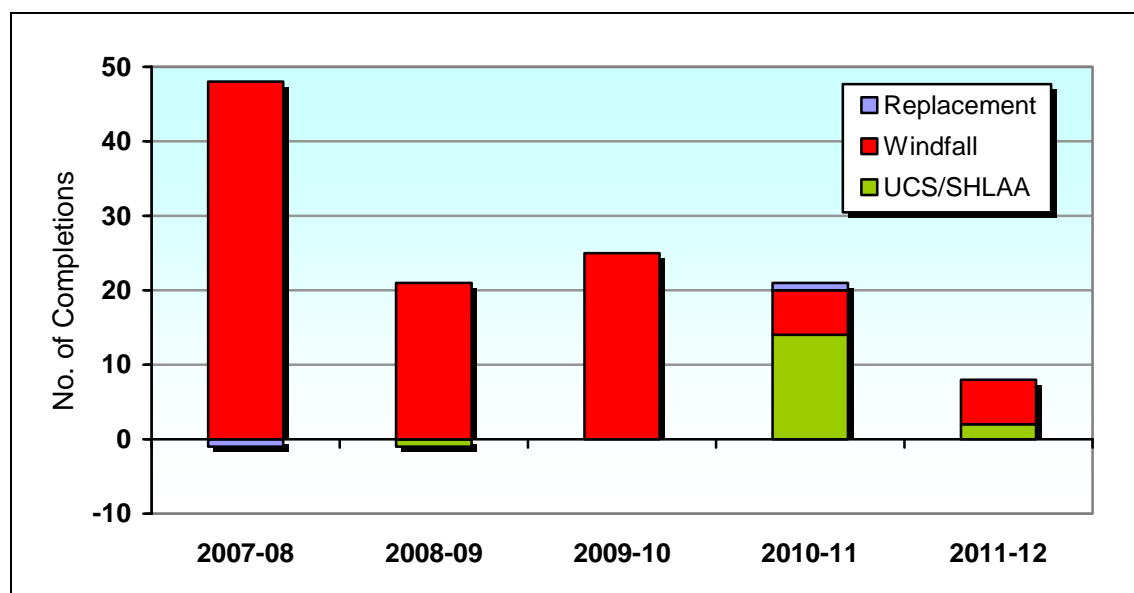
3.1 This section analyses the broad trends in windfall and UCS development. Between 2007 and 2012, 119 new dwellings were created (UCS/SHLAA and windfall combined), of which 106 were windfall and only 13 were allocated in the UCS/SHLAA. On its own, this would suggest that windfall is a major source of new development.

**Table 1: Net Completions by type of site 2007 - 2012**

Year	Replacement dwellings	UCS/SHLAA	Windfall	Total
2007-2008	-1	0	48	<b>47</b>
2008-2009	0	-1	21	<b>20</b>
2009-2010	0	0	25	<b>25</b>
2010-2011	1	14	6	<b>21</b>
2011-2012	0	0	6	<b>6</b>
<b>Total</b>	<b>0</b>	<b>13</b>	<b>106</b>	<b>119</b>

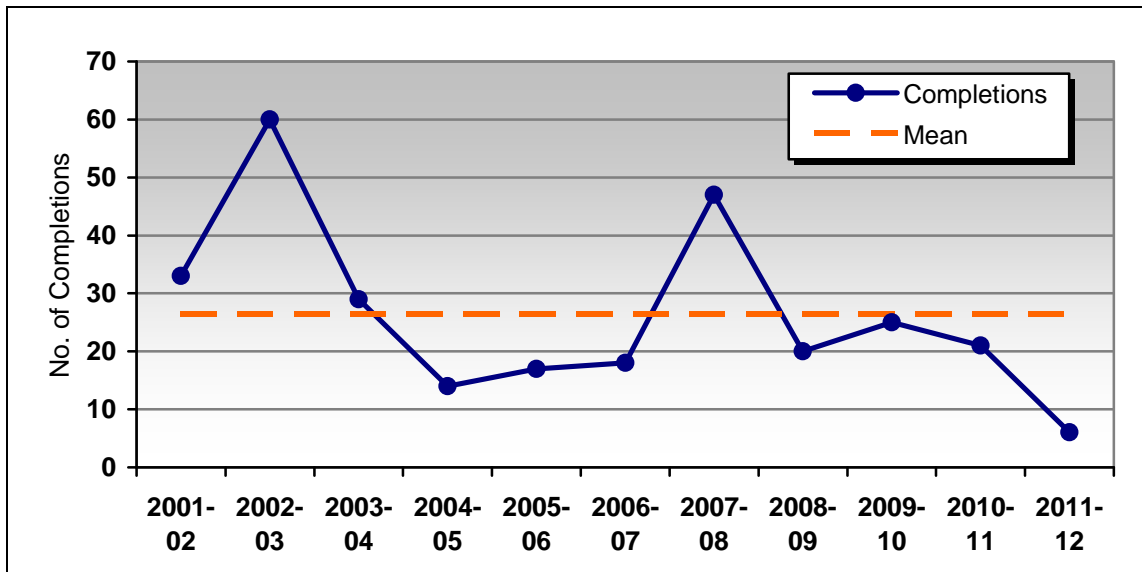
3.2 Figure 2 (below) supports the conclusion above, that windfall accounted for all completions in the period of assessment except for in the years 2010-2011. All the completions on allocated sites came from one development at 'Skippers' on Winchester Road. Clearly, windfall appears to contribute significant numbers of completions. Nevertheless, it also suggests that, in general, the number of windfall and UCS/SHLAA completions is declining.

**Fig. 2: Net Housing Completions by type of site 2007 - 2012**



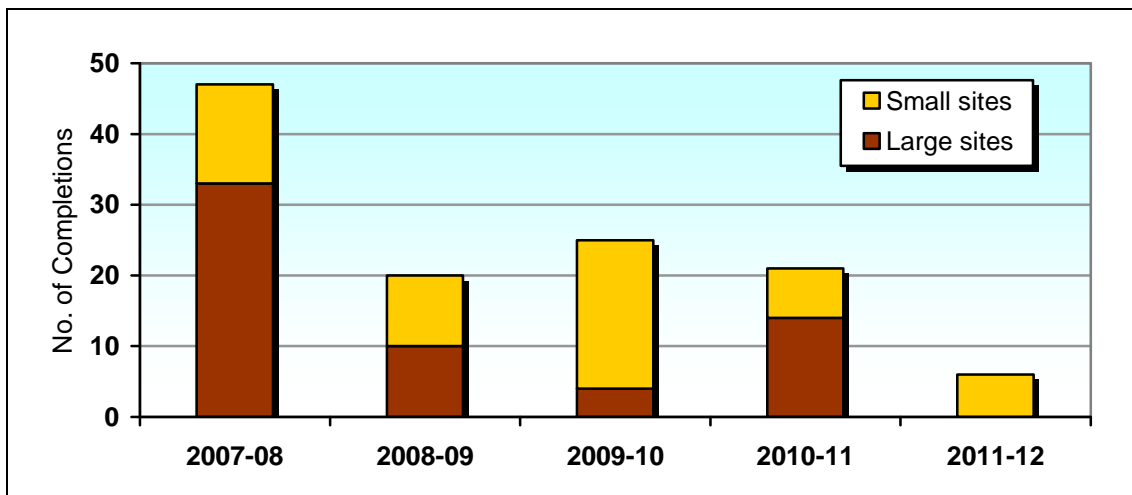
3.3 However, if completions are viewed over an eleven year period (Figure 3 below), there are clear peaks and troughs, making it difficult to predict future trends. Completions may pick up again, as they did dramatically in 2007-2008, but it is equally possible that the trend will remain downwards, possibly due to recent economic circumstances, and/or a lack of suitable sites for development.

**Fig. 3: Net Completions 2001 - 2012**



3.4 Bishop's Waltham also has a particularly high level of small site developments compared with other settlements in the district. This may indicate a shortage of suitable large sites and so development has taken on a piecemeal approach, filling in small gaps where appropriate. Small sites also seem to be more consistent, producing at least a couple of completions annually for the past five years. Taken on their own, the decline in small scale completions is less marked, suggesting they are more likely to continue in future.

**Fig. 4: Net completions 2007 – 2012 by size of site**



3.5 Overall, completions are in decline and as windfalls have made up most completions, windfalls themselves will also decline. Historically, completions have been able to increase again, but this cannot be reliably predicted. However, despite this decline, there does appear to be a more consistent level of small completions over the period of assessment and therefore it appears most future windfall will come from smaller redevelopment and infilling. However, the previous use of sites needs to be assessed in more detail to see if more of these type of sites are likely to come forward in the future.

## 4.0 PREVIOUS USES

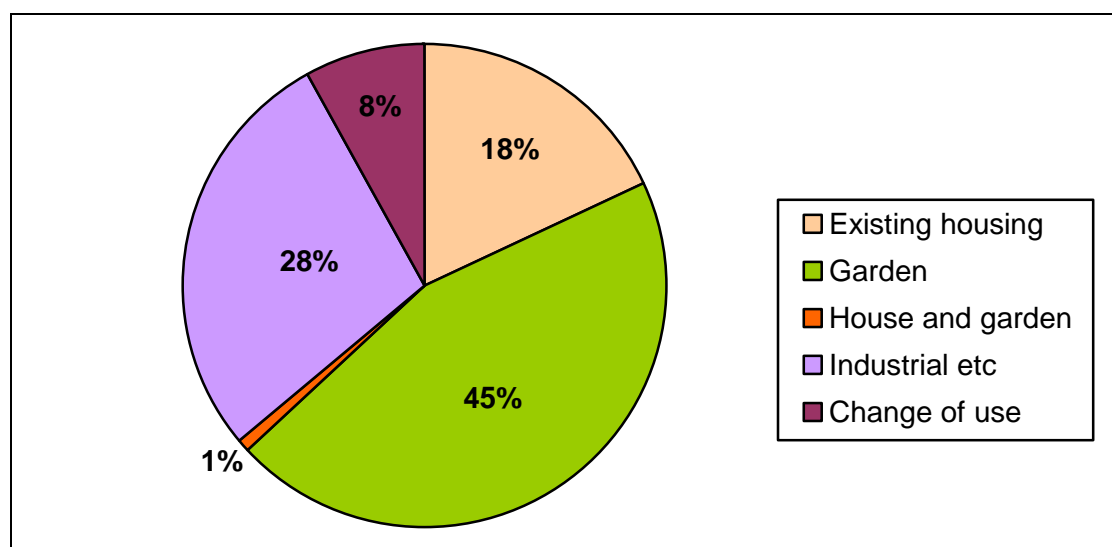
4.1 This section analyses in more detail the previous uses of developed sites in Bishop's Waltham in order to help understand trends, which may inform where windfall is likely to come from in the future.

**Table 2: Net Completions - Previous Uses**

Previous Use	UCS/SHLAA	Windfall	Total
Existing housing	14	8	<b>22</b>
Garden	0	54	<b>54</b>
House and garden	0	1	<b>1</b>
Industrial/commercial/vacant	-1	34	<b>33</b>
Open space	0	0	<b>0</b>
Change of use	0	9	<b>9</b>
<b>Total</b>	<b>13</b>	<b>106</b>	<b>119</b>

4.2 The numbers shown in Table 2 suggest that a high number of developments in Bishop's Waltham have come from back garden development or complete redevelopment of a site to fit more dwellings into an area. These would account for the high number of completions in the 'garden' and 'existing housing' categories, as well as the small number of 'house and garden' completions. Together, they account for 77 completions, of which 63 were windfall. All the completions in the second largest major source (industrial/commercial/vacant) came in one year (2007-2008) from a redevelopment of a builder's yard. This suggests further completions from this source are unreliable, particularly as loss of employment space is discouraged by LPP1.

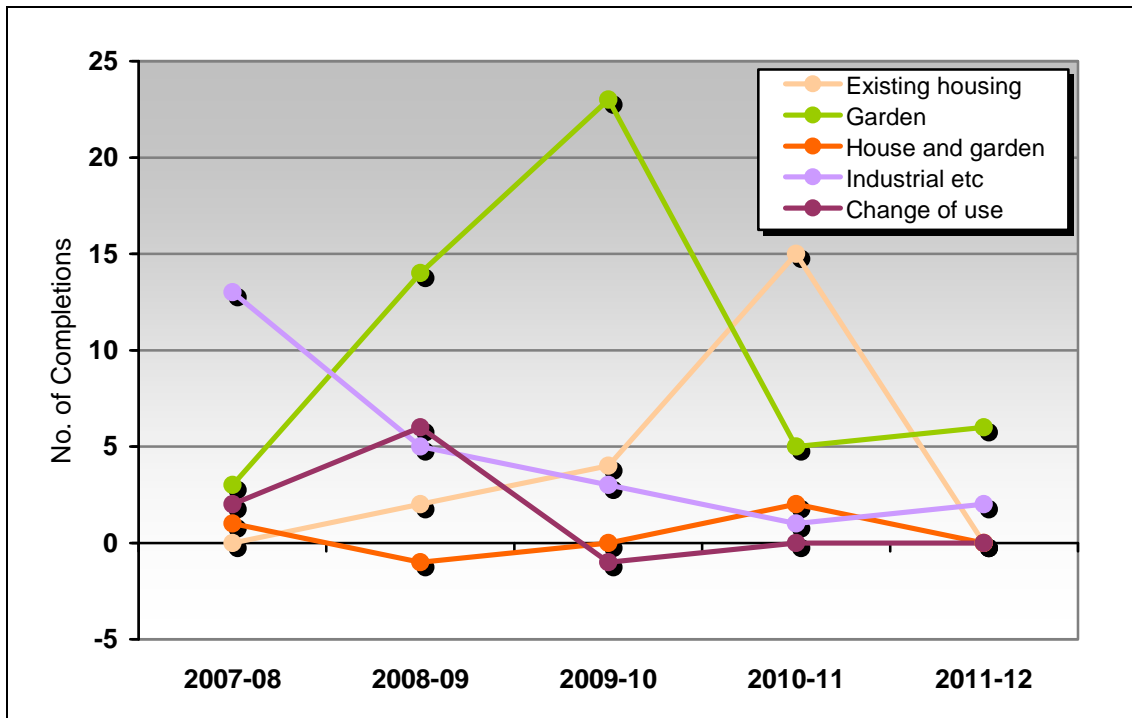
**Fig. 5: Proportion of Net Completions by previous use**



4.3 Therefore, the most viable source of future windfall completions appears to be from 'existing housing' and gardens. However, because garden completions can no longer be considered in estimates for future windfall completions, all future windfall estimates will have to rely on completions from 'existing housing'.

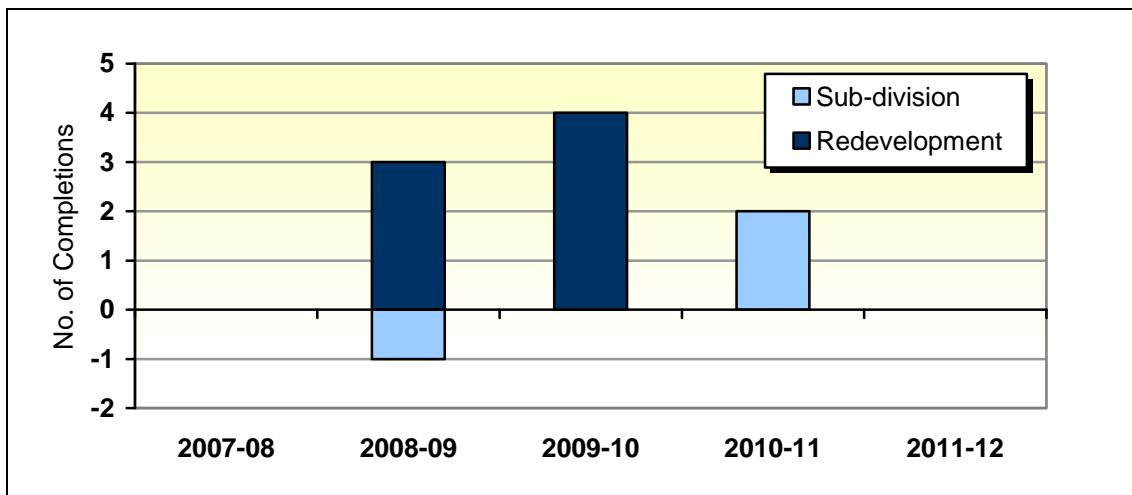


**Fig. 6: Sources of windfall completions 2007 - 2012**



4.4 As Figure 6 shows, 'existing housing' has provided completions for every year except 2007-08 and 2011-12. Closer analysis of this category shows that windfalls provided less than half of total completions (8 out of 22), and that most were redevelopment schemes (Figure 7 below).

**Fig. 7: Windfall 'existing housing' completions 2007 - 2012**



4.5 Overall, with the exclusion of gardens from consideration for future windfall, the biggest source looks to be 'existing housing' redevelopment. However, this is not an especially consistent source and is likely only to provide a small level of future completions.

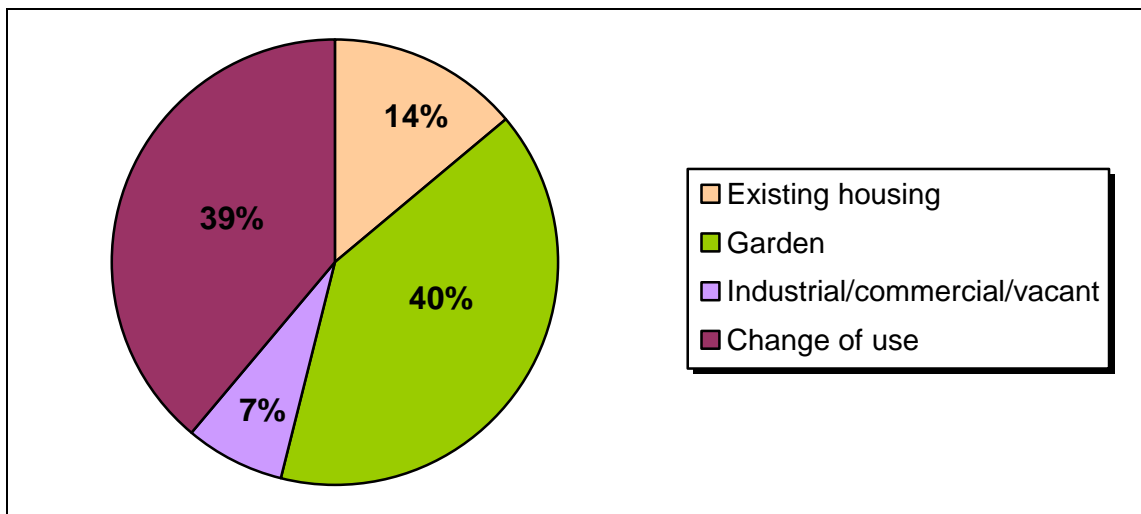
## **5.0 SETTLEMENT CHARACTER AND LAND SUPPLY**

- 5.1 This section briefly examines whether there are areas in Bishop's Waltham that may potentially be a source of windfall for the future in order to better predict if past windfall levels are likely to continue.
- 5.2 There are several large locations that could potentially provide a source of future windfall, predominantly through back garden developments at Hoe road and Winchester Road. In fact, at Hoe Road, there has in the last year, already been an application for 14 new dwellings at Green Lane Farm which demonstrates its potential as an area for windfall development. However, in order to be eligible for consideration in future windfall, the whole of a site, including the existing house, will need to be redeveloped because gardens cannot be considered as a source for future windfall. Moreover, large scale redevelopment of multiple plots is difficult to anticipate due to constraints such as access, multiple ownership of plots and their generally high existing use values.
- 5.3 Overall, it is likely that piecemeal garden redevelopment will continue over the Local Plan period. However, unless the existing house is also redeveloped, most of the development will be on gardens, which cannot be considered in future windfall projections.

### **Housing Land Supply**

- 5.4 This assessment has also analysed outstanding consents to see whether these would have been from windfall sites, so as to help determine whether windfall is likely to continue for the next five years and beyond.
- 5.5 At 1<sup>st</sup> April 2012 there were currently nine outstanding planning consents, all of which are proposing dwellings which, if built, would be classed as windfall. Most of the sites are relatively small, making it unlikely they would have been identified in the SHLAA. In total, 28 dwellings are proposed to be formed from the nine outstanding consents. Presuming they come forward equally for the next five years, there will be 5 to 6 dwelling completions per year, which is lower than the lowest figure in the period 2007-2012.
- 5.6 Figure 9 below that redevelopment of 'industrial/commercial/vacant' sites will make up a significant proportion of completions. However, several of these completions are proposed for agricultural land at Butts Farm Lane, which is just inside the settlement boundary. Given the rarity of agricultural land inside a settlement boundary, it is unlikely such sites will appear again.
- 5.7 Gardens also make up a significant proportion of the future sites, but as already stated, gardens cannot be considered when predicting future windfall. This leaves existing housing and house and garden development, which as predicted, mainly comes from garden infill redevelopments that include redeveloping the existing house.

**Fig. 9: Use of proposed sites for future windfall development**



5.8 The applications that are likely to be implemented between 2012 and 2017 support the evidence set out in the above sections that most windfall developments will be small, and will largely arise from redevelopment of underutilised housing plots. Overall, the level of windfall completions is expected to remain low.

## **6.0 CONCLUSIONS: FUTURE PROSPECTS**

6.1 This section brings together the results to reach conclusions about whether any types of windfall site are likely to come forward at a consistent and significant level in the future. It looks at windfall prospects for each category individually and then examines windfall overall for Bishop's Waltham, using the results discussed above.

### ***Existing housing / House and Garden***

6.2 This assessment has demonstrated that historically there have been windfall completions from this source, and furthermore, it is likely to produce some more windfalls in the future, as demonstrated by the small level of planning consents coming from this source. However, numbers are small and often vary, particularly for the 'house and garden' category, making it difficult to predict any worthwhile future windfall numbers for these sources.

### ***Garden***

6.3 Historically, gardens have been the second largest source of completions and contributions to windfall, albeit not always a consistent one. Because there is no planning policy to resist garden development in principle, this likely to continue to be a source of future windfall. However, the NPPF is clear that this potential source cannot be used for the purpose of estimating future windfall numbers.

### ***Industrial / commercial / vacant land***

6.4 No completions have come from this source since 2007-2008, although some provision is expected from outstanding consents. It is possible some piecemeal windfall will come through in the future, but it is unlikely to be significant, and it is certainly not currently predictable. Furthermore, loss of employment land is discouraged by LPP1 and therefore windfall from these sites in the future is unlikely.

### ***Open Space***

6.5 This was the only category for which no completions or consents have come forward. Moreover, there is a presumption against the loss of any open space<sup>2</sup>, so no windfall should be presumed from this source.

### ***Change of use***

6.6 Change of use has been a relatively small contributor to windfall and has historically come from commercial and retail conversion to residential, which is discouraged in policies MTRA2 and CP6 in the LPP1. This may change with national regulation which has made some changes of use permitted development. However, as policy stands it is concluded that 'change of use' will not provide a significant or reliable source of windfall in the future.

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<sup>2</sup> LPP1, Policy CP7

## Overview

- 6.7 It is likely that the highest level of windfall completions will come forward from garden completions and this trend is reflected in current planning consents. However, the NPPF clearly states garden completions must be excluded from consideration for future windfall predictions. Therefore, this assessment has focused on other sources of windfall completions in order to make predictions about future windfall. It is likely some windfall will come forward in the future and there is evidence that potential sites for windfall continue to exist, albeit with limitations. Analysis of the windfall trends and remaining sources therefore suggests most windfall will probably occur through the 'existing housing' category as dwellings are redeveloped to accommodate more dwellings. However, this assessment has shown the unreliability of this source, and its modest scale, making it difficult to predict any significant future windfall.
- 6.8 This assessment suggests that windfall completions will provide a small amount of completions each year, although potential trends of development will need to be monitored to assess future viability. Windfall provision will, therefore, introduce a useful level of flexibility to offset any delays or under-provision on other permitted or allocated sites which are counted towards meeting the 500 dwelling target for Bishop's Waltham.