

## ASSESSMENT OF WINDFALL TRENDS AND POTENTIAL IN COLDEN COMMON

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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 up to 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 Colden Common<sup>1</sup> has been allocated 250 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 250 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 250 dwellings allocated to Colden Common 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, 'Colden Common' refers solely to the settlement of Colden Common, 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 in Colden Common. It can be done by comparing the sites of recent developments with GIS mapping technology that shows sites identified in the Urban Capacity Study (UCS) and more recently in the Strategic Housing Land Availability Assessment (SHLAA). When each site developed within Colden Common 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 detailed above:

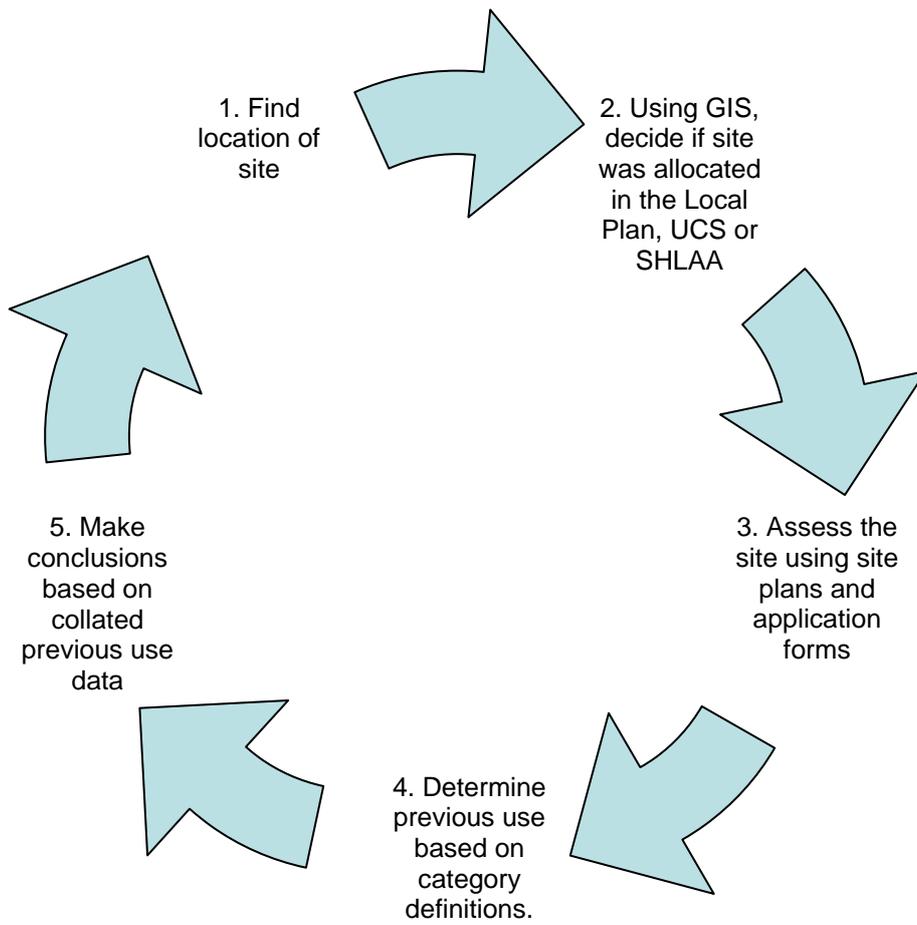
Commercial	Residential
Conversion from commercial	Residential and commercial
Conversion from institution	Residential and commercial sub-division
Conversion from residential	Residential sub-division
Conversion from retail	Residential/garage
Garden	Retail
Garden and other	Sub-division
House and garden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

2.5 The process by which each application was assessed followed a careful workflow, as detailed in Figure 1 below. However, it should be noted that any assessment of this nature, which involves old planning 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 occasionally, a category for a development has had to be chosen on the limited evidence available.

2.6 Data collection was confined to Colden Common 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 were assessed.

2.7 When 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**



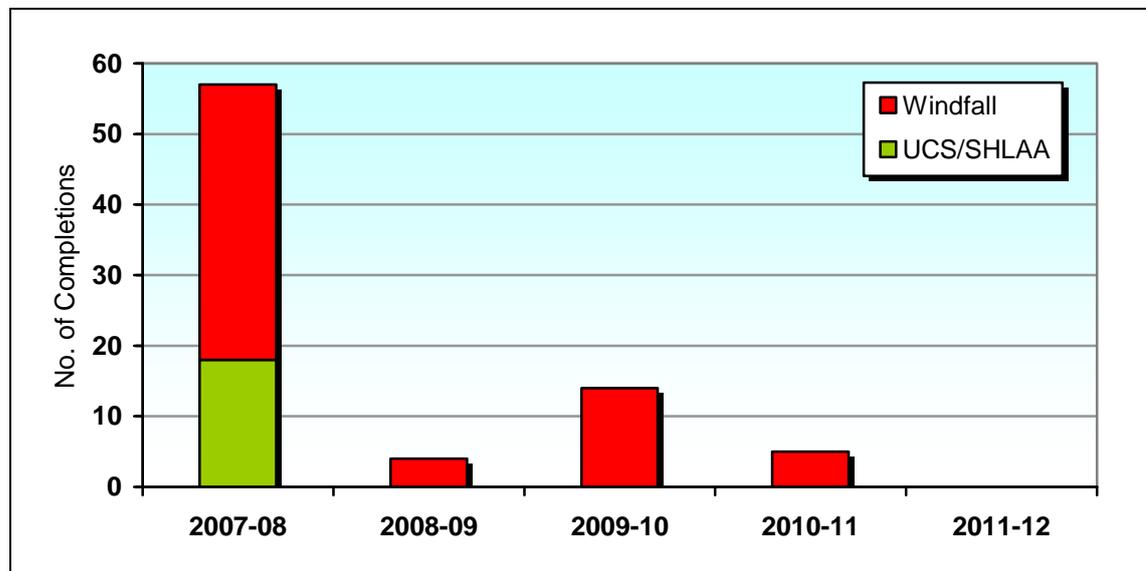
### 3.0 ALLOCATED AND WINDFALL SITES

3.1 This section analyses the broad trends in windfall and UCS/SHLAA development. Table 1 and Figure 2 below show that windfall has been a major source of new development in Colden Common over the study period.

**Table 1: Housing Completions by site type 2007-2012**

Year	UCS/SHLAA	Windfall	TOTAL
2007-2008	18	39	57
2008-2009	0	4	4
2009-2010	0	14	14
2010-2011	0	5	5
2011-2012	0	0	0
<b>TOTAL</b>	<b>18</b>	<b>62</b>	<b>80</b>

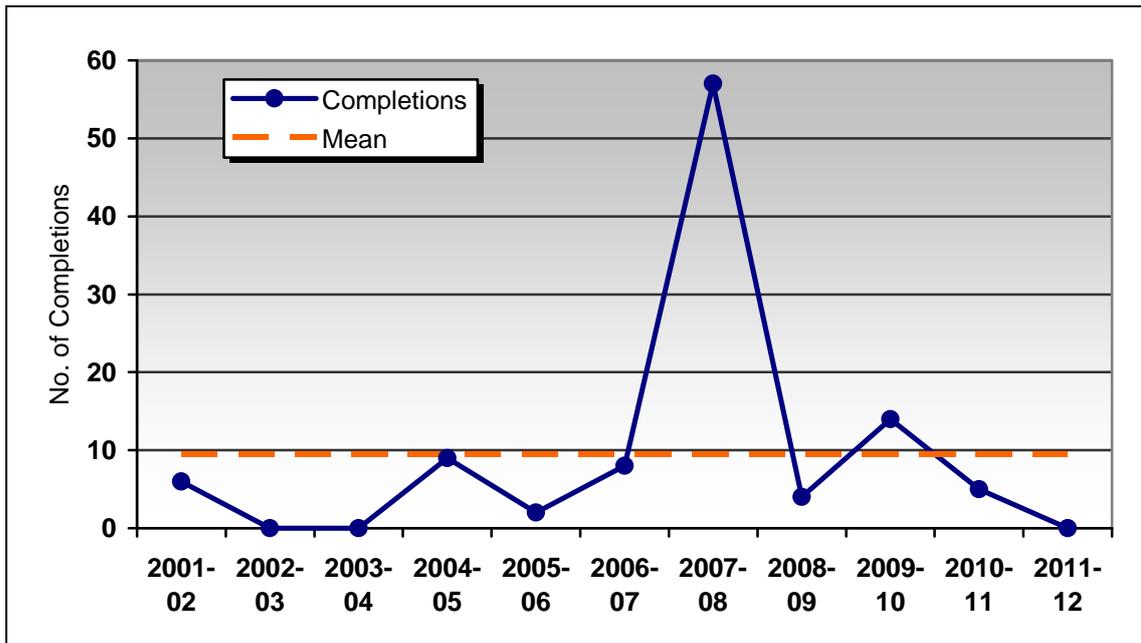
**Fig. 2: Housing Completions by site type 2007-2012**



3.2 In every year in which there have been completions, windfall has either been the only type of completion (2008-2011), or a very significant proportion (2007-2008). Figure 2 below shows the dramatic fall in completions since the 2007-2008 peak, culminating in no completions in 2011-2012.

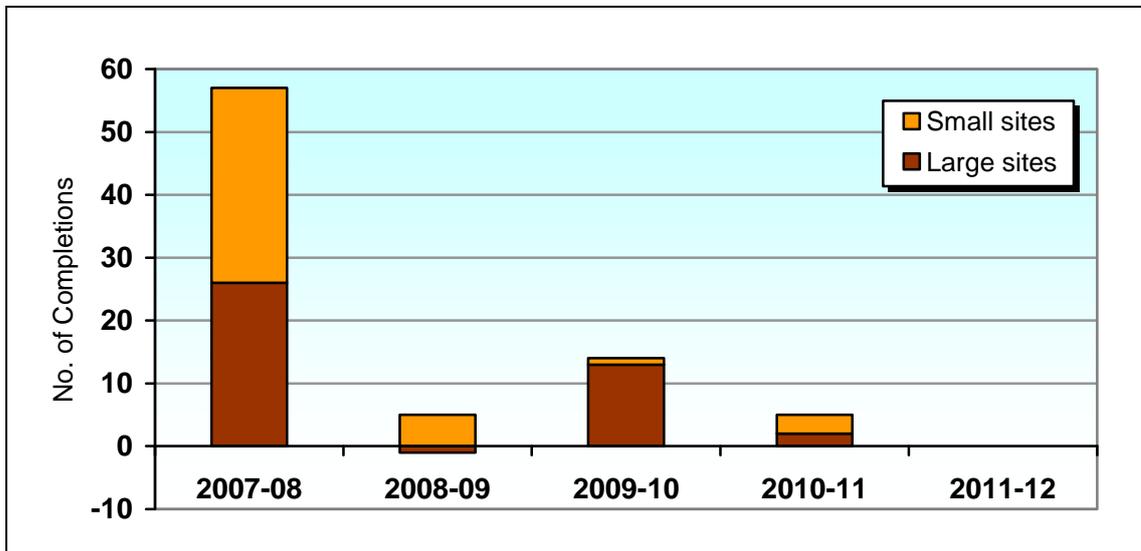
3.3 Figure 3 below confirms that completion rates in Colden Common are normally quite low, and that 2007-2008 was an exceptional year. This was largely due to the development of 26 dwellings at the village hall site on the Main Road. In only two years were completions above the mean, demonstrating the unusual number of completions that year. In most years completions were often fewer than ten. This has important implications for future predictions because it suggests that windfall has actually been fairly low for Colden Common.

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



3.4 The proportion of large and small site completions 2007-2012 (Figure 4) has varied greatly and changes from year to year. There is no particular trend regarding small and large sites and there is little to suggest currently that equal numbers of small and large sites will not continue to come forward in the future. However, it should be noted that the reliability of large sites is less certain as sources of large development get built out and do not normally reoccur.

**Fig. 4: Large and Small Site Completions 2007-2012**



3.5 Both windfall and completions in general have historically been fairly low. The only exception is 2007-2008 which tends to distort the overall figure for completions for 2007-2012. However, analysis of completions over a longer period (2001-2012; Figure 3 below) shows a consistently low level.

## 4.0 PREVIOUS USES

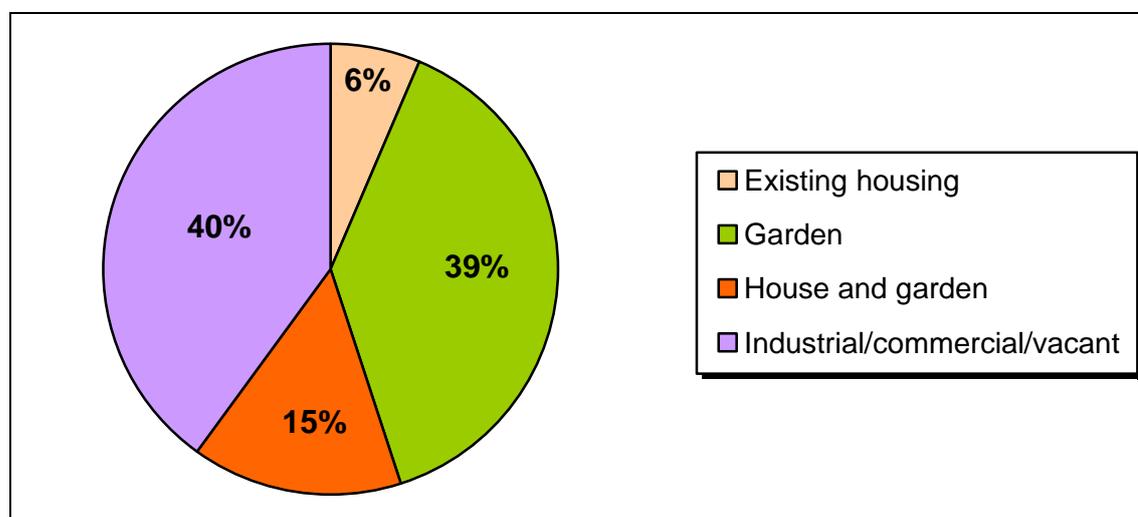
4.1 This section aims to analyse the historic previous uses of developed land in order to understand where windfall may come from in the future.

**Table 2: Previous Uses 2007-2012**

Previous Use	UCS/SHLAA	Windfall	Total
Existing housing	0	5	5
Garden	10	21	31
House and garden	2	10	12
Industrial/commercial/vacant	6	26	32
Open space	0	0	0
Change of use	0	0	0
<b>Total</b>	<b>18</b>	<b>62</b>	<b>80</b>

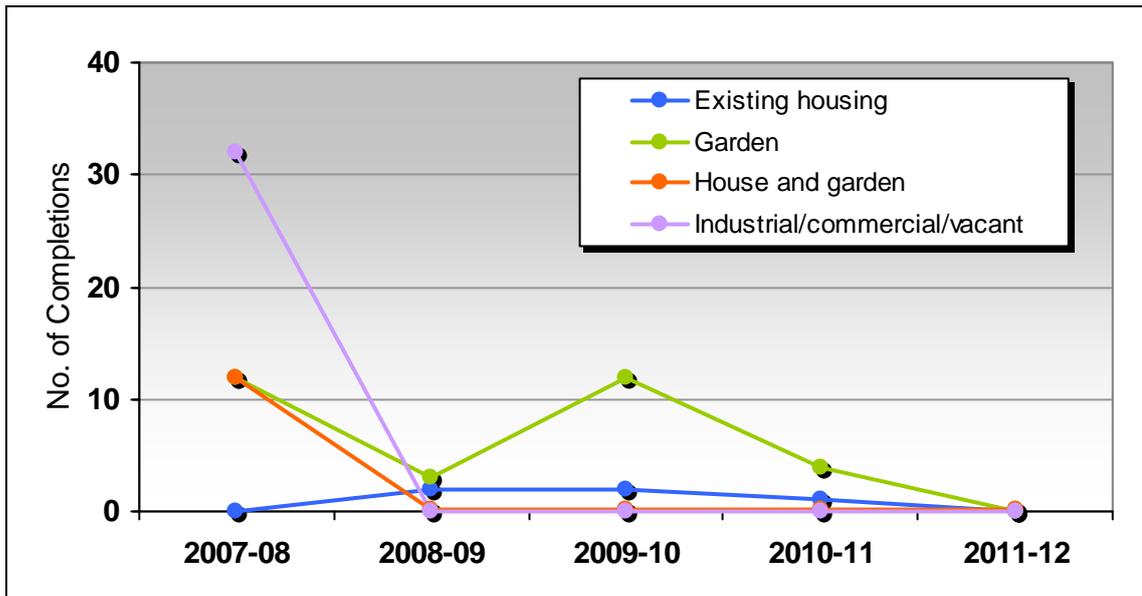
4.2 Most of the completions in the largest category (industrial/commercial/vacant) came from one site, the village hall development (26 dwellings). Since then, no new development has come from this source, and as commercial and industrial premises are not abundant in Colden Common, it is unlikely many more completions will arise. Moreover, loss of employment space is discouraged in the LPP1. About a third of 'garden' completions have been on allocated sites.

**Fig. 5: Previous use of land 2007-2012**



4.3 This leaves 'house and garden' and 'existing housing' as the principle source for future windfall completions, making up 21% of completions between them. Figure 6 below illustrates that the 'house and garden' category has not been a consistent source, and has produced no new dwellings since 2007-2008. 'Existing housing' however, is the most consistent of all types, generally staying at a sustained level of 1-2 completions annually, although in 2011-2012 there was none. Whilst the levels have been low, it is probable some limited windfall will continue to come from this source as homes are redeveloped or divided to make better use of the plot of land.

**Fig. 6: Historic trends of previous use 2007-2012**



4.4 Despite what appears to be a high number of completions, the normal rate is very low because most can be attributed to a single year (2007-08). If this is discounted as an unusually high year, and 'garden' completions are also ignored, the only source of development was the 'existing housing' category. On average, this provided one dwelling a year for the past five years, although in two of the years it provided none. The future predictions for windfall levels then, appear to be minimal and largely inconsistent.

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

- 5.1 This section briefly examines whether there are areas in Colden Common 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 some dwellings with larger gardens that potentially may sustain future piecemeal windfall development. However, even if this is acceptable on a piecemeal basis, it is likely to be small-scale and may face other practical constraints. Moreover, there is little demonstrable evidence that 'industrial/commercial/vacant sites' will continue to provide a source of windfall, as there appears to be few available sites remaining that could provide opportunities for residential redevelopment.
- 5.3 Overall, it seems that few sources of future windfall can be demonstrated. Whilst some piecemeal development will undoubtedly come through, it is likely to be small-scale and unpredictable for the foreseeable future.

### **Housing Land Supply**

- 5.4 This assessment has also analysed outstanding consents in Colden Common 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 was one outstanding consent with one dwelling to be completed. Whilst this will be classed as windfall, its location as a garden plot means it cannot be considered when predicting future windfall.

## **6.0 CONCLUSIONS: FUTURE PROSPECTS**

6.1 This section brings together the results discussed above to consider 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 Colden Common.

### ***Existing housing / House and garden***

6.2 'House and garden' has historically produced small and inconsistent numbers of completions. It is possible some may come forward as part of larger developments, although this is difficult to foresee. 'Existing housing' appears to be the most likely source of future windfall as dwellings are developed or divided to form new dwellings and it is likely it will provide some windfall over the plan period. However, completions have been very low, and look likely to remain low for the foreseeable future, making it difficult to make any specific allowance for windfall completions from this source.

### ***Garden***

6.3 Historically, gardens have been the second largest source of completions and contributions to windfall, albeit not always a consistent one. However, there is no planning policy to resist garden development in principle, so this is 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 There was one large development and a smaller development from this source in 2007-2008 and more recently permission has been granted at the Apex Centre and Dunford's Yard for residential use. However, it is unlikely that these levels can be sustained and therefore no windfall can be planned for from this source. The loss of employment land is discouraged by LPP1 and therefore windfall from these sites in the future is unlikely.

### ***Open space***

6.5 No completions have come from this category in the assessment period. Moreover, there is a presumption against the loss of any open space<sup>2</sup>, so windfall from this source is unlikely. Therefore, no windfall should be presumed from this source.

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

6.6 No completions have come from this source in the past five years and there is no demonstrable evidence that any will come forward in the future and therefore no windfall is predicted for this source.

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

## **Overview**

- 6.7 Completions have remained low both in the longer term (2001-2012) and in the period under study in this assessment (2007-2012). Windfall has made up the majority of completions in the past five years, but as the vast majority of these are either from 'garden' sites, or from the exceptional development in 2007-2008, the main source of any future windfall appears to be from 'existing housing' (redevelopment and subdivision).
- 6.8 The analysis of potential future sources provides no evidence to suggest that significant windfall development will come forward in the future. Nevertheless, some windfall is likely and will 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 250 dwelling target for Colden Common.