

ASSESSMENT OF WINDFALL TRENDS AND POTENTIAL IN WALTHAM CHASE

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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 Waltham Chase¹ 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 Waltham Chase 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.

¹ For the purposes of this study, 'Waltham Chase' refers solely to the settlement of Waltham Chase, 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 Waltham Chase. 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 Waltham Chase 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).

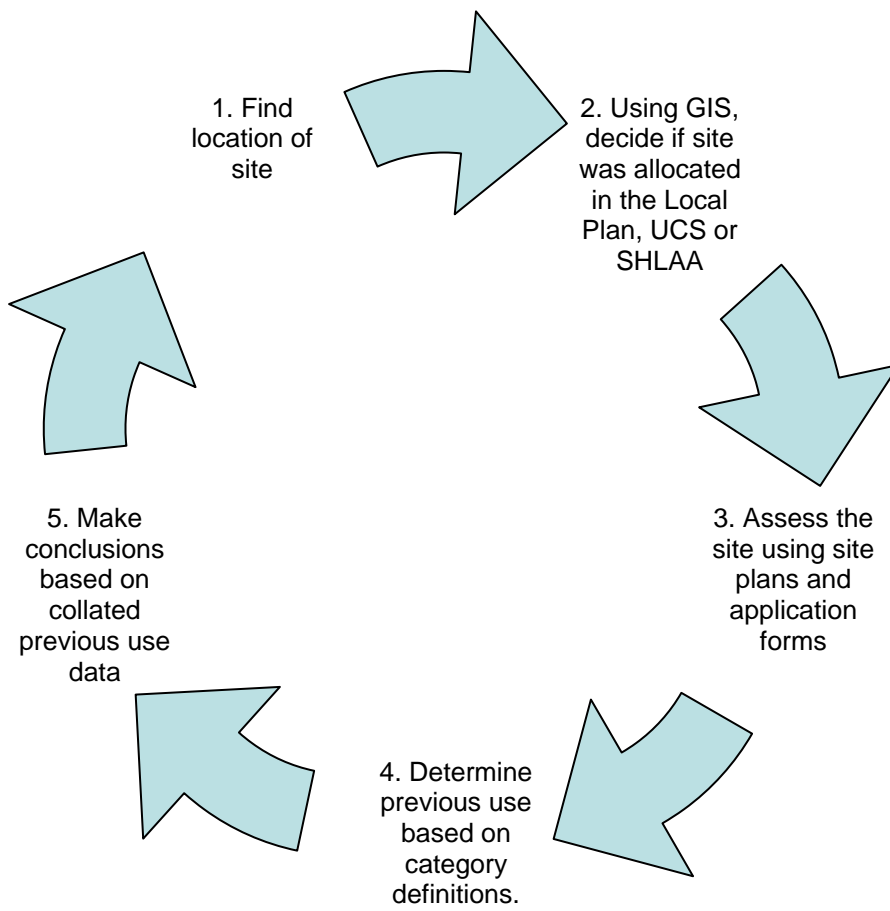
- **Open space** – undeveloped sites which are not part of a residential property or garden and may include amenity open space, paddocks, and other areas not subject to Policies RT1 or RT2 of the 2006 Local Plan. This incorporates the UCS category of vacant land not previously developed.
- **Change of 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 that was sustained for each application, as shown in Figure 1 below. However, it should be noted that any assessment of this nature, which involves 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 Waltham Chase 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



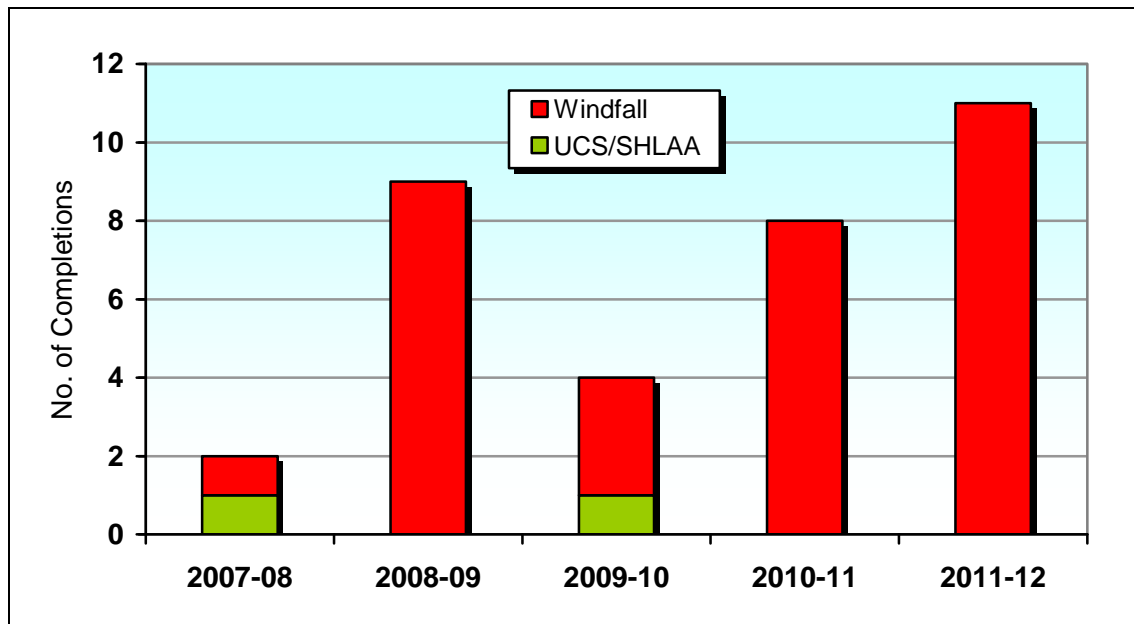
3.0 ALLOCATED AND WINDFALL SITES

3.1 This section analyses the broad trends in windfall and UCS/SHLAA development in Waltham Chase. Table 1 and Figure 2 show that windfall is a major source of new development.

Table 1: Housing Completions by site type 2007 - 2012

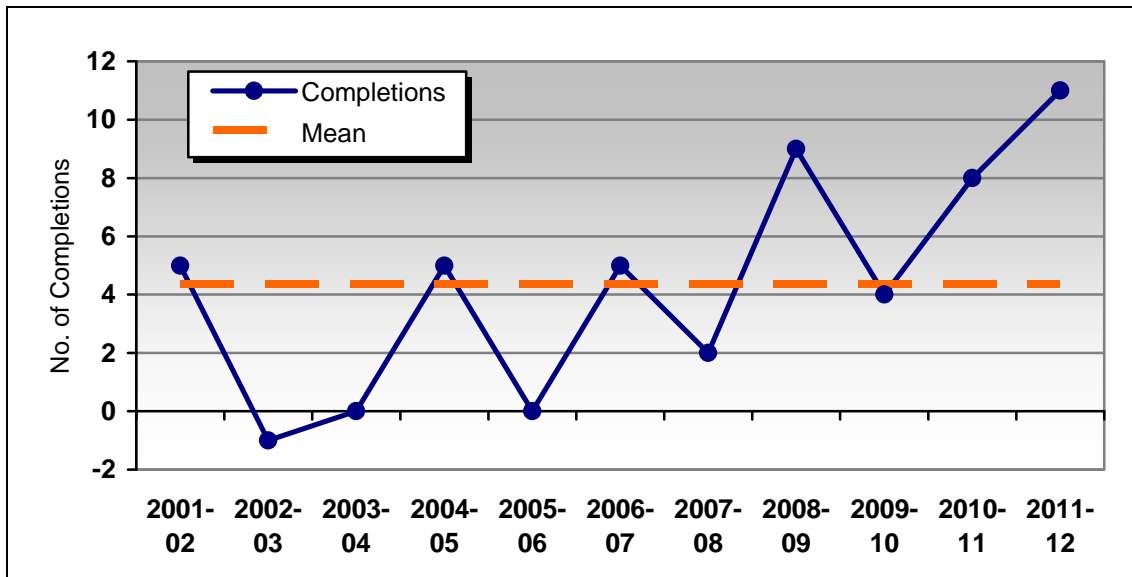
Year	UCS/SHLAA	Windfall	TOTAL
2007-2008	1	1	2
2008-2009	0	9	9
2009-2010	1	3	4
2010-2011	0	8	8
2011-2012	0	11	11
TOTAL	2	32	34

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



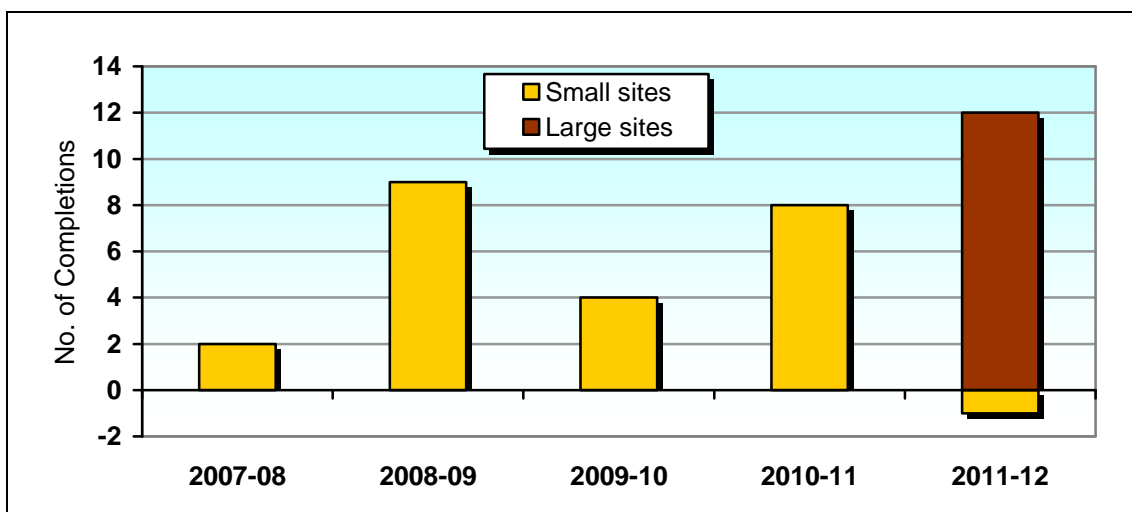
3.2 Over a longer period (2001-2012), completions have varied considerably from one year to the next (Figure 3 below). There has been an upward trend since 2010, well above the mean, but it is too early to say whether this trend for higher completion rates will continue.

Fig. 3: Net Completions 2001 - 2012



3.3 Generally, years with higher completions are due to a couple of individual developments with several new dwellings. From 2007 to 2012, most completions have come from smaller sites which are also less likely to have been allocated in the UCS or SHLAA. Ten of the thirteen sites developed between 2007 and 2012 were under five dwellings and therefore were unlikely to have been predicted by the SHLAA or UCS, as sites of fewer than five dwellings are not identified. Whilst not a wholly consistent source, small sites probably will continue to come forward in the future and are the most probable to come forward as windfall because they are unlikely to have been allocated in the UCS or SHLAA. Large sites may also provide some windfall, but are more likely to be allocated, generally have less appropriate sites and are potentially more likely to be affected by current and future policies (compliance with affordable housing, open space contributions, sustainable construction and Community Infrastructure Levy). This makes them a less reliable source for future windfall.

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



3.4 Overall, whilst not completely consistent, windfalls have contributed a steady level of completions in the past five years, and Figure 3 suggests the trend of completions has been upwards. However, to understand possible future trends, it is important to investigate the previous use of sites to assess in more detail if more of these sites are likely to come forward in the future.

4.0 PREVIOUS USES

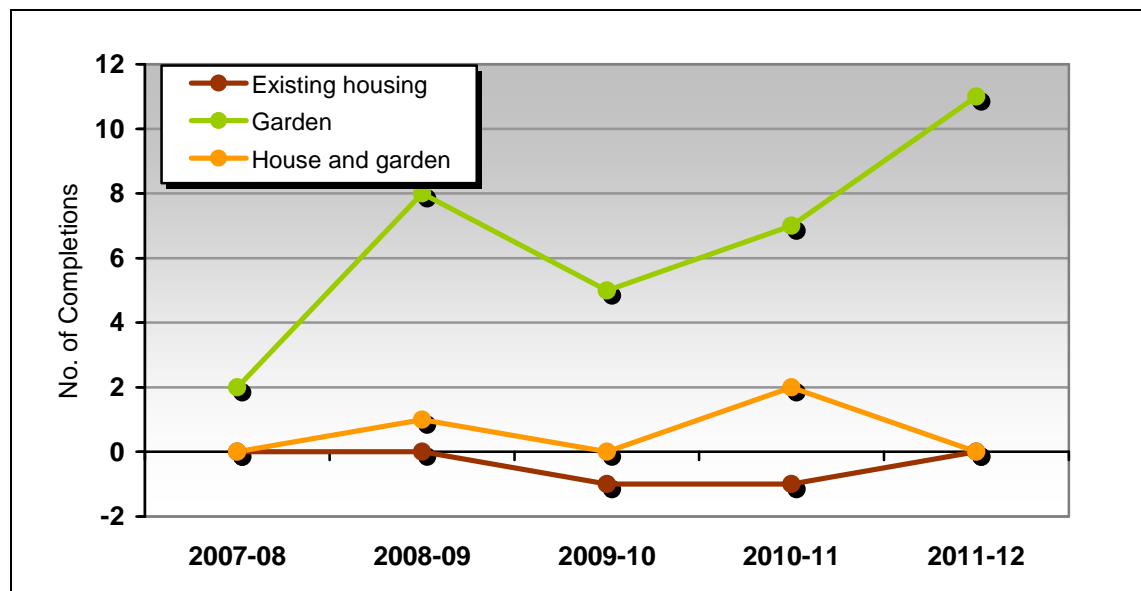
4.1 This section aims to analyse the historic previous uses of developed land in order to understand where windfall may come from in the future.

Table 2: Previous Uses 2007 - 2012

Previous Use	Replacement	UCS/SHLAA	Windfall	Total
Existing housing	-1	0	-1	-2
Garden	0	2	31	33
House and garden	1	0	2	3
Industrial/commercial/ vacant	0	0	0	0
Open Space	0	0	0	0
Change of use	0	0	0	0
Total	0	2	32	34

4.2 Table 2 above confirms garden areas as the dominant source of windfall completions. Analysis of annual completions since 2007 (Figure 6 below) suggests that garden development will remain strong and probably produce further windfall development in the future. However, garden development will ultimately slow as the supply of suitable sites declines, which adds a degree of uncertainty to this source of development. Nonetheless, the NPPF is clear that gardens can no longer be considered in future windfall predictions.

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



4.3 The development of 'house and garden' sites has come from either within bigger developments, or as a redevelopment of an existing house. With the substantial growth in garden redevelopments, it is likely there will occasionally be windfall from 'house and garden' sources as plots are redeveloped. However, the inconsistent nature of 'house and garden' completions makes it very difficult to predict the future of this windfall.

5.0 SETTLEMENT CHARACTER AND LAND SUPPLY

- 5.1 This section briefly examines whether there are areas in Waltham Chase 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 Sources of future windfall are unclear in Waltham Chase and certainly not predictable for the foreseeable future. There are some small sites that might afford back garden redevelopment, but these are likely to face constraints such as access issues, high existing use values, and multiple ownership.
- 5.3 Overall, it seems that few sources of future windfall can be demonstrated, and whilst undoubtedly some piecemeal development will come through, it is unpredictable for the foreseeable future.

Housing Land Supply

- 5.4 This assessment has also analysed outstanding consents in Waltham Chase 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 1st April 2012, there was only one outstanding consent for four dwellings, which if built, would be classed as windfall. However, as the consent is a garden plot, it cannot be considered when predicting future windfall.

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 Waltham Chase, using the results discussed above.

Existing housing / House and Garden

6.2 These categories have failed to provide a consistent level of development and normally occur alongside other previous uses, normally garden. Whilst it is likely some windfall will come from this source from time to time as sites are redeveloped and new dwellings are built on the footprint of old dwellings, there is no evidence to suggest a reliable supply of windfall from this source in the foreseeable future. Therefore, no consistent windfall is predicted from this source and only occasional piecemeal windfall development is likely.

Garden

6.3 Historically, gardens have been the largest source of completions and contributions to windfall and current trends suggest completions from this site may increase. With no planning policy resisting garden development in principle, these are likely to be a good source of future windfall, but the NPPF is clear that gardens cannot be included when estimating future windfall.

Industrial/commercial/vacant land

6.4 No sites have come from this source between 2007 and 2012. Furthermore, 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 period under study. Moreover, there is a presumption against the loss of any open space², so 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. No windfall is therefore predicted for this source.

Overview

6.7 Overall, windfall has provided the majority of completions in Waltham Chase for the past five years. However, most of this windfall has come through garden developments and these can no longer be considered when estimating future windfall as clearly stated by the NPPF. There is likely to be occasional windfall from the categories 'house and garden' and 'existing housing' as sites are

² LPP1, Policy CP7

redeveloped, but the reality is that this kind of development is likely to be neither substantial nor reliable.

- 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 Waltham Chase.