



ASSESSMENT OF WINDFALL TRENDS AND POTENTIAL IN WICKHAM

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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 Wickham¹ 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 Wickham 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, 'Wickham' refers solely to the settlement of Wickham, 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 Wickham. 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 Wickham 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:

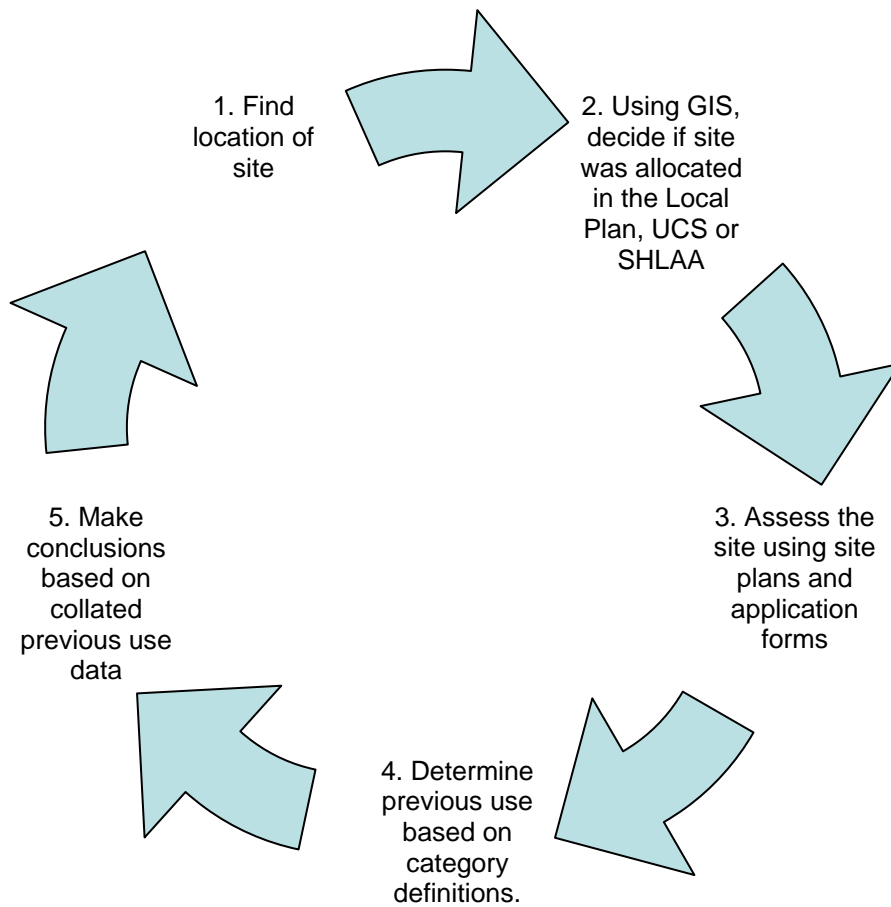
Commercial	Residential
Conversion from commercial	Residential and commercial
Conversion from institution	Residential and commercial sub-division
Conversion from residential	Residential sub-division
Conversion from retail	Residential/garage
Garden	Retail
Garden and other	Sub-division
House and garden	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 Wickham 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



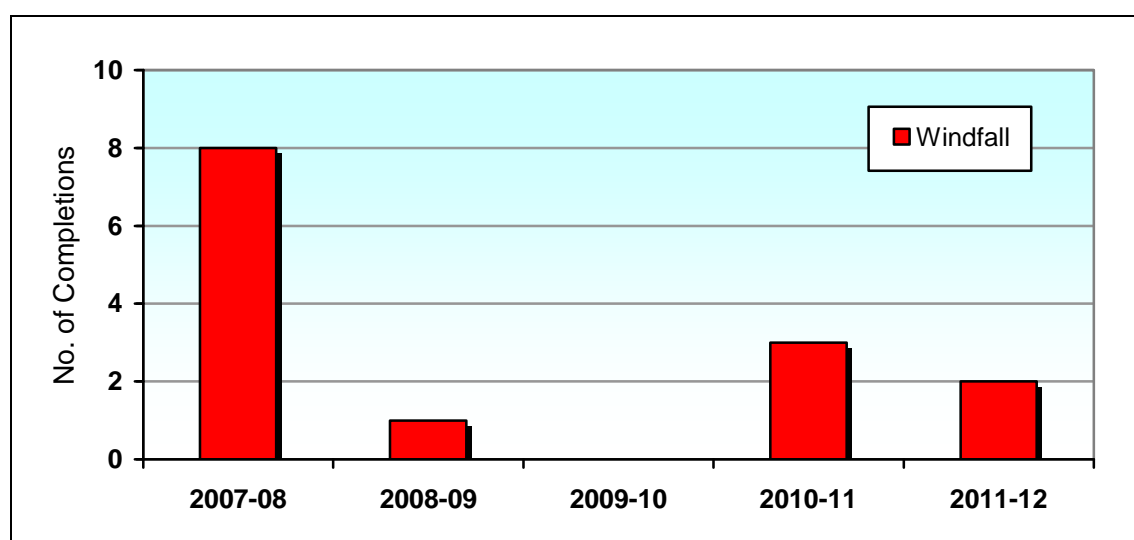
3.0 ALLOCATED AND WINDFALL SITES

3.1 This section analyses the broad trends in windfall and UCS/SHLAA development. Table 1 and Figure 2 confirm that all completions have come through windfall and, furthermore, demonstrate that, in most years, completions amount to no more than three dwellings. This does not take into account however, the dramatic spike in completions between 2006 and 2008.

Table 1: Net Housing Completions by site type

Year	UCS/SHLAA	Windfall	Total
2007-2008	0	8	8
2008-2009	0	1	1
2009-2010	0	0	0
2010-2011	0	3	3
2011-2012	0	2	2
Total	0	14	14

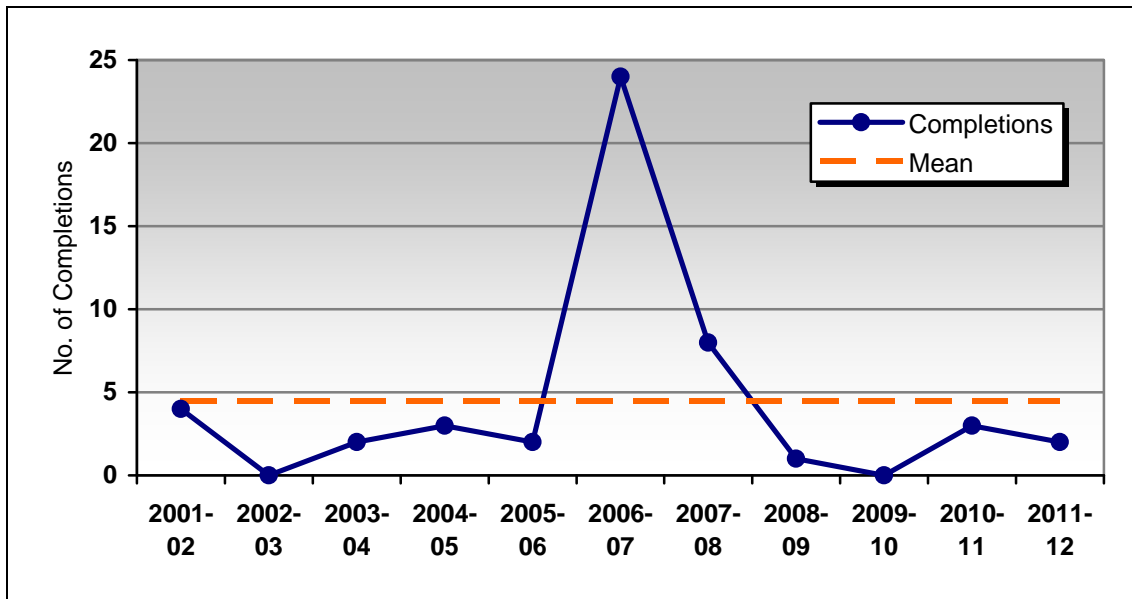
Fig. 2: Net Housing Completions by site type



3.2 The completions in 2007-2008 can not be attributed to any single development which would normally account for a higher than normal level in completions. Therefore, it can only be concluded that the completions in 2007-2008 were something of an anomaly.

3.3 The trend of low levels of completions in Wickham is confirmed by Figure 3 (below), except for 2007-08 (above) and, even more anomalously, in 2006-07. The latter is due to the development a rural an exception site which provided 20 affordable dwellings. However, as the name suggests, these sites are not the norm and moreover, do not contribute to windfall completions.

Fig. 3: Net Completions 2001 - 2012



- 3.4 All completions between 2007 and 2012 were on small sites of fewer than 10 dwellings. This probably explains why the UCS was so poor at predicting sites between 2007 and 2012, because it did not identify sites of fewer than five dwellings. This also means the SHLAA is less likely to be accurate at predicting future sites because it also does not normally identify sites less than five dwellings. Given that all sites were fewer than five dwellings in the period under assessment, if this trend continues, it seems likely windfall completions will continue into the future.
- 3.5 The spike in completions in 2006-2008 appears to be unusual making it difficult to plan for. Whilst the numbers do suggest that there will continue to be some completions in the future, levels are likely to remain low and inconsistent. Therefore, it is important to investigate the previous uses of sites to better determine how much windfall is likely to come forward in the future.

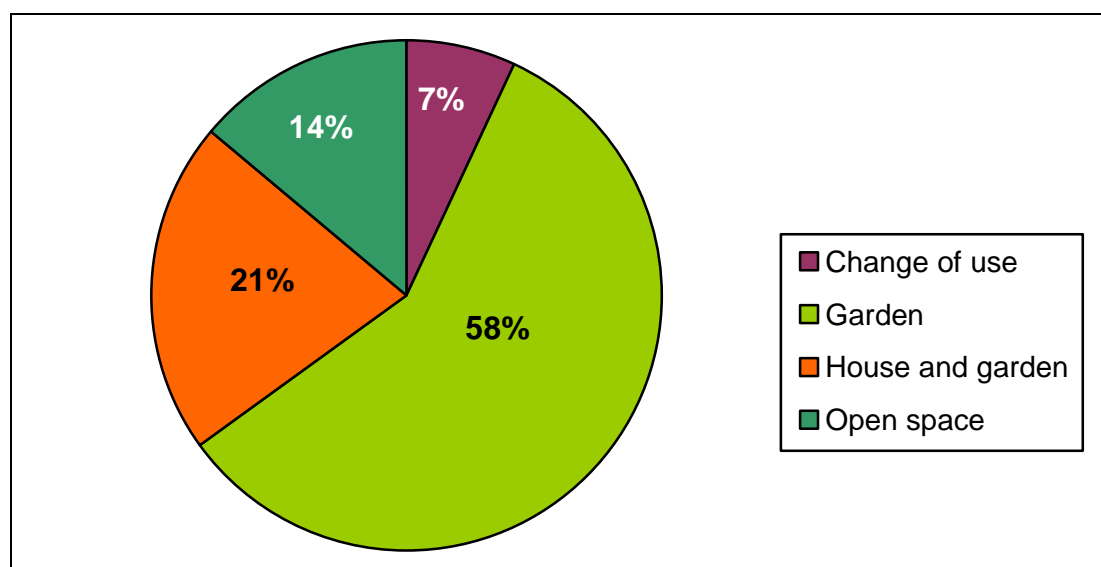
4.0 PREVIOUS USES

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

Table 2: Previous Uses 2007-2012

Previous Use	UCS/SHLAA	Windfall	Total
Change of use	0	1	1
Existing housing	0	0	0
Garden	0	8	8
House and garden	0	3	3
Open space	0	2	2
Industrial/commercial/vacant	0	0	0
Total	0	14	14

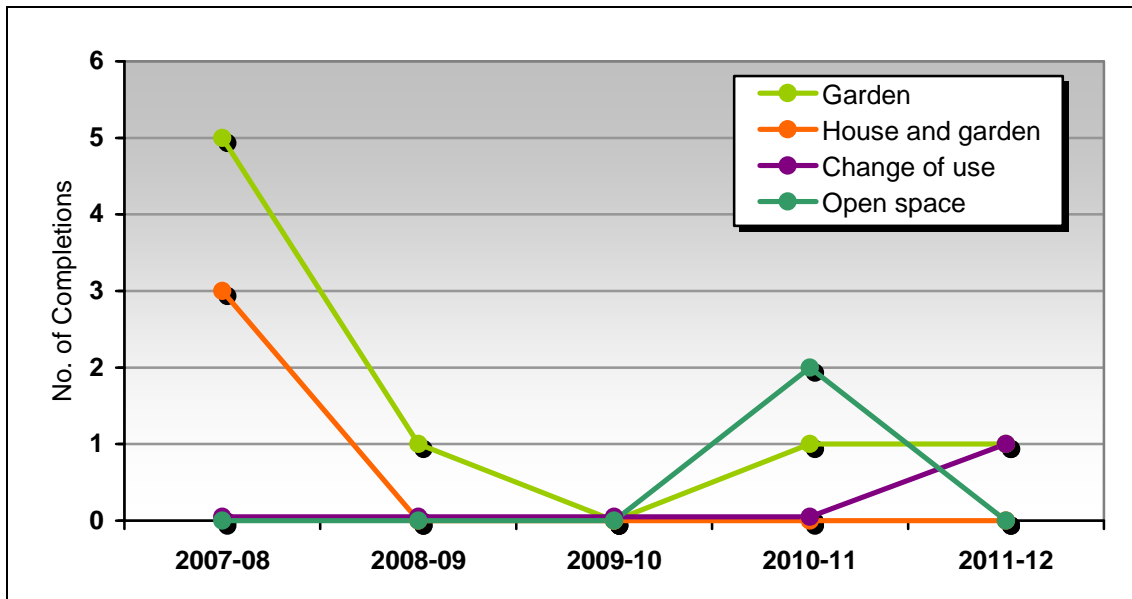
Fig. 4: Previous use of land 2007-2012



4.2 These figures suggest that, historically, completions in Wickham have come from infilling in garden areas, or the redevelopment of sites. However, the exclusion of 'garden' completions from assessments of future windfall will have a significant impact on future predictions, particularly as gardens have contributed at least one completion in every year in which completions have occurred, allied to the overall low level of annual completions.

4.3 This leaves 'house and garden' as the most likely category to provide future windfall, particularly given the presumption against loss of open and employment space in LPP1. However, as Figure 5 below demonstrates, the 'house and garden' category only contributed completions in 2007-2008 and is therefore not a consistent or reliable source. It should be noted that there is likely to be one net gain in completions in the 'existing housing' category – a sub-division of a dwelling at Mill Lane. Beyond this, no substantial development is predicted from this source.

Fig. 5: Historic trends of previous use 2007-2012



4.4 Future windfall completions are likely to remain at their current low levels, and may probably decline as fewer suitable sites for garden development become available. Another spike in completions is always possible, but there is no evidence on which any prediction can be made. Moreover, most of the completions in the peak came from gardens, which as stated, can not be considered for the future.

5.0 SETTLEMENT CHARACTER AND LAND SUPPLY

- 5.1 This section briefly examines whether there are areas in Wickham 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 As demonstrated, historically windfall has been low in Wickham. A brief analysis of potential sources of windfall in Wickham confirms that this trend is expected to continue. There are a couple of small sites that may come forward, for example on Mayles Lane where there are several adjoining houses with large gardens that may be redeveloped. However, they face constraints, for example from flooding risks, high existing use values, and the multiple ownership of the sites. Moreover, the number of dwellings predicted for each site is low and some completions will probably be on gardens, which cannot be considered when predicting future windfall.
- 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 Wickham 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 were two unimplemented planning consents which have one outstanding dwelling each. If built out, both would be classed as windfall (one in each of the 'house and garden category' and 'existing housing' categories. Both are small sites and occurred from the redevelopment of an existing house or part of its plot. Neither are identified by the SHLAA, which continues the historic trend in Wickham for most completions to be small and classed as windfall.
- 5.6 Overall, analysis of existing consents suggests that the number of completions will remain very low in Wickham for the foreseeable future unless new sources of windfall are brought forward.

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 Wickham, using the results discussed above.

Existing housing / House and garden

6.2 These categories have historically provided low and variable numbers of completions and appear unlikely to produce high numbers in the future. It is likely that occasional redevelopment will contribute some windfall from this source, as reflected in the analysis of existing consents, but it will be inconsistent and low level. Therefore, no windfall can reliably or consistently be predicted from this source in the future.

Garden

6.3 Historically, gardens have been the largest source of completions and contributions to windfall. With no planning policy resisting garden development in principle, these are likely to be a 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 Two completions have come from this category in the period under study. However, there is a presumption against the loss of any open space², so no future windfall should be presumed from this source.

Change of use

6.6 There has been one completion from this source in the past five years but there is no demonstrable evidence that any will come forward in the future, particularly as loss of employment space is discouraged by LPP1. No windfall is therefore predicted for this source.

Overview

6.7 Overall, it is likely some windfall will come forward in the future, but the vast majority of this will come from garden development, which cannot be considered for future windfall predictions as stated by the NPPF. With garden development discounted, windfall levels are likely to be very low in the future. There will probably be occasional completions, most likely from the 'house and garden' and 'existing housing' categories through complete redevelopment of a

² LPP1, Policy CP7

site or subdivisions of properties. However, this is only likely whilst suitable sites exist for such development, and as demonstrated, in Wickham such sites are limited and face several constraints.

- 6.8 Based on the above, windfall is neither high enough nor reliable enough for any future windfall to be predicted. 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 Wickham.