



ASSESSMENT OF WINDFALL TRENDS AND POTENTIAL IN SWANMORE

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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 Swanmore¹ 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 Swanmore 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, 'Swanmore' refers solely to the settlement of Swanmore, 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 Swanmore. 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 Swanmore 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:

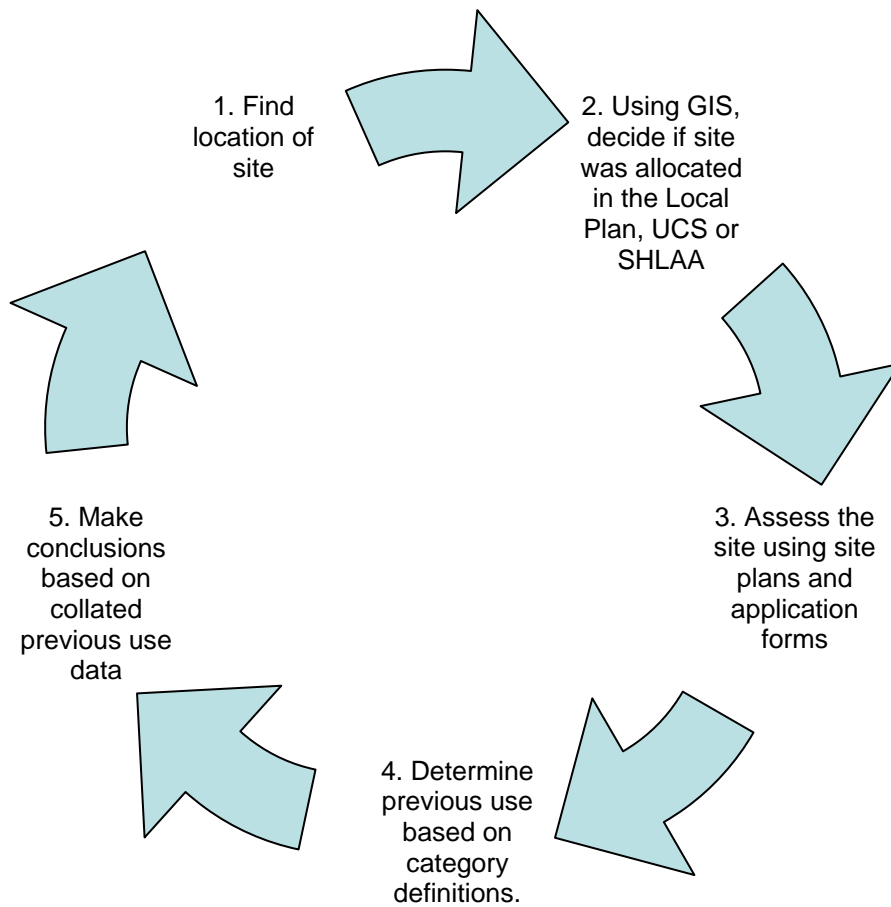
Commercial	Residential
Conversion from commercial	Residential and commercial
Conversion from institution	Residential and commercial sub-division
Conversion from residential	Residential sub-division
Conversion from retail	Residential/garage
Garden	Retail
Garden and other	Sub-division
House and garden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



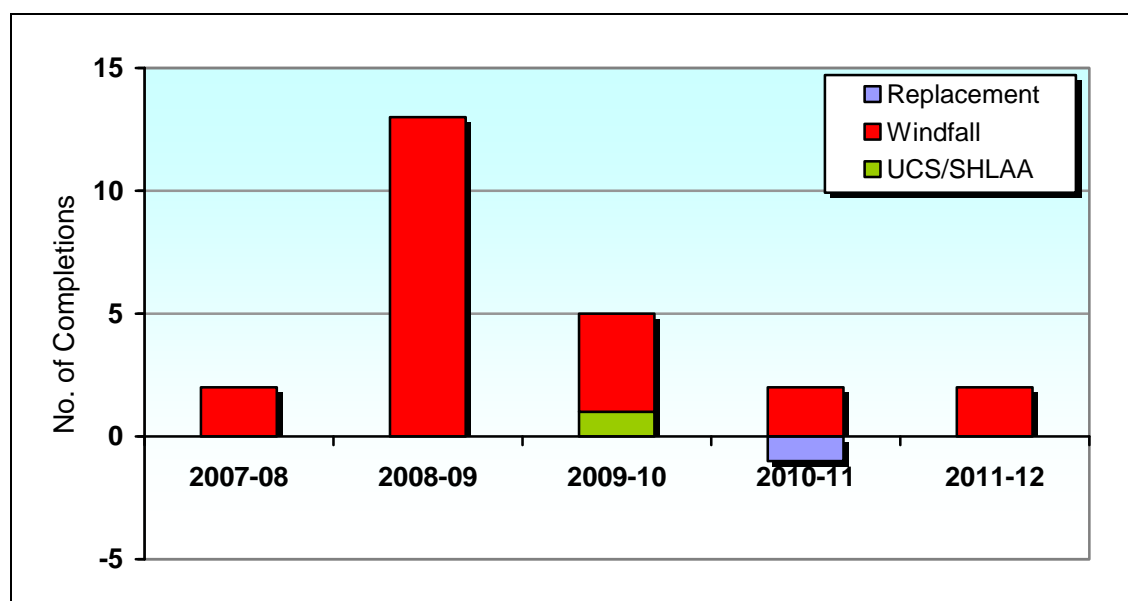
3.0 ALLOCATED AND WINDFALL SITES

3.1 This section analyses the broad trends in windfall and UCS/SHLAA development. Table 1 and Figure 2 show that in every year except 2009-2010 all completions were provided by windfall. The spike in 2008-2009 was partly due to an industrial redevelopment on New Road (7 no.) and the accumulation of several smaller developments.

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

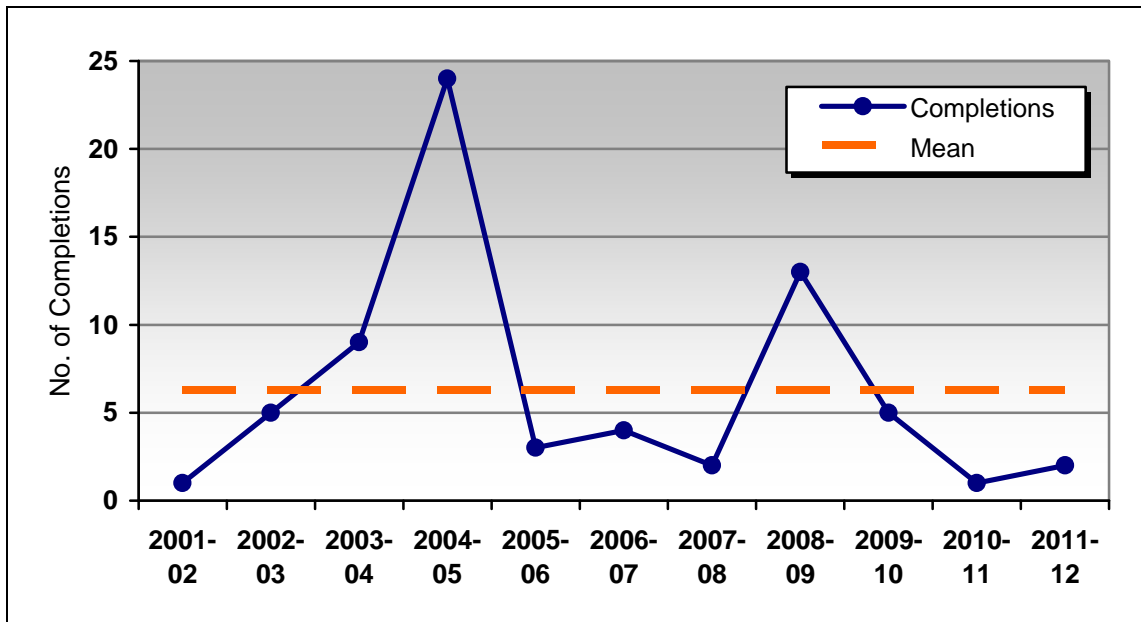
Year	Replacement dwellings	UCS/SHLAA	Windfall	TOTAL
2007-2008	0	0	2	2
2008-2009	0	0	13	13
2009-2010	0	1	4	5
2010-2011	-1	0	2	1
2011-2012	0	0	2	2
TOTAL	-1	1	23	23

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



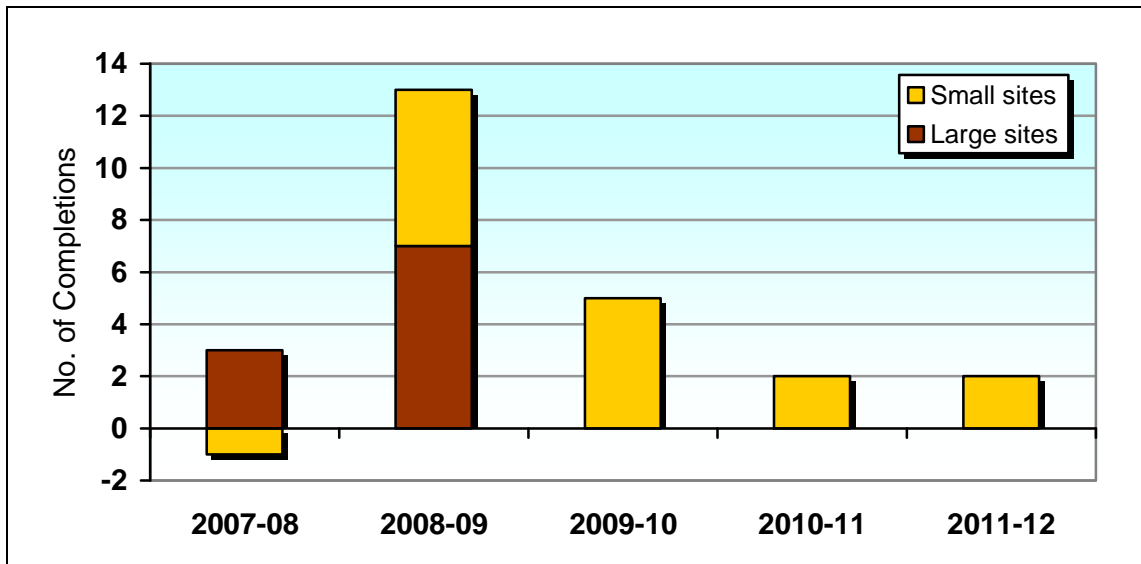
3.2 Figure 3 below shows completions over a period of eleven years; the mean has been about six dwellings per annum. Most years have been below this mean (including four of the five years under study in this assessment), but the mean is pushed up by several peaks in completions, probably as a result of larger redevelopments, such as on New Road. In the majority of years in the eleven year period, completions have been five or lower, making this kind of level the norm.

Fig. 3: Net Completions 2001 - 2012



3.3 Most of the sites that came forward were small sites of fewer than ten dwellings. In Swanmore, ten of the eleven small sites developed had fewer than five dwellings and therefore were unlikely to have been predicted by the SHLAA, as sites of fewer than five dwellings are not allocated. If this trend for small sites continues, it is likely they will continue to contribute to windfall because they are less likely to occur on an allocated site.

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



3.4 Whilst the normal level of annual completions has been relatively low, it seems likely that some windfall will continue to come forward as long as small sites, particularly those under five dwellings, continue to come forward, as Figures 2, 3 and 4 suggest. However, to confirm this, 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.

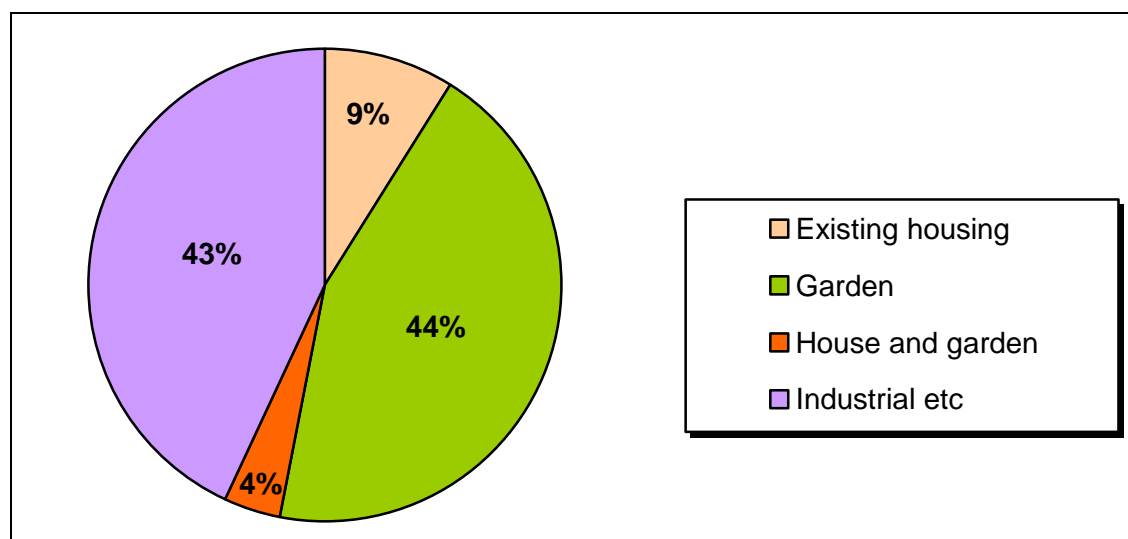
4.0 PREVIOUS USES

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: Net Completions - Previous Uses

Previous Use	Replacement	UCS/SHLAA	Windfall	Total
Existing housing	-1	1	2	2
Garden	0	0	10	10
House and garden	0	0	1	1
Industrial/commercial/ vacant	0	0	10	10
Open Space	0	0	0	0
Change of use	0	0	0	0
Total	-1	1	23	23

Fig. 5: Proportion of Net Completions by previous use

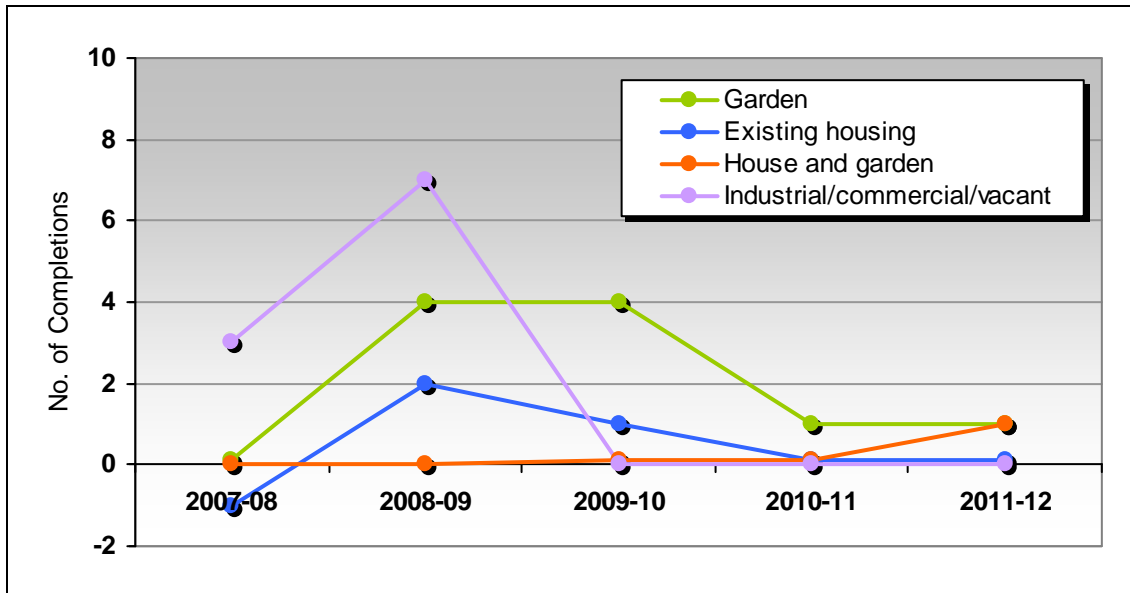


4.2 As Table 2 and Figure 5 show, the 'garden' and 'industrial/commercial/vacant' categories have contributed the vast majority of completions in the past five years, with only three net completions from any other sources. All 'industrial/commercial/vacant' completions were on a single site at New Road. There may be some piecemeal future development from this source, e.g. behind the Bricklayers Arms, although a long-term contribution of this source is unlikely, in particular because loss of employment space is contrary to policies in the LPP1.

4.3 'Gardens' have been the most consistent source of completions, providing new dwellings every year since 2008-2009. Moreover, there is no planning policy resisting garden development in principle meaning new sites will probably come forward in the future. However, the NPPF makes it clear that gardens can not be considered when establishing estimates for future windfall. This leaves 'existing housing' and the 'house and garden' categories as the only foreseeable future sources of windfall.

4.4 'House and garden' and 'existing housing' have contributed only 3 net completions in the past 5 years between them. Some of these have come in conjunction with garden developments as a whole site is redeveloped to utilise available space and this trend will probably continue. However, these numbers will remain small. There have also been no recent subdivisions of dwellings, which also can provide some piecemeal windfall completions.

Fig. 6: Sources of windfall completions 2007 – 2012



4.5 Overall, windfall is neither of a high or consistent level in Swanmore, particularly now that gardens cannot be considered in future windfall predictions. Whilst it is possible, like in 2004-2005 and 2008-2009, that there will be unusual peaks in development and windfall, these are not consistent and are difficult to plan for in the future. Moreover, they are more likely to be identified in the SHLAA because it seems that they often consist of large sites.

5.0 SETTLEMENT CHARACTER AND LAND SUPPLY

- 5.1 This section briefly examines whether there are areas in Swanmore 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 with potential for infilling or garden redevelopment. However, this is likely to be on a piecemeal basis and may face constraints such as multiple ownership of land, high existing use values, and possible access issues. There is also large pressure locally to avoid loss of green space². Although loss of light industry has been a source of some windfall locally, it is against policy and, moreover, few suitable sites exist in Swanmore for this kind of redevelopment to continue.
- 5.3 Overall, it seems that few sources of future windfall can be demonstrated, and it is unpredictable for the foreseeable 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 requirement for the village.

Housing Land Supply

- 5.4 This assessment has also analysed outstanding consents in Swanmore 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 six outstanding planning consents in Swanmore that have been approved but not built, all of which, if built, will be classed as windfall.

Table 4: Current Use of proposed windfall dwellings with consent

Previous Use	Total
Garden	7
House and garden	1
Industrial / commercial / vacant	3
Total	11

- 5.6 Out of the eleven proposed dwellings over half are on garden sites, which can not be considered when predicting future windfall. In addition, all the consents are for small sites, suggesting a continuation of the historic trend in Swanmore for small garden sites to predominate, supplemented by some limited windfall from the redevelopment of existing residential, commercial or industrial sites.

² Swanmore Village Plan, June 2011

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 Swanmore, using the results discussed above.

Existing housing / House and Garden

6.2 These sources have historically provided few completions and are not wholly reliable. It is probable that there will be occasional windfall from this source as housing is redeveloped or as part of a larger development that includes garden development. However, these cannot readily be predicted and therefore no reliable windfall is foreseen from these sources.

Garden

6.3 Historically, gardens have been a large source of completions and contributions to windfall, although hardly a completely consistent source. 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 All completions from this source came from one development and there is no evidence new sites of this type will come forward in the foreseeable future. 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 source in the period under study. Moreover, there is a 'presumption against the loss of any open space'³, 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, despite past levels of windfall in Swanmore, it is in fact difficult to demonstrate a consistent level of windfall for the future, particularly as the most consistent source, gardens, can no longer be considered as evidence for future windfall. Any future windfall is most likely to come from 'existing housing' and 'house and garden', but the completion numbers are so small that no reliable prediction for future windfall can be made. It is also possible that a larger site,

³ LPP1, Policy CP7

like that at New Road in 2007-2009, may come forward and provide some windfall, but with no new sites in evidence currently there is no basis for assuming this would be a reliable source of supply for the future.

- 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 Swanmore.