

Winchester
City Council

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Strategic Housing and Employment Availability Assessment (SHELAA) 2020



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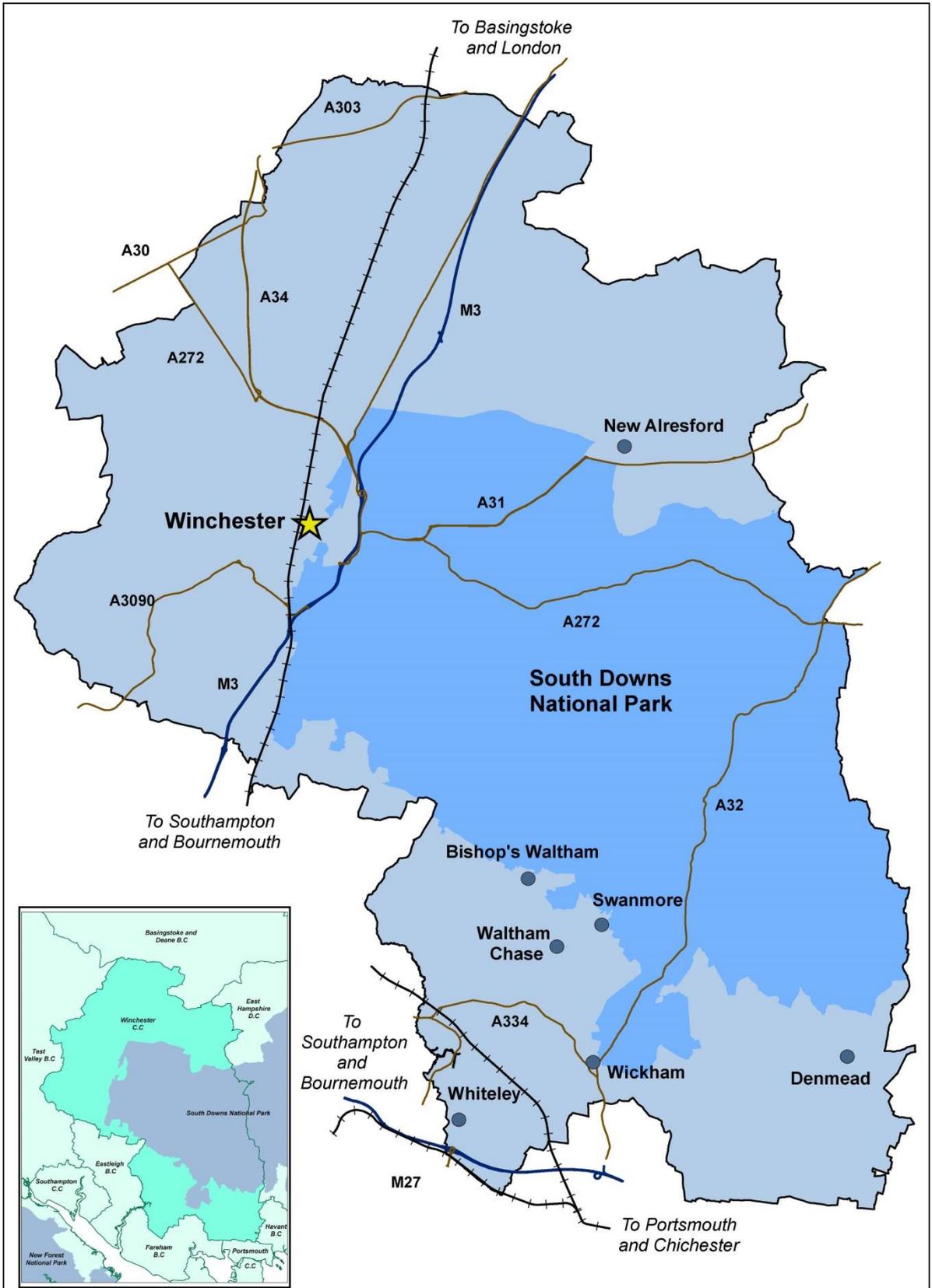
1. Introduction

What is a Strategic Housing and Employment Land Availability Assessment (SHELAA)?

- 1.1 The SHELAA is a register of the sites that the Council has been advised by developers and landowners that **could be** potentially available for development. Sites included in the SHELAA result from a “call for sites” which was open to all and widely publicised. The call for sites was open between 20th January 2020 to 2nd March 2020.
- 1.2 The SHELAA only identifies sites which have been submitted to the Council, it does **NOT** allocate sites for development. The inclusion of the site in the SHELAA does not imply that the Council would necessarily grant planning permission as it is only a register of sites that developers/landowners have put forward for development.
- 1.3 This updated SHELAA (2020) forms an important part of the evidence base that will help to inform the preparation of the new Local Plan. Its purpose is to enable realistic assumptions to be made about how much housing and employment space could potentially come forward on sites that are suitable, available and achievable to meet the Council’s housing and employment needs. The SHELAA also provides information for the Council’s five year housing land supply assessment..
- 1.4 The SHELAA has been prepared in accordance with the the National Planning Practice Guidance (Housing and Economic Land Availability Assessment (Section ID3)).

What area does the SHELAA cover?

- 1.5 The SHELAA has only assessed sites that are located outside the South Downs National Park (SDNP) which covers 40% of the Winchester district see Figure 1.
- 1.6 The South Downs National Park Authority is the local planning authority for the SDNP and is responsible for preparing its own Strategic Housing Land Availability Assessment (SHLAA). Winchester’s SHELAA only covers the part of Winchester district that is outside of of the SDNP.



2. Policy Context

National Planning Policy Framework

- 2.1 The National Planning Policy Framework (NPPF) states that Local Planning Authorities should have a clear understanding of available land in their area through the preparation of a SHELAA to establish realistic assumptions about the suitability, availability and the economic viability of land to meet the identified need for housing over the plan period.
- 2.2 In accordance with the NPPF, the Council has undertaken and updated a SHELAA to inform the Council's Local Plan Review process. The NPPF also requires the Council to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of their housing requirements (with an additional buffer of 5% or 20%, moved forward from later in the plan period, if required) - as well as identify a supply of specific developable sites or broad locations for growth for years 6-10 and where possible, for years 11-15. This is set out in the Council's Authority Monitoring Report which is updated in December each year.
<https://www.winchester.gov.uk/planning-policy/annual-monitoring-report-amr/>
- 2.3 The NPPF (para 70) acknowledges that Local Planning Authorities may need to make an allowance for windfall sites in the five year housing land supply if there is compelling evidence that such sites will continue to provide a reliable source of supply. Any windfall allowance should have regard to the SHELAA, historic windfall delivery rates and expected future trends, and consideration should be given to policies to resist development of residential gardens.

Planning Practice Guidance

- 2.4 The Government's Planning Practice Guidance (PPG) provides guidance on housing and economic land availability assessment and, in relation to potential housing land, sets out a methodology to identify a future supply of land which is suitable, available and achievable for housing over the plan period. This SHELAA has been undertaken in the context of the latest guidance contained in PPG updated in July 2019.

3. Methodology

3.2 The SHELAA 2020 is the latest iteration of a number of land availability studies undertaken by the Council over the last 20 years or so. The “timeline” of studies is as follows;

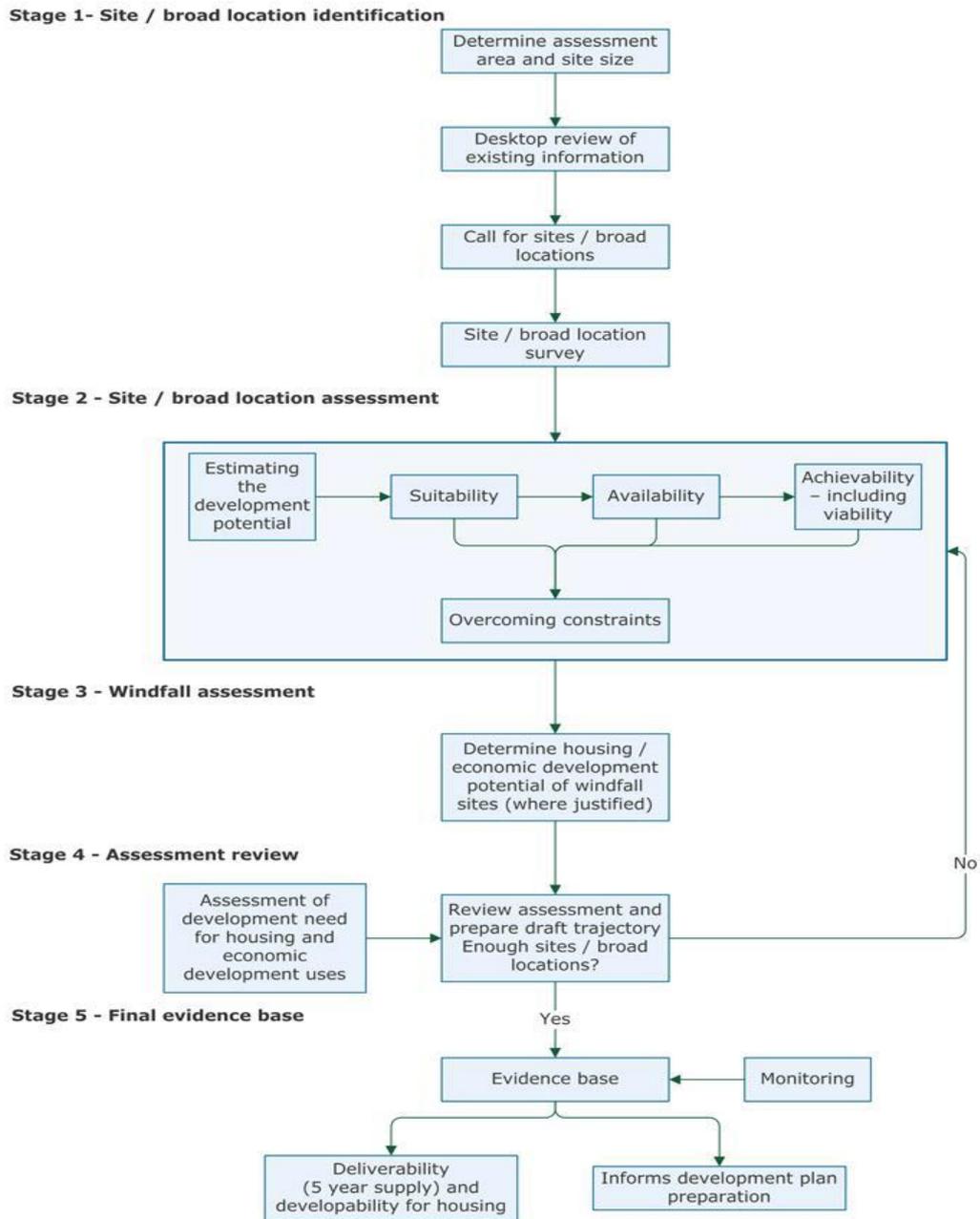


* Documents available on the Councils website or to view on request from the Planning Policy Team

3.3 The SHELAA has been drafted in accordance with the methodology set out in PPG in Figure 2. The Council also consulted with stakeholders on the methodology for the SHELAA and has taken the results into account in refining the methodology and undertaking the assessment.

3.4 The following chapters set out the work undertaken at each stage of the SHELAA and the Housing Land Supply section considers the various sources of expected housing provision.

**Figure 2 - Housing and Economic Land Availability Assessment-Methodology Flowchart
(Planning Practice Guidance 2019)**



4. Stage 1: Identification of sites and broad locations

Determine assessment area and site size

- 4.1 The PPG indicates that the area selected for assessment should be based on the housing market area and functional economic market area - this could be the local planning authority area or an alternative area. Local Planning Authorities in Hampshire have produced their own SHELAA/SHLAA and the SDNP Authority has published its own SHLAA.
- 4.2 Winchester originally had two housing market areas – Central, and South Hampshire (Winchester Housing Market and Housing Need Assessment Update 2012). In accordance with Government guidance, this SHELAA relates only to the Winchester district. In some circumstances sites have been submitted both to Winchester and a neighbouring local authority, in these instances the Council's are working together in line with the Duty to Cooperate.
- 4.3 Winchester City Council carried out the SHELAA work in-house. An initial assessment has been undertaken by planning officers in the Strategic Planning team and other officers within the Council provided advice and information as necessary.
- 4.4 The PPG encourages plan makers to assess a range of different site sizes from small-scale sites to opportunities for large-scale developments such as village and town extensions and new settlements where appropriate. The NPPF gives greater encouragement to the development of small sites so in order to address this the SHELAA does not have a threshold of more than five dwellings or more than 0.25 hectares.

Desktop Review of Existing Information

- 4.5 Experience over the years has indicated that typically sites identified through sources such as desktop reviews (e.g. from aerial photography, GIS and the former UCS) are less likely to be developed than those promoted by landowners through the call for sites. Therefore, the only sites that are included in this SHELAA as a result of desktop review are those from the 'Brownfield Register'. This is consistent with Government

advice and adopted planning policy in LPP1, which give priority to the development of previously developed land - in particular vacant and derelict sites and buildings.

Call for Sites/Broad Locations

- 4.6 The Council undertook a call for sites exercise between January to March 2020. The process involved contacting planning agents and landowners who have promoted sites for inclusion within the previous SHELAA document. The call for sites was promoted on the planning policy pages of the Council's website and included as an item in e-bulletins.
- 4.7 The 'Call for Sites' that was undertaken at the beginning part of 2020 supersedes the Council's Strategic Housing and Employment Land Availability Assessment that was published in December 2018 and any previous Call for Sites exercise. If the Council did not receive a response confirming the inclusion of a site, it was assumed that the site was no longer available for consideration for development and consequently these are not included in this updated SHELAA.
- 4.8 The Call for sites encouraged sites to be submitted online (through Citizenspace). The information requested comprised of:
- Site Capacity (number of dwellings and/or amount of employment/retail/leisure floor space in square metres)
 - Site Constraints (what constraints are there to development, what is needed to overcome there and how long might this take)
 - Availability (is the site currently available and proposed for development, if not when would it likely be available, is there interest from a developer)
 - Time Period (when the site could be brought forward and the likely completion rate (1-5 years, 6-10, or 11-15)
 - Map/Site Plan (to identify the site and to confirm the boundaries)
- 4.9 The information provided has been used to inform an initial site assessment and these are presented in a standard template format with an accompanying site location plan (Appendix 2).

Site/Broad Location Survey

4.10 All of the sites that were put forward as part of the call for sites were plotted on a Geographical Information System (GIS) so that any constraints could be identified.

4.11 This initial stage of the survey assessment comprised of assessing all sites against key constraints as listed in the following paragraph, with those sites that were located wholly or largely within one of the constraints being immediately excluded. Sites that are already allocated for development were also excluded. A list of those sites that were excluded and at what stage can be found in the Appendix 1 to this document. A total of seven sites were excluded at this stage.

4.12 In accordance with advice in the PPG (Paragraph: 018 Reference ID: 3-018-20190722), sites located wholly or largely within any one of the following designations scored red and were therefore excluded:

- Ancient Woodland
- Sites of Importance for Nature Conservation (SINCs)
- Sites of Special Scientific Interest (SSSI)
- Special Protection Areas (SPA)
- Special Areas of Conservation (SAC)
- Ramsar Sites
- Local Nature Reserve (LNR)
- National Nature Reserve (NNR)
- Scheduled Ancient Monuments
- Sites on the English Heritage Register of Historic Parks and Gardens
- Historic Battlefields

5. Stage 2: Site/broad location assessment

Estimating the development potential of each site

5.1 An estimated development density has been calculated for each site based on the net developable area. This density differs depending on the location (as set out in Table 2 below) to take account of the diverse nature of the settlements and land supply across the district. The PPG states that the estimates should be guided by existing or emerging plan policy. Whilst, the 2006 Local Plan Review policy on density (H7) is no

longer saved, the densities referred to provide a useful guide for the initial assessment. Other local authorities have used different densities depending on the site location (distance to services) and characteristics of the surrounding area, or have used exemplar sites as examples of densities they would wish to achieve.

5.2 The following average densities were applied to the sites based on the settlement hierarchy of LPP1. The estimated densities for sites in Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase and Wickham were reduced from 40 dwellings per hectare to 30 to reflect the general character of these settlements. These densities were applied to all sites, except in a small number of cases where site specific information indicated that an alternative density was more realistic.

Table 2 - Average densities used for sites in the district

Location of site		Estimated density dwellings per Hectare
Winchester Town and Whiteley	Town Centre (Policy DM7 area)	75
	Within 100m of town centre	50
	Elsewhere within the settlement	40
Bishops Waltham and New Alresford	Town/Village Centre (Policy DM7 area)	50
	Elsewhere within and outside the settlement	40
Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase, Wickham	Within the settlement	30
All other settlements	Within the settlement	30
Outside remaining settlement boundaries	Outside any settlement	30

5.3 The resulting housing estimates for the sites were then refined further by using a density multiplier recommended by URBED (“Tapping the Potential: Best Practice in Assessing Urban Housing Capacity”, 1999, The Urban and Economic Development Group) to produce a more accurate estimate of the housing capacity for each site. The density multiplier (shown in Table 3 below) accounts for the requirement for infrastructure and open space, which increases with the size of the site, therefore a larger site is more likely to require more land to be used for open space, for example.

Table 3 - Density Matrix based on URBED estimations

Site Area (Ha)	0 - 0.4	0.4 - 1	1 - 1.5	1.5 - 2	2 - 4	4 - 6	6 - 8	8 - ∞+
Density multiplier	1	0.9	0.8	0.75	0.65	0.6	0.55	0.5

5.4 The stakeholder consultation that took place between July and September 2018 on the SHELAA methodology included questions on density assumptions, which revealed some criticism of the use of blanket density assumptions, but there were conflicting views on appropriate density levels, particularly in rural areas. Work on preparation of Local Plan Part 2 during 2012/14 confirmed that the existing density estimates produced a good starting point for estimating the density of sites that were taken forward as Local Plan allocations. Given that this is only a very initial assessment of the sites and a detailed assessment of the sites has not yet been undertaken, the site assessment form only includes a broad assessment of potential density. If a site is considered to be suitable for future allocation a more detailed assessment will be undertaken taking into account any constraints and the character of the area.

Assessing the suitability for housing

5.5 The PPG suggests that assessing the suitability of sites or broad locations for development should be guided by:

- the development plan, emerging planning policy and national policy
- market and industry requirements

5.6 When assessing the sites against the adopted development plan, the PPG advises the need to take account of how up to date the plan policies are and consider the appropriateness of identified constraints on sites/broad location and whether such constraints could be overcome.

5.7 In addition to the above considerations, the following factors should be considered to assess a site's suitability for development now or in the future:

- physical limitations or problems such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
- potential impacts including the effect upon landscapes including landscape features, nature and heritage conservation;
- appropriateness and likely market attractiveness for the type of development proposed;
- contribution to regeneration priority areas;
- Environmental/amenity impacts experienced by would be occupiers and neighbouring areas.

5.8 The sites that have passed Stage 1 have been assessed using a RAG system to determine their suitability. Table 3 shows the criteria used to assess the site against each constraint - if a site scores a red it is instantly eliminated. Sites which score more than five ambers will score an Amber overall.

5.9 A total of four sites were excluded at this stage, see Appendix 1, and a further 34 sites scored amber.

Table 4 – Suitability Assessment Criteria

Constraint	Criteria	Score
Natural Environment		
Special Protection Areas (SPA)	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Special Areas of Conservation (SAC)	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Ramsar	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Sites of Special Scientific Interest (SSSI)	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Sites of Importance for Nature Conservation (SINCs)	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
National Nature Reserve (NNR)	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Local Nature Reserve (LNR)	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Ancient Woodland	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Tree Preservation Orders/ Areas	Site is wholly or largely within	Red
	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Historic Environment		
Sites on the English Heritage Register of Historic Parks & Gardens	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Listed Buildings/Heritage Assets	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Conservation Areas	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Area of High Archaeological Potential	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Historic Battlefields	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Flooding		
Flood Zone 2	Site is wholly or largely within	Red
	Site is adjacent or partially within	Amber
	Site is not adjacent or within	Green
Flood Zone 3	Site is wholly or largely within	Red
	Site is adjacent or partially within	Amber

	Site is not adjacent or within	Green
Policy		
Countryside (MTRA4)	Site is not within the defined Settlement Boundary	Amber
	Site is within defined Settlement Boundary	Green
Air Quality Management Area (AQMA)	Site is adjacent or within the AQMA	Amber
	Site is not adjacent or within AQMA	Green
Settlement Gap (CP18)	Site is adjacent or within the Settlement Gap	Amber
	Site is not adjacent or within Settlement Gap	Green
Designated Open Space (DM5)	Site is within a Designated Open Space	Amber
	Site is not within a Designated Open Space	Green
Mineral Safeguarding Area	Site is within a Mineral Safeguarding Area	Amber
	Site is not within a Mineral Safeguarding Area	Green
Waste Consultation Zone	Site is within a Waste Consultation Zone	Amber
	Site is not within a Waste Consultation Zone	Green

Assessing the availability for development

5.10 The PPG states that a site is considered available for development:

“when on the best information available, (confirmed by the call for sites and information from landowners and legal searches where appropriate) there is confidence that there are no legal or ownership problems, ransom strips, tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop or the landowner has expressed an intention to sell.”

5.11 When assessing whether a site is available for development consideration needs to be given to the delivery record of the developers or landowners putting forward sites, and whether the planning background of a site shows a history of unimplemented permissions. A site which benefits from planning permission will not automatically be assumed to be available as people who do not have an interest in the land can submit planning applications.

5.12 Subject to Cabinet approving the SHELAA, owners of sites that have passed Stage 1 will be contacted and asked to demonstrate that the site is within their land ownership and to confirm further information such as when the site would come forward, if there is any developer interest in the site etc. Those sites with any restrictions will have this noted in the sites constraints.

Assessing achievability - including economic viability

5.13 An achievable site is one where there is a reasonable prospect that the particular proposal will be developed on the site at a particular point in time. This includes a judgement about the economic viability of a site (taking into consideration whether there are any constraints on the site), and the capacity of the developer to complete, let or sell the development over a certain period.

5.14 The Call for sites process asked about issues affecting achievability and viability. This information will be used in the next stage of the more detailed assessment of sites. Table 4 sets out the criteria for assessing the achievability of the sites; this was done using the information provided by promoters. No sites were excluded at this stage.

Overcoming constraints

5.15 For all sites, the constraints were identified from GIS information provided by other agencies and the Council's policy maps. As part of the initial sieving exercise, the approach taken in the SHELAA was to exclude those areas of sites with known key constraints and thereby reduce the net developable area of the sites affected. Local Plan policies, such as Settlement Gaps, however were not excluded from the site area for sites outside settlement boundaries, but were identified for future consideration.

6. Stage 3: Windfall assessment

- 6.1.1 The PPG indicates that the housing/economic development potential of windfall sites can be included in the SHELAA where justified. Windfall assessments were carried out for each of the main settlements during the LPP2 process. These concluded that a windfall allowance could only be justified for Kings Worthy and Winchester Town. These are not counted within the SHELAA figures, but are set out in the AMR in the calculation of land supply and also informed the LPP2 housing requirements. The historical windfall assessments that have informed previous Local Plan can be found through the following web page:- <http://www.winchester.gov.uk/planning-policy/local-plan-part-2/development-needs-and-site-allocations/>
- 6.1.2 The NPPF continues to allow Councils to make an allowance for windfalls where there is 'compelling evidence'. The stakeholder consultation on the methodology for the SHELAA asked people about the contribution of windfall sites and a variety of views were received ranging from those who thought the current windfall assessments were too high, too low, or about right. A new windfall assessment will be undertaken as part of the Local Plan review work taking into account any views that have been received. In the meantime, this SHELAA does not include any windfall allowance.

7. Stage 4: Assessment review

- 7.1.1 The information from the SHELAA will form an important part of the evidence base for the new Local Plan, indicating where there are any sites that are available within the settlement boundaries, which could be brought forward for development in line with current planning policies, and other sites which have potential to be allocated to meet future employment, housing, or other needs. If sites are in accordance with current planning policies they can contribute to the housing supply for the new Local Plan and form part of the housing trajectory that is included in the Council's Authority Monitoring Report.
- 7.1.2 The scale of the housing requirement for the district over the next 20 years will be determined through a standard methodology set by Government – the 'local housing need assessment'. The SHELAA provides a 'long list' of theoretical sites that developers/landowners have put forward for future development. However, the number of sites that have been put forward in the SHELAA is far in excess of what is likely to be required in the new Local Plan. The next stages of the SHELAA process, in conjunction with the Local Plan site selection process and Sustainability Appraisal and Habitats Regulations Assessment will help the Council to identify which sites should be allocated for development in the new Local Plan.

8. Stage 5: Final Evidence Base

8.1.1 The Tables below summarise the estimated housing capacity of all the SHELAA sites, by parish.

Table 4 - Estimated Housing Capacity (Summary) Within Settlements

	2020 - 2025	2025 - 2030	2030- 2035	2035 and beyond	Totals
Within Settlements	220	0	9	0	229
Outside Settlements	28,512	10,567	5,007	0	44,086
Total	28,732	10,567	5,016	0	44,315

8.1.2 The table below shows the sites submitted for employment uses and the amount of floor space proposed.

Table 5 – Sites proposed for Employment Uses

Site Ref	Address	Floor Space Proposed
BW25	Land to the rear of Three Oaks Dog Kennels, Botley Road	1001 – 1500 m ²
CS3	Land South West of Winchester	26,000 m ²
CS9	Land at Woodlands Park, Poles Lane, Otterbourne	390 m ²
HW06	Meyrick Estates, Upper Farm, Headbourne Worthy	100,000 m ²
IS01	Folly Hill Farm, Itchen Stoke	1000 – 1500 m ²
KW06	Land north of North Winchester Farm	3000 – 4500 m ²

Parish	2020-2025	2025-2030	2030-2035	Total
Within settlements				
Bighton	0	0	0	0
Bishops Waltham	0	0	0	0
Boarhunt	0	0	0	0
Colden Common	0	0	0	0
Compton and Shawford	0	0	0	0
Crawley	0	0	0	0
Curdrige	0	0	0	0
Denmead	21	0	9	30
Durley	0	0	0	0
Headbourne Worthy	0	0	0	0
Hursley	0	0	0	0
Itchen Stoke and Ovington	0	0	0	0
Itchen Valley	0	0	0	0
Kings Worthy	62	0	0	62
Littleton and Harestock	0	0	0	0
Micheldever	0	0	0	0
New Alresford	21	0	0	21
Old Alresford	0	0	0	0
Olivers Battery	0	0	0	0
Otterbourne	0	0	0	0
Shedfield	0	0	0	0
Soberton	0	0	0	0
South Wonston	0	0	0	0
Southwick and Widley	0	0	0	0
Sparsholt	0	0	0	0
Swanmore	0	0	0	0
Upham	0	0	0	0
Whiteley	0	0	0	0
Wickham	0	0	0	0
Winchester	116	0	0	116
Wonston	0	0	0	0
Totals	220	0	9	229

Table 6 - Estimated Housing Capacity by Parish (Inside Settlements)

Parish	2020-2025	2025-2030	2030-2035	Total
Outside settlements				
Bighton	23	0	0	23
Bishops Waltham	1330	315	0	1645
Boarhunt	186	0	0	186
Colden Common	772	88	0	860
Compton and Shawford	255	0	0	255
Crawley	244	0	0	244
Curdrige	2671	552	0	3223
Denmead	2798	0	0	2798
Durley	2543	1186	428	4157
Headbourne Worthy	1711	1000	0	2711
Hursley	2509	2734	1071	6314
Itchen Stoke and Ovington	10	0	0	10
Itchen Valley	25	22	0	47
Kings Worthy	489	0	0	489
Littleton and Harestock	1056	664	0	1720
Micheldever	3497	2758	2741	8996
New Alresford	262	0	0	262
Old Alresford	67	0	0	67
Olivers Battery	188	0	0	188
Otterbourne	740	0	0	740
Shedfield	1643	766	767	3176
Soberton	26	0	0	26
South Wonston	309	0	0	309
Southwick and Widley	243	0	0	243
Sparsholt	188	0	0	188
Swanmore	1122	0	0	1122
Upham	560	482	0	1042
Whiteley	109	0	0	109
Wickham	2781	0	0	2781
Winchester	179	0	0	179
Wonston	185	0	0	185
Totals	28721	10567	5007	44295

Table 7 - Estimated Housing Capacity by Parish (Outside Settlements)

9. Conclusion

- 9.1.1 The new Local Plan period runs from April 2018 to March 2038 which means that some of the required dwellings for the new Local Plan have already been built or have planning permission.
- 9.1.2 The initial SHELAA work has indicated that there is a theoretical capacity within the district to deliver over 44,315 dwellings over the period 2020-2035. Using the Government's standard methodology there is currently a requirement to provide in the region of 666 dwellings per annum and, whilst this housing figure may change as a result of Government's changes to the standardised methodology, there will only be a requirement to allocate a relatively small fraction of the sites that have been put forward in the SHELAA
- 9.1.3 It is extremely important to reiterate that at this stage in the process that any sites which have scored amber and green in the updated SHELAA still require assessment as to the need or suitability for allocation in the new Local Plan. Also, any site would require planning permission and their inclusion within this document does not imply either that a site will be allocated in the Local Plan or that permission will be granted. The SHELAA is a list of sites which have been assessed as available, suitable and deliverable, but the document **does not** recommend which sites should be allocated for development in the new Local Plan.
- 9.1.4 The sites included within the SHELAA will need to be refined and be developed working with colleagues from across the Council. This will be done as part of the next stage of the Local Plan which will assess the sites in far greater detail.

10. Monitoring

- 10.1.1 Housing land availability information will be monitored annually through the Authority Monitoring Report. There will be another Call for Sites at the Regulation 18 stage and the SHELAA will need to be updated at this stage of the process.

Appendix 1: Excluded Sites

10.1.2 This appendix lists the sites that have scored a red and are therefore in accordance with the PPG automatically excluded from inclusion in the SHELAA 2020. The table below lists the sites and the reasons why they have been excluded.

Site Reference	Site Name	Parish/Settlement	Reason
CC01	Land Opposite Scotts Close, Main Road	Colden Common	Site covered by SINC
DE15	Land south of Maple Drive	Denmead	Site covered by SINC
NO01	Land adjacent West Lodge, Northington Road	Northington	Within a designated Historic Park and Garden
SWA06	Land adjacent Belmont Farm, The Lakes	Swanmore	Site covered by SINC
SWI02	Land south of Purbrook Heath Road	Southwick and Widley	Covered by Floodzones 2 and 3
WH07	Land adjoining Lodge Green, Whiteley Lane, Whiteley	Whiteley	Site covered by an Area TPO
WIN19	Land adjacent Melbury Lodge, Winchester	Winchester	Site covered by an Area TPO