ASSESSMENT OF WINDFALL TRENDS AND POTENTIAL IN KINGS WORTHY

Contents

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 Kings Worthy[1] 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 Kings Worthy 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, 'Kings Worthy' refers solely to the settlement of Kings Worthy, 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 Kings Worthy. 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 Kings Worthy 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 indentified 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:

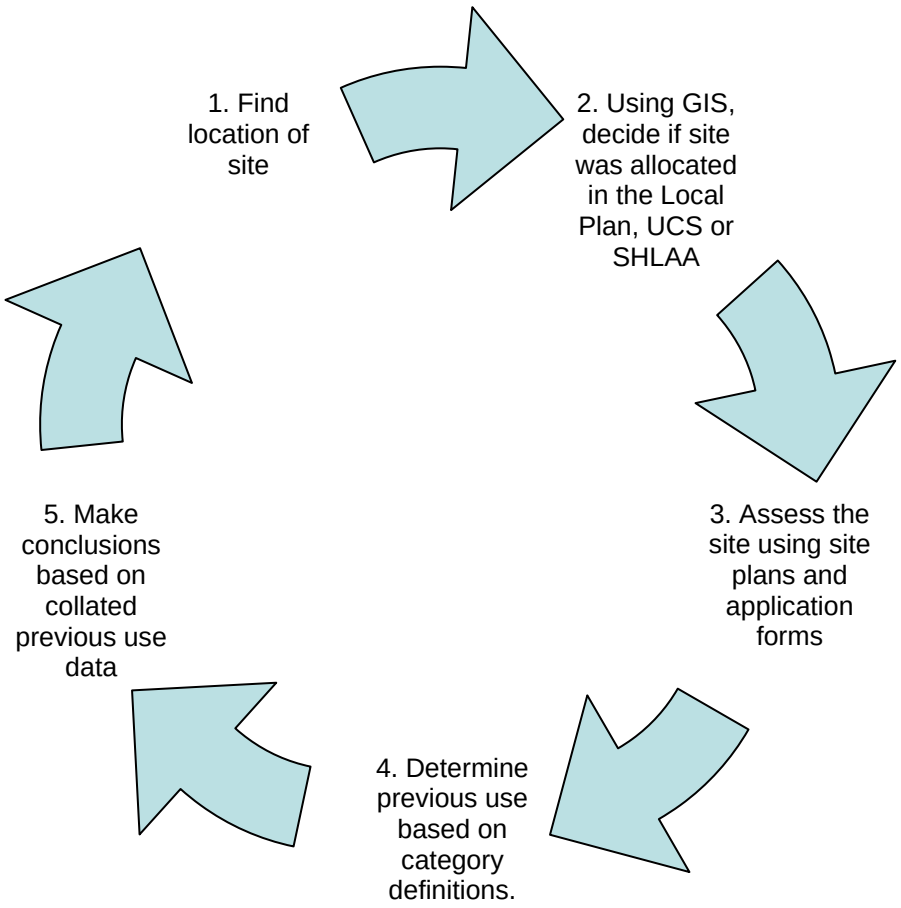
Commercial	Residential
Conversion from commercial	Residential and commercial
Conversion from institution	Residential and commercial sub-division
Conversion from residential	Residential sub-division
Conversion from retail	Residential/garage
Garden	Retail
Garden and other	Sub-division
House and garden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

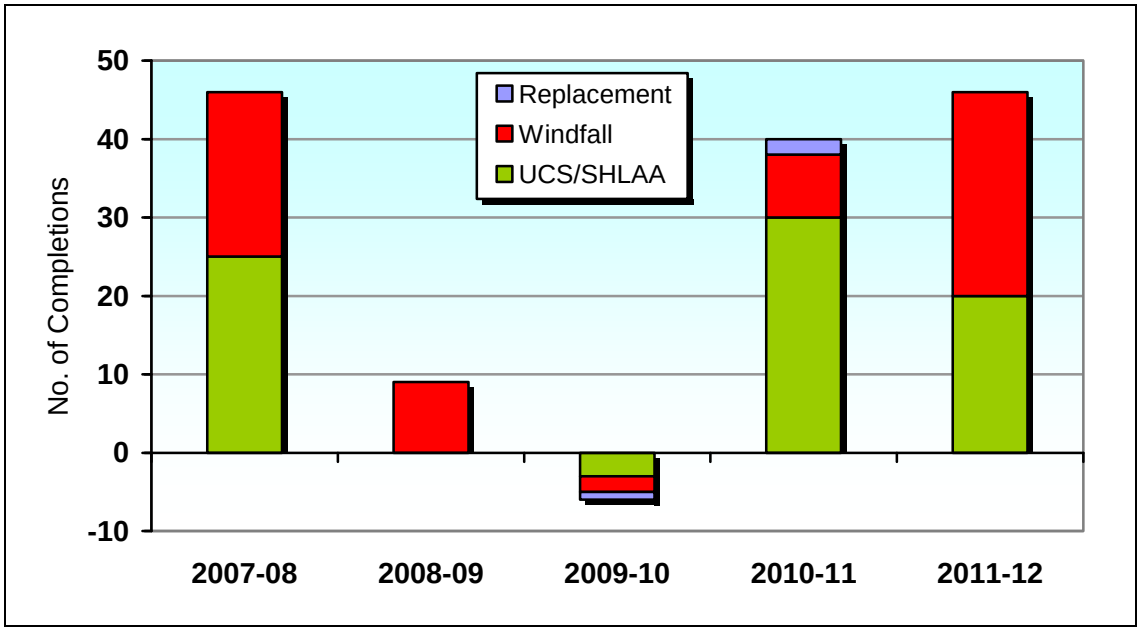
3.1 This section analyses the broad trends in windfall and UCS/SHLAA development. The figures in Table 1 below would suggest that both have been major sources of new development over the past five years.

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

Year	Replace	UCS/SHLAA	Windfall	TOTAL
2007-2008	0	25	21	**46**
2008-2009	0	0	9	**9**
2009-2010	-1	-3	-2	**- 6**
2010-2011	2	30	8	**40**
2011-2012	0	20	26	**46**
TOTAL	**1**	**72**	**62**	**135**

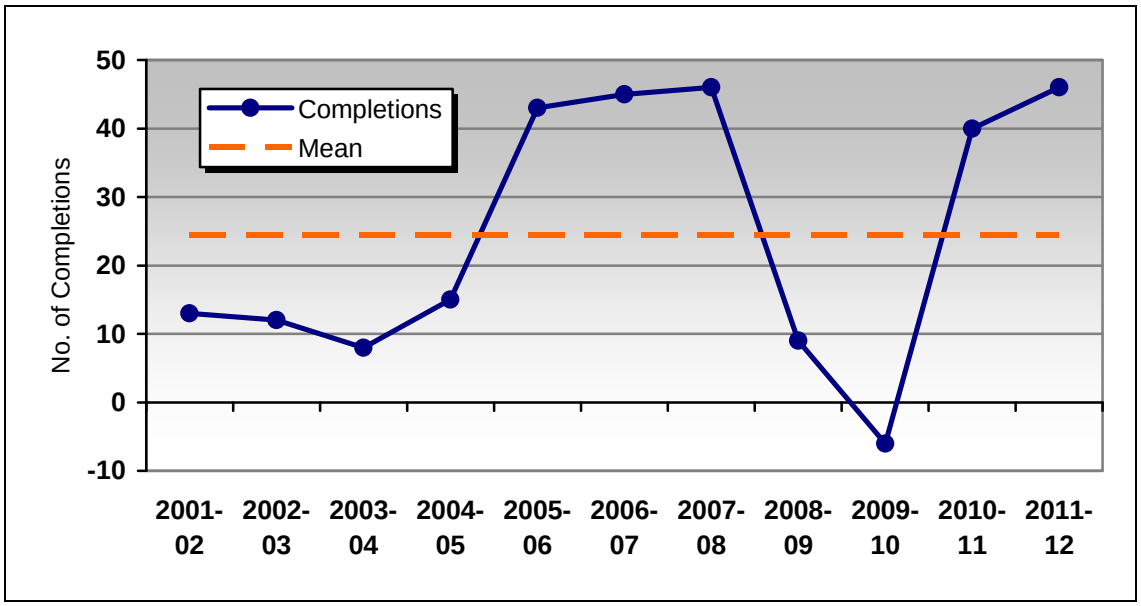
3.2 Completions overall have been high, although not always consistent. The net loss in 2009-2010 illustrates the demolition of property ready for new development in the following year, for example at Springvale Road and Lovedon Lane. The UCS has been fairly accurate at identifying development sites, meaning fewer sites have occurred from windfall. However, this does not necessarily mean the SHLAA will also be as successful at predicting future windfall, despite it being more thorough than the UCS.

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



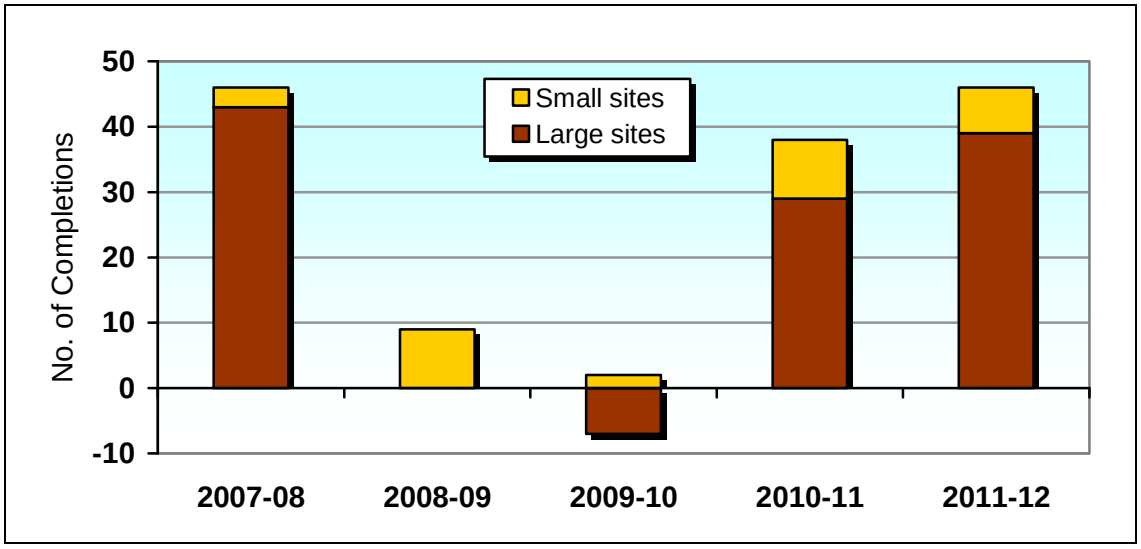
3.3 Figure 3 below demonstrates the fluctuating level of completions in Kings Worthy, particularly the peaks and troughs 2005 to 2010. It also shows that the mean level of completions at about 24 per year has been fairly high considering the size of the settlement, although in several years it has been much higher.

Fig. 3: Net Completions 2001 - 2012



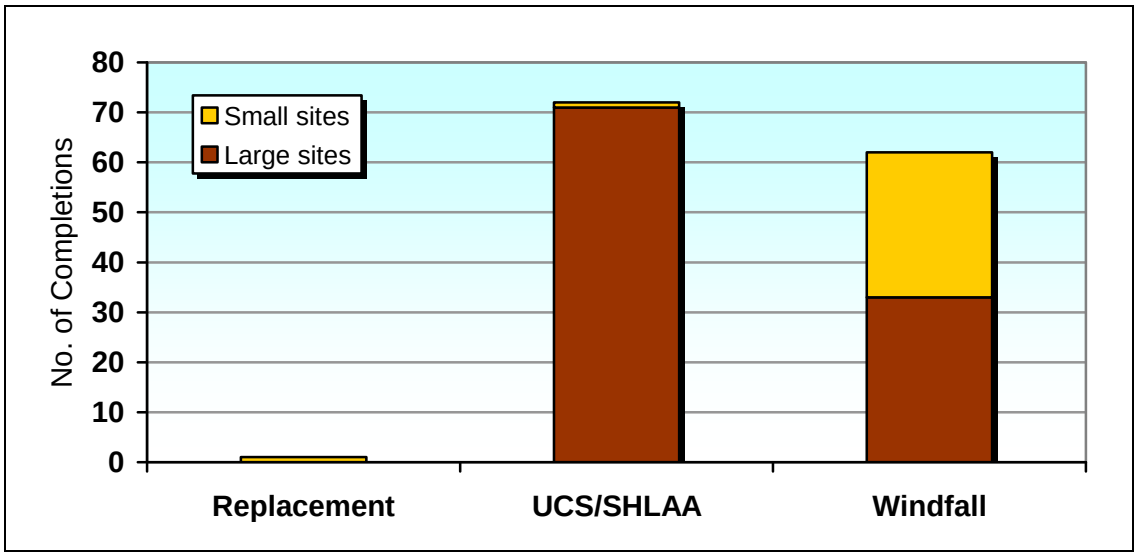
3.4 However, the majority of completions have occurred from large sites of ten or more dwellings (Figure 4 below). Large sites clearly are the driving force behind Kings Worthy's historically high level of completions; however there are several issues to consider which may affect the viability of future overall and windfall completions. In order to assess these, a closer look at small and large site completions is needed.

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



3.5 Figure 5 below shows that many of the large completions were predicted in the UCS. This is not surprising given that the UCS generally focused on sites of five or more dwellings. Therefore, it is equally unsurprising that 29 of the 31 small sites came through windfall, as they were less likely to have been predicted in the UCS. However, there was still a significant number of large completions that did occur through windfall, contributing just over half of all windfall completions. These will need to continue to maintain the current level of windfall completions.

Fig. 5: Net Completions by source and type of development



3.6 There are two problems that may limit sustained high levels of large site windfall completions. First, large sites are more likely to be predicted in the SHLAA and so will not come forward as windfall. Secondly, large sites are finite in number and once gone, do not occur again. They also are more likely to be affected by current and future policies such as compliance with affordable housing, open space contributions, sustainable construction and Community Infrastructure Levy. Therefore, whilst currently appearing strong, the long term viability of windfall occurring from large sites is probably limited. This means in the long term, small sites will have to provide the majority of windfall completions and the viability of large sites will have to be periodically reviewed to assess future viability as a source of windfall.

3.7 Overall, completions have been strong in Kings Worthy and whilst many completions had been predicted in the UCS, a substantial proportion of completions did occur from windfall. However, as demonstrated, a large number of these windfall completions came through large sites, which have less long term viability as a source for windfall. Small sites have, nonetheless, historically provided sites every year at varying levels suggesting some windfall will probably be likely from small sites in the foreseeable future, particularly as they do not face as many of the challenges of larger sites. It is therefore 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.

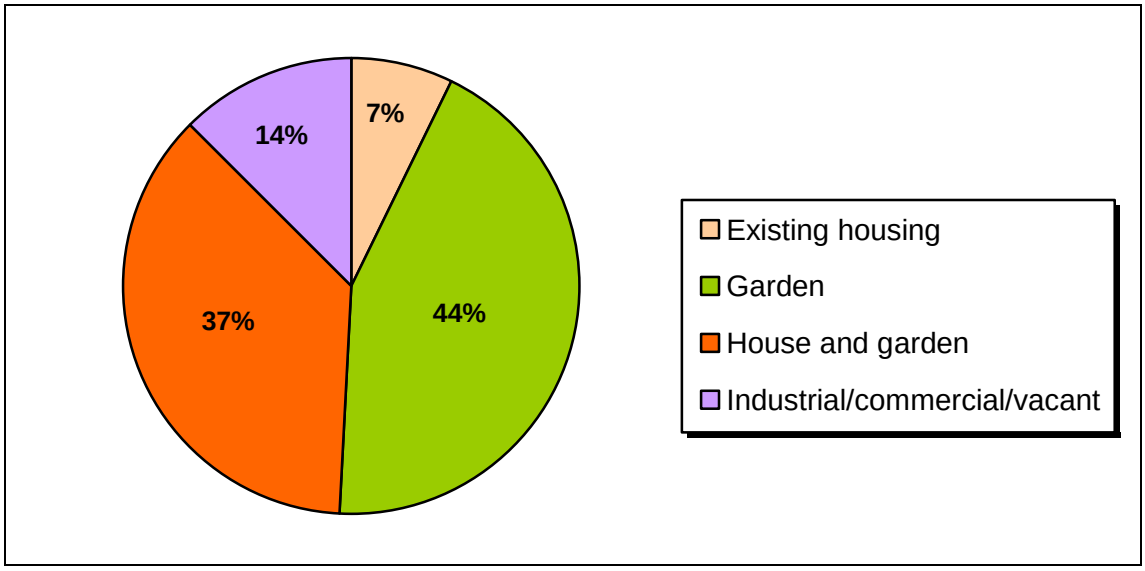
4.0 PREVIOUS USES

4.1 This section aims to analyse the historic previous uses of developed land in order to understand were windfall may come from in the future. Table 2 and Figure 6 below show the three largest categories of completions as 'garden', 'house and garden' and 'industrial/commercial/vacant'.

Table 2: Net Completions - Previous Uses

Previous Use	Replacement dwellings	UCS/SHLAA	Windfall	Total
Existing housing	0	8	2	**10**
Garden	1	44	14	**59**
House and garden	0	4	46	**50**
Industrial/commercial/ vacant	0	16	1	**17**
Change of use	0	0	-1	**-1**
Open Space	0	0	0	**0**
Total	**1**	**72**	**62**	**135**

Fig. 6: Proportion of Net Completions by previous use



4.2 In terms of windfall completions, the 'gardens' category has contributed significantly fewer completions than the largest source ('house and garden') which tend to occur when the new development also includes the footprint of the demolished house as part of a larger redevelopment. Evidence of this is that 19 of the 22 windfall completions on house and garden were part of larger sites. As demonstrated in Figures 4 and 5, large sites are less viable long-term sources of future windfall. Therefore, completions from this source may be unsustainable for future windfall completions.

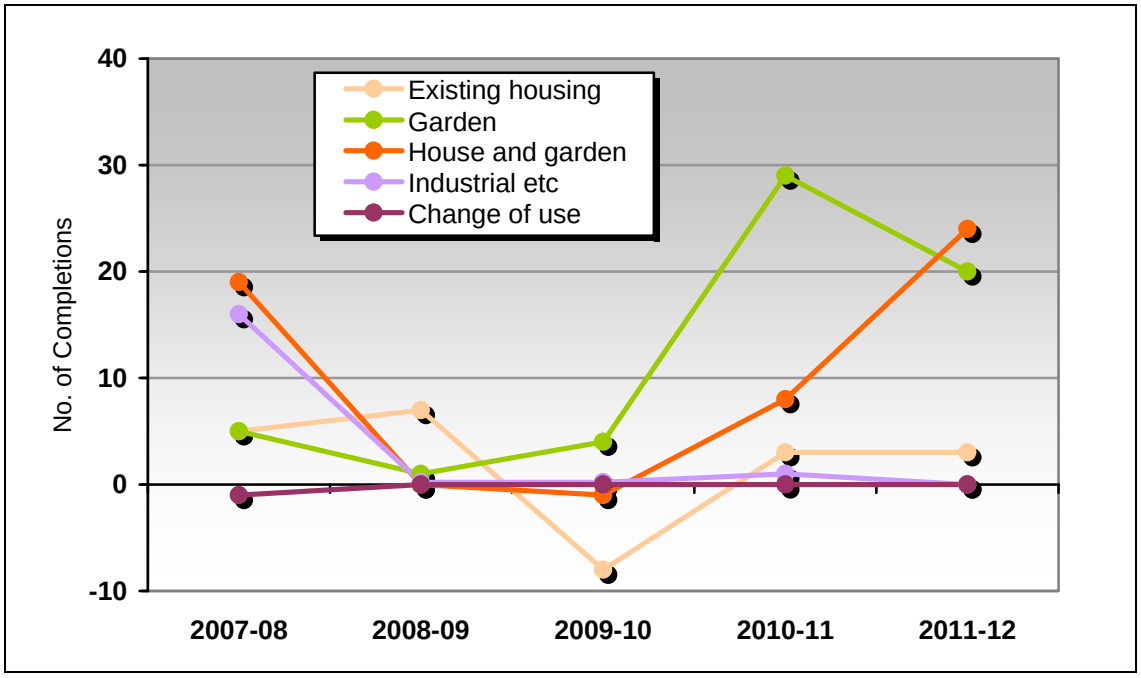
Table 3: Net windfall completions - previous uses / size of site

Previous use	Large	Small	Total
Existing housing	-4	6	**2**
Garden	0	14	**14**
House and garden	36	10	**46**
Industrial / commercial / vacant	1	0	**1**
Change of use	0	-1	**-1**
Open space	0	0	**0**
Total	**33**	**29**	**62**

4.4 Small windfall sites are the most likely consistent source of windfall in the future and it is therefore useful to consider them in isolation. Table 3 above shows 'gardens' as the largest source of small windfall completions (nearly half the total), but these will be discounted from estimates of future windfall. This leaves the 'existing housing' and 'house and garden' categories as the largest sources of future small windfall sites. Most of the 'existing housing' has come through the subdivision of properties and the remainder through redevelopment. 'House and garden' completions have come mainly from developments partly in the garden and partly on the footprint of the demolished dwelling.

4.5 Overall, no category has been wholly consistent as a source of completion as can be seen by Figure 7 below.

Fig. 7: Sources of windfall completions 2007 - 2012



4.6 Historically, Kings Worthy has produced very high numbers of completions, both overall and windfall. However, these have relied predominantly on large sites (10 dwellings or more). As Figure 3 shows, however, completions were much lower between 2001 and 2007 and at a level more in keeping with a

settlement of Kings Worthy's size. It is probable that, as large developments get completed, completions will return to this level, particularly as large sites face extra challenges before they can come forward and are a more finite source which once used does not reoccur, as discussed above. The windfall sites most likely to come forward consistently in the future are smaller sites in the 'house and garden' and 'existing housing' categories which will provide a small but demonstrable level of windfall.

5.0 SETTLEMENT CHARACTER AND LAND SUPPLY

5.1 This section briefly examines whether there are areas in Kings Worthy 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 A high number of windfall completions have come from 'garden' and 'house and garden' redevelopments. Whilst these sources of redevelopment are finite, it does appear that there is still significant potential for them to continue, for example at land bounded by Springvale Road and Nations Hill This area has a large of number of dwellings with large plots relative to the dwelling size. However, there are constrains to such developments that may limit development, for example, access issues, existing use values, and the multiple occupancy of larger areas (which is why they are not identified in the SHLAA). Furthermore, many completions will probably be in the 'garden' category, which cannot be considered when predicting future windfall. All the same, there is evidence that sites still exist that may produce future windfall, particularly on 'house and garden' sites. The scope for this is likely to be greater if landowners work together, rather than in a piecemeal fashion on small sites.

5.3 Overall, the trend in Kings Worthy for house and garden redevelopments appears likely to continue into the foreseeable future, although the future viability of garden redevelopment will need continued monitoring.

Housing Land Supply

5.4 This assessment has also analysed outstanding consents in Kings Worthy 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 nine outstanding planning consents in Kings Worthy that have been approved but not built yet. Eight are consents on sites, which if built, would be classed as windfall.

Table 4: Current Use of proposed windfall dwellings with consent

Previous use	Total
Existing housing	**3**
Garden	**13**
House and garden	**4**
Total	**20**

5.6 The majority of sites with consent are currently used as gardens, but which cannot be considered when predicting future windfall. The other consents are in the 'existing housing' and 'house and garden' categories. These normally occur when a site is completely redeveloped and dwellings are built partly or wholly on the footprint of the old building. All the current windfall consents are for small sites of fewer than ten dwellings which may suggest there are few unallocated and viable sites for windfall in the future. This is not surprising considering larger sites are more likely to be identified in the SHLAA. This suggests that a

low but steady level of windfall completions will continue to come from the ‘existing housing’ and ‘house and garden’ categories, as historically has been the case, but large site completions for windfall are less predictable.

5.7 Overall, whilst it appears there will be a decline in windfall completions, it appears likely that 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 Kings Worthy.

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 Kings Worthy, using the results discussed above.

Existing housing / House and garden

6.2 These categories are likely to be the main source of future windfall completions although rates of development are not entirely consistent. The trend in Kings Worthy is for large sites to be brought forward and there is scope for this to continue if landowners work together. Completions from small sites are easier to anticipate and are likely to provide the most consistent level of windfall, as reflected in the character profile. However, the level of this windfall is expected to be relatively low. Nevertheless, from these sources it is predicted there will be up to five windfall completions a year, amounting to an estimated 70 units over the 14 year period 2017-2031 (over and above existing permissions to 2018).

Garden

6.3 Historically, this category has been the largest source of completions and contributions to windfall. There is no planning policy resisting garden development in principle and this will continue be a potential future source of windfall. However, the NPPF is clear that this cannot be included when estimating future windfall.

Industrial/commercial/vacant land

6.4 A substantial number of completions occurred from this source in 2007-2008. However, since then only one completion has occurred from this source and there is no demonstrable evidence further completions from this source will occur in the 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 category in the period under study. Moreover, there is a presumption against the loss of any open space[2], so no windfall should be presumed from this source.

Change of use

6.6 There has only been a net loss of dwellings from this source in the past five years (albeit only 1 unit), and there is no demonstrable evidence that any new dwellings will come forward in the future. No windfall is therefore predicted for this source.

[2] LPP1, Policy CP7

Overview

6.7 Kings Worthy has produced a high level of overall completions for its size and a reasonably high level of windfall completions. This high level of completions is largely attributable to developments of ten or more dwellings and, if this trend continues, completions will remain strong in Kings Worthy. However, as demonstrated above, there are challenges facing large sites which over time could impact the continued availability of large sites. Therefore, it is recommended that levels of development are kept under review to assess the continued viability of future large sites. Small sites on the other hand, have also provided a smaller but reliable level of windfall over the assessment period. The majority of these were garden completions, which cannot be considered when predicting future windfall. However, a proportion of them were from the 'existing housing' and 'house and garden' categories. These sources are likely to be the most consistent source of windfall in the future.

6.8 Kings Worthy has historically had a large proportion of development from large sites and appears to have the potential for the current level of large site completions to continue, albeit slightly reduced by the exclusion of gardens from consideration. However, this relies on landowners cooperating to bring forward such sites, and the continued viability of large sites. The most reliable and demonstrable source of windfall is small development from 'existing housing' and 'house and garden'.

6.9 It is expected that windfall sites will continue to come forward. Furthermore, this assessment has shown that there is justification to include a small but specific allowance for windfall development in Kings Worthy that could be relied upon over the latter stages of the Local Plan period. Assuming that some level of large site completions will also continue, the expected sources of windfall will yield around five completions per year, which will contribute 70 dwellings towards the total housing target for Kings Worthy from 2017 to 2031.