Winchester City Council

ASSESSMENT OF WINDFALL TRENDS AND POTENTIAL IN NEW ALRESFORD

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 between 1 and 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 New Alresford[1] has been allocated 500 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 500 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 500 dwellings allocated to New Alresford 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, 'New Alresford' refers solely to the settlement of New Alresford, 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 New Alresford. 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 the settlement 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 above:

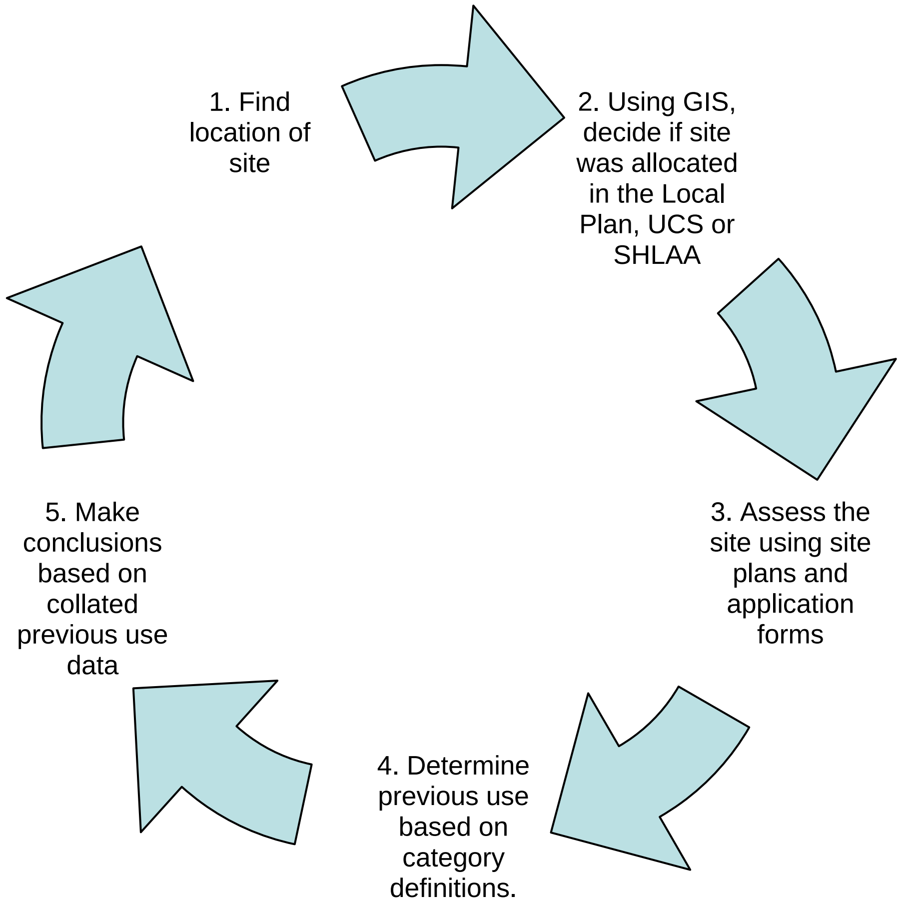
Commercial	**Residential**
Conversion from commercial	Residential and commercial
Conversion from institution	Residential and commercial sub-division
Conversion from residential	Residential sub-division
Conversion from retail	Residential/garage
Garden	Retail
Garden and other	Sub-division
House and garden	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 assessing 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 New Alresford 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 Once 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



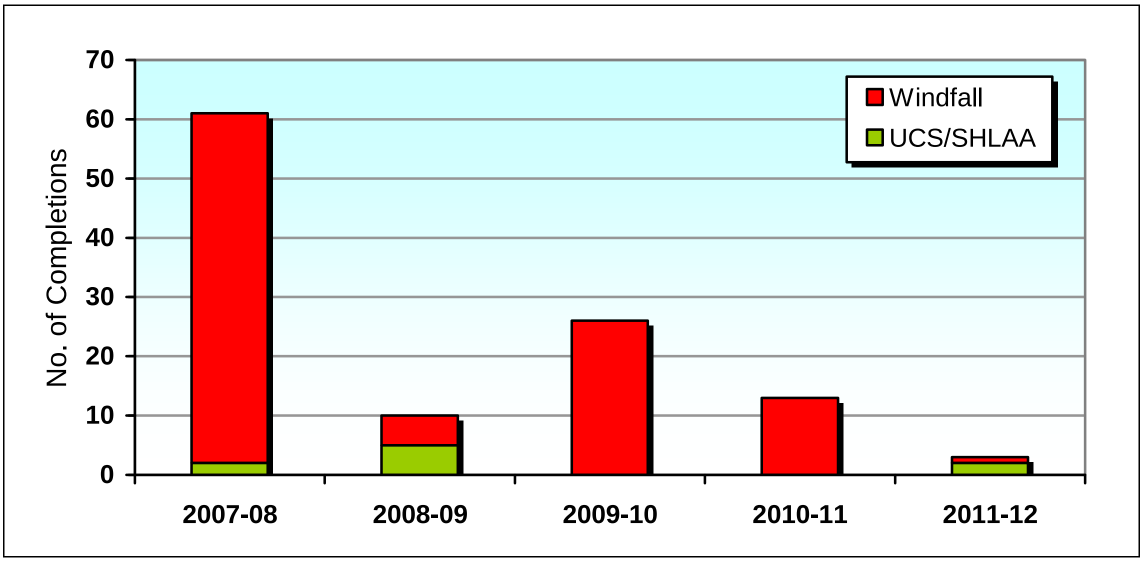
3.0 ALLOCATED AND WINDFALL SITES

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

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

Year	UCS/SHLAA	Windfall	Total
2007-2008	2	59	**61**
2008-2009	5	5	**10**
2009-2010	0	26	**26**
2010-2011	0	13	**13**
2011-2012	2	1	**3**
Total	**9**	**104**	**113**

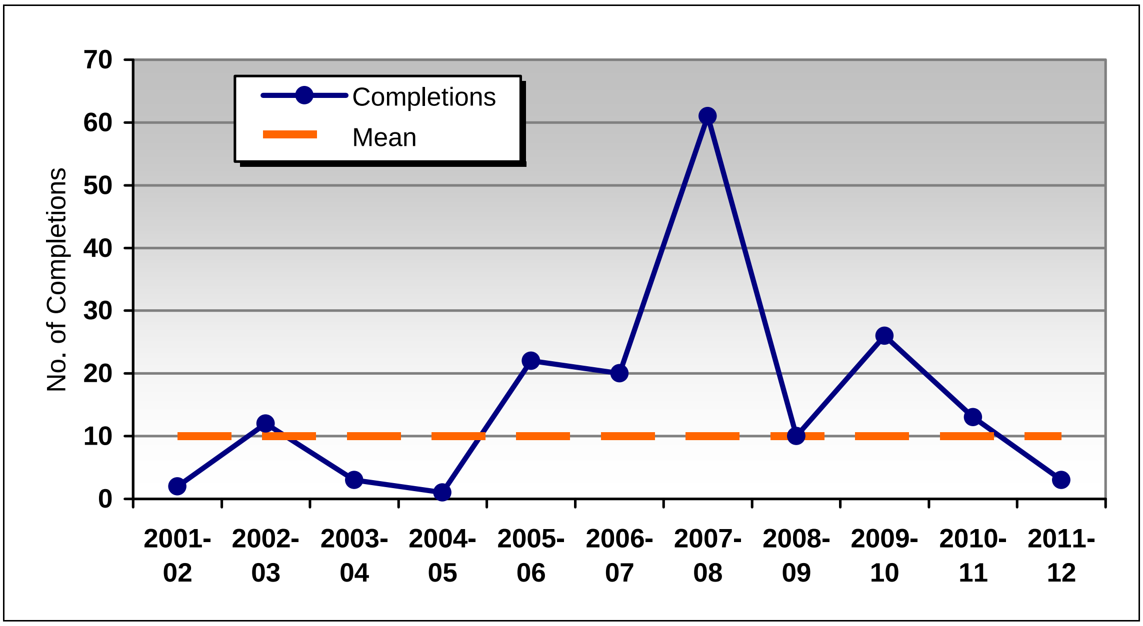
Fig. 2: Net Completions by type of site 2007 - 2012



3.2 Completions on windfall sites have fallen considerably over the course of the 5 years under study. In 2011-12, UCS/SHLAA site completions outnumbered windfall and this is expected to continue for the short term as the development at Spring Gardens (a reserve housing allocation) is built out. It is not clear whether the decline in overall completions since 2007 is a result of the economic downturn, or represents a drying up of windfall sites (see conclusion below). It should also be noted that, whilst the decline looks very dramatic, 34 of the 61 dwellings were from a single development at the rear of properties in Grange Road. This leaves 27 dwellings from other sources, 2 of which were on UCS/SHLAA sites.

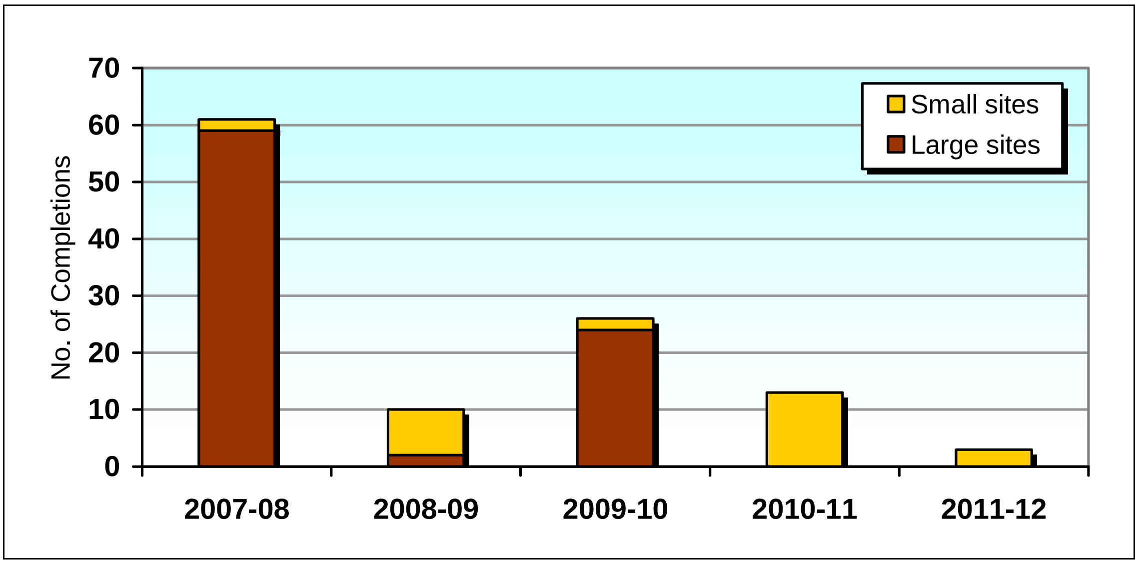
3.3 Figure 3 (below) confirms this as it shows, in a 10 year period between 2001 and 2012, average completions were far lower per year (at a mean of 10.3) than the particular peak in 2007-2008 due to the significant development at Grange Road.

Fig. 3: Net Completions 2001 - 2012



3.4 Finally, by comparing large (10 or more dwellings) and small (fewer than 10) sites (Figure 4 below), it is clear most completions have come from larger sites, particularly in years where there are peaks of completions. As these larger sites are completed the number of overall completions significantly declines, as in 2011-2012 in particular. This indicates that larger sites have played an important role in contributing significant levels of dwelling completions.

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



4.0 PREVIOUS USES

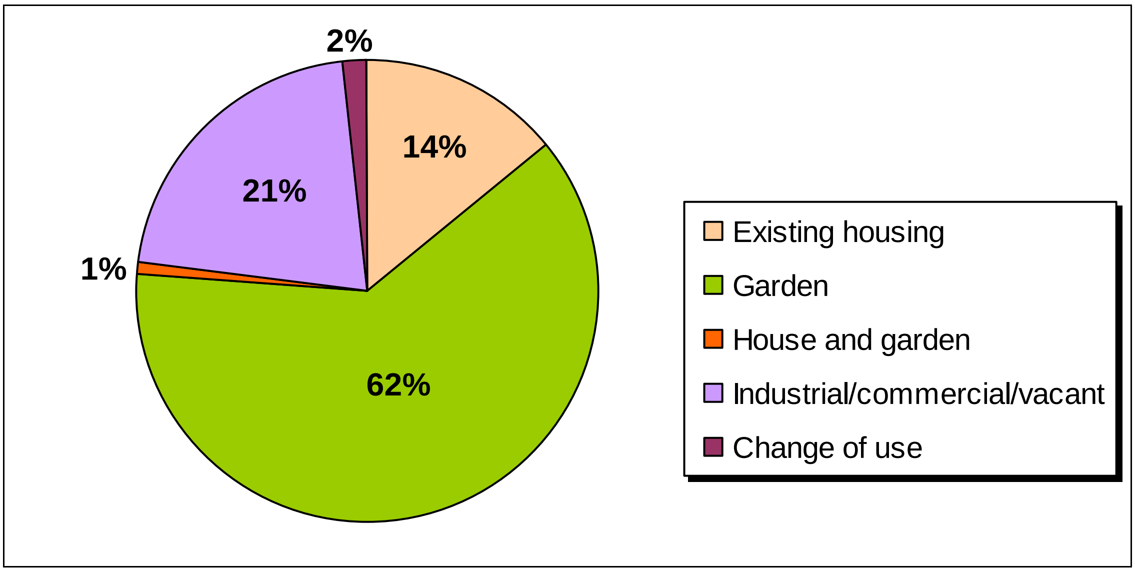
4.1 This section analyses in more detail the previous uses of developed sites in New Alresford in order to help understand trends, which may inform where windfall is likely to come from in the future.

Table 2: Net Completions - Previous Uses

Previous Use	UCS/SHLAA	Windfall	Total
Existing housing	0	16	**16**
Garden	0	70	**70**
House and garden	0	1	**1**
Industrial/commercial/vacant	9	15	**24**
Open space	0	0	**0**
Change of use	0	2	**2**
Total	**9**	**104**	**113**

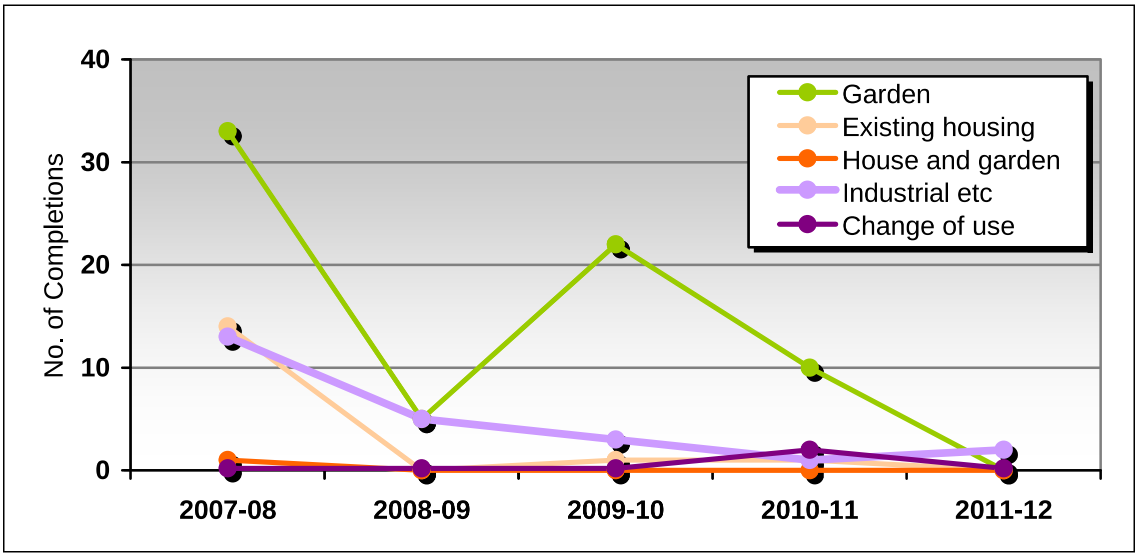
4.2 Although garden sites can no longer be considered when compiling evidence for future windfall predictions, they make up the majority of previous uses for windfall sites (Figure 5 below). The 'industrial/commercial/vacant land' and 'existing housing' categories were also significant sources.

Fig. 5: Proportion of Net Completions by previous use



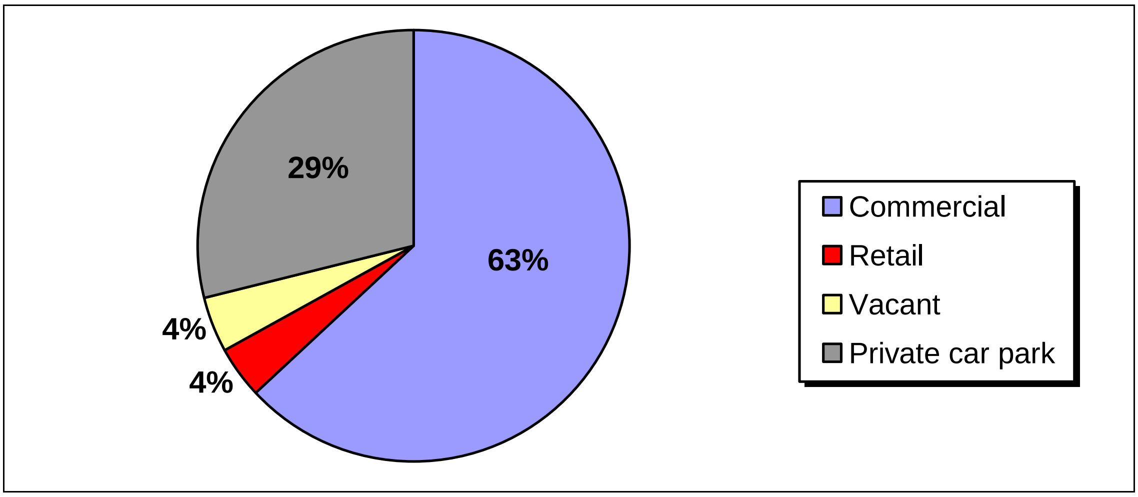
4.3 The number of completions on 'garden' sites has declined, although it appears proportionally with the decline in overall completions. This may suggest that the decline reflects the economic climate for housing development generally, or it may be that suitable or commercially viable gardens for development may be running out. However, this is no longer relevant as the NPPF is clear that these sites should not be included in future windfall projections. The only source of completions that is increasing is 'industrial/commercial/ vacant land' of which over half were on windfall sites, not previously identified.

Fig. 6: Sources of windfall completions 2007 - 2012



4.4 Overall, the majority of completions from the different uses is static or declining (Figure 6) and the trends varied, so the likelihood of a continued increase in most categories is uncertain. This is particularly as peaks in certain previous uses, particularly from gardens, have tended to come from one or two larger developments, such as land at the rear of Grange Road (2007-2010). Moreover, loss of employment space is strongly discouraged[2] and it is therefore unlikely that this will provide a reliable source of windfall sites, particularly as most of it was previously used for commercial purposes (Figure 7). The same applies to changes of use, which are very small-scale.

Fig. 7: Previous uses of industrial/commercial/vacant land



4.5 Overall, the analysis suggests that windfall completions, on average, remain relatively low and no clear reliable source of windfall is yet apparent. Whilst 'industrial/commercial/vacant land' and 'existing housing' have historically made up 45% of all completions between them, they, like other completions, have declined significantly and their future supply is uncertain.

[2] Policy MTRA2, LPP1

5.0 SETTLEMENT CHARACTER AND LAND SUPPLY

5.1 This section briefly examines whether there are areas in New Alresford 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 is scope for some potential windfall to still come forward in New Alresford, for example along the west side of New Farm Road, which has about a dozen low density residential sites that could potentially be built out to house about 22 new dwellings.[3] There are some constraints to the sites which may hinder development, for example, their generally high existing use values and sensitive location on the edge of the settlement.

5.3 There is also some ageing industrial land near the settlement centre at 'The Dean' which could potentially be developed as residential, if replacement industrial or employment space is provided. However, this is unlikely to be acceptable on a piecemeal basis and would therefore be likely to be a 'one-off' allocation or policy through Local Plan Part 2 (LPP2), with a corresponding estimate of site capacity. Therefore it is unlikely to be a windfall site as such and its future should be subject to specific consideration through LPP2.

5.4 Overall, the sites that could be future windfall appear to be of limited scale or would be likely to be the subject of a LPP2 allocation/policy. Whilst they may provide some new windfall in the long term, for the foreseeable future, they are unlikely to come forward in any significant number. This is not surprising given that most viable sites are likely to be identified in the SHLAA. The biggest source of windfall will probably be from piecemeal, smaller developments then, unless the afore-mentioned areas become unexpectedly available.

Housing Land Supply

5.5 This assessment has also analysed outstanding consents in New Alresford 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.

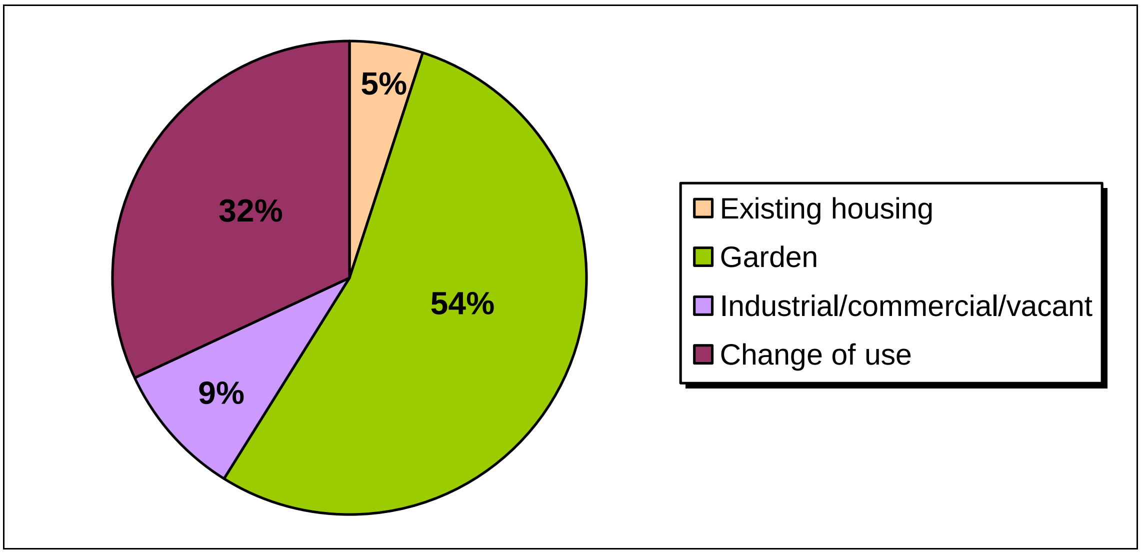
5.6 At 1st April 2012 there were ten outstanding planning consents that have been approved but not built yet, 8 of which, if built, would be classed as windfall. Eight of the ten applications are for housing not identified in the SHLAA, however, most of the sites currently with planning permission are smaller sites, unlikely to have been predicted in the SHLAA. Within the eight applications there is a net gain of 20 dwellings proposed. If all the proposals go ahead in the next five years the average windfall completions per year will be four, a lower than average number than the previous period between 2007 and 2012 (which averaged 21 dwellings per annum).

5.7 As with completed sites in the previous 5 years, gardens form a high proportion of the expected dwellings, with 12 of the 20 proposals on gardens.

---

[3] This area was identified as a 'Broad Location' in the Draft SHLAA (March 2009)

Fig. 9: Use of proposed sites for future windfall development



5.8 Figure 9 shows that the change of use category is unusually large. This is due to the consent for conversion of Station Mill at Station Road to residential - the only unimplemented change of use permission. However, the prospect of similar sites coming forward in the future is unlikely and not predictable.

5.9 Overall, the analysis of future windfall trends based on existing proposals supports the view that windfall will continue to be mainly on garden sites (which cannot be counted in future projections), with other sources being uncertain or likely to decline in the future.

6.0 CONCLUSIONS: FUTURE PROSPECTS

6.1 This section brings together the results discussed above to consider 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 New Alresford.

Existing housing / House and garden

6.2 The 'house and garden' category has historically provided few sites in New Alresford. This source is also difficult to predict because it is more subjective than the others and it is possible more will come forward in the future as part of larger developments. On the other hand, 'existing housing' (redevelopment) has been the third largest source of completions and, whilst not featuring every year, does occur fairly regularly. This category forms only a small element of current planning consents but is likely to continue to be a source of windfall as houses are redeveloped and new dwellings added. Both sources, however, are likely to be influenced by market and viability considerations, including the availability of other sources of development. Taken together, the categories will probably provide the most windfalls for the future (aside from garden sites), although it is difficult to predict an exact figure, particularly in light of the recently declining level of completions and small number of consents.

Garden

6.3 Historically, gardens have been the second largest source of completions and contributions to windfall, albeit not always a consistent one. However, there is no planning policy to resist garden development in principle, so this is likely to continue to be a source of future windfall. However, the NPPF is clear that this potential source cannot be used for the purpose of estimating future windfall numbers.

Industrial/commercial/vacant land

6.4 In the past, this source has provided the second highest source of dwelling completions with a mean of just under five a year in the period under assessment. About half of these came from windfall sites. However, because many of the sites were commercial and retail, and the loss of these types of sites is discouraged by LPP1, continued windfall from these sites should not be relied on. Moreover, these types of sources are likely to be limited as surplus car parks and vacant land is rare. Therefore, whilst some windfall sites of this type may come forward in the future, their reliability and regularity are weak and justification for their continuation is low.

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[4], so no windfall should be presumed from this source.

[4] LPP1, Policy CP7

Change of use

6.6 Historically, only 2 completions have come through ‘change of use’ in the whole period of study, although this is a significant source for current consents, albeit due to one consent on Station Lane. Both completions came from the conversion of retail to residential, which is also discouraged in LPP1 Policies MTRA2 and CP6, and the consent that exists is unlikely to be repeated. It therefore concluded that this category will not provide a significant or reliable source of windfall in the future.

Overview

6.7 Overall, very little windfall can reliably be evidenced for the future within the categories that have provided such development in the recent past. With sources for large sites and many of the historically popular types of site diminishing, windfall (excluding garden sites which cannot be included), is only likely to provide a very modest contribution to housing completions. There may be some growth in the ‘house and garden’ and ‘existing housing’ categories that will need to be monitored in the future, but recent/future changes to policy requirements (affordable housing, sustainable construction and Community Infrastructure Levy) could affect the commercial attractiveness of developing these types of sites.

6.8 Whilst past windfall developments have produced a significant number of new dwellings for New Alresford, more recently the number of windfall completions, like completions overall, has declined considerably. This is also reflected in the analysis of existing planning consents, which are at a low level and contain a high proportion of garden sites. Therefore, as no allowance for garden sites can be included, it would not be realistic to make a specific allowance for the level of windfall development that could be relied upon over the Local Plan period. The numbers are likely to be small and variable. 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 500 dwelling target for New Alresford.