

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

16 DECEMBER 2008

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK – STRATEGIC
HOUSING LAND AVAILABILITY ASSESSMENT, INITIAL RESULTS

REPORT OF HEAD OF STRATEGIC PLANNING

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RECENT REFERENCES:

CAB 1522(LDF) – Winchester District Local Development Framework – Review of Urban Capacity Study and Proposed Strategic Housing Land Availability Assessment, 11 September 2007

EXECUTIVE SUMMARY:

Progress on the Strategic Housing Land Availability Assessment (SHLAA) was reported to this Committee in September 2007. Work has continued on the Study since then and it is now nearing completion. Initial results have been produced for incorporation into this year's Annual Monitoring Report. The Appendix to this report sets out the work undertaken and the initial results.

These results are relevant to the options for development which the Committee is considering as part of the preparation of the LDF Core Strategy 'Preferred Options'. Although work is ongoing to complete the SHLAA, it is not expected that the initial conclusions will now change significantly so these are presented here so that Members can take them into account in developing the way forward for the Preferred Options, and to enable them to be incorporated into the Annual Monitoring Report.

RECOMMENDATIONS

1. That the initial results of the Strategic Housing Land Availability Assessment (SHLAA) be noted, taken into account when considering the way forward for the LDF Core Strategy Preferred Options document and incorporated into the Annual Monitoring Report.
2. That the work on the draft SHLAA be completed and that the Head of Strategic Planning, in consultation with the Portfolio Holder for Planning and Access, be given delegated authority to finalise the document and undertake consultation on it.

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WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK – STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT, INITIAL RESULTS

DETAIL:

1 Introduction

- 1.1 Government advice (PPS3) requires the Council to make adequate provision for housing development by ensuring a supply of 'deliverable' housing sites. This requirement applies to the Local Development Framework, which needs to ensure adequate land is allocated for its 20-year period, and ongoing monitoring where the Council is required to demonstrate a 5-year supply of development land. A key requirement to achieve this is the Strategic Housing Land Availability Assessment (SHLAA), which assesses the likely future supply of deliverable housing land.
- 1.2 This Committee agreed to the production of the SHLAA, in accordance with the Government's published guidance, at its meeting in September 2007 (report CAB1522(LDF) refers). This has proved to be a major task which has been ongoing since then, but it is a very important contribution to the evidence base for the Core Strategy and to meeting the housing requirements within the District. The work is now largely complete and Appendix 1 to this report presents the initial results.
- 1.3 It is important that this information is available to the Committee while it considers the options for development in Winchester and the other settlements. It is also an important input to the Council's Annual Monitoring Report (AMR) which must include 'trajectories' showing how housing land will be provided over the LDF period. The AMR must be submitted to Government by 31 December 2008 and will be subject to a separate Portfolio Holder Decision Notice recommending its approval and submission.
- 1.4 The requirements for producing the SHLAA were summarised in CAB1522(LDF). Essentially, local authorities should not rely on projections of windfall development but should identify specific sites where development is deliverable. The detail of the Government's 'Practice Guidance' on SHLAA which can be viewed in full on the web:
<http://www.communities.gov.uk/index.asp?id=1511886>

2 The Strategic Housing Land Availability Assessment

- 2.1 The purpose of the SHLAA is to determine how much housing land is expected to come forward in the future on identified sites which are deliverable and developable. It can then be determined whether further land is

required and if an allowance should be made for windfall development and/or new sites should be identified.

- 2.2 PPS3 requires that authorities identify a 5-year supply of housing land which is 'deliverable' (defined as available, suitable and achievable within 5 years), as well as a further supply of 'developable' sites for years 6-10 and 11-15 of the plan. For this first SHLAA a detailed assessment was needed, which can be updated annually for future Annual Monitoring Reports or updates of the SHLAA. At any point in time the Council should be able to demonstrate that it has a 5-year supply of housing land, or the measures it is taking to release land to ensure that it does have such a supply. It has not been possible to do this in accordance with Government advice in the absence of a SHLAA.
- 2.3 Appendix 1 sets out the work undertaken at each stage of the SHLAA, following the Government's Practice Guidance. It concludes with a 'Results' section (section 16) which considers the various sources of expected housing provision and produces some initial housing supply estimates. This covers three 5-year periods, from 2006 – 2021. This accords with the advice in the Practice Guidance (to consider 3 x 5-year periods) but does not include the full period which the Core Strategy will cover (2006-2026). Nevertheless, it is very difficult to predict site development this far ahead, let alone demonstrate that sites are deliverable. Therefore, for most sources of supply, no allowance should be made other than an ongoing limited estimate for small site development.
- 2.4 The initial results suggest that some 7,022 dwellings will be completed in the first 15 years of the Core Strategy period. The 20-year District-wide South East Plan requirement is 12,740 dwellings (Secretary of State's Proposed Changes). This indicates that the LDF will need to identify sites for the provision of over 5,700 dwellings on new sites to meet the requirement, all of which will need to be on new sites. The new sites will be greenfield sites, unless policies are changed to more actively promote increased densities or land which is currently protected for other uses (e.g. employment sites, facilities and service, car parking) is released.
- 2.5 These initial results may underestimate the additional land that will need to be provided as not all of the SHLAA site landowners have yet been contacted and some may indicate that their land is not available for development. In addition, the SHLAA will be subject to consultation, which may lead to changes in the methodology or some of the estimates. Therefore, while broad account should be taken of the initial conclusions, decisions should not be taken at this stage about the precise scale of housing provision expected from various sources or the exact amount of housing needing to be allocated through the LDF. Account also needs to be taken of the need for the LDF to incorporate flexibility and for it to be able to address risks to delivery.
- 2.6 A stakeholder group was initially formed to advise on the SHLAA, and this met at an early stage in the process. It is important to re-consult this group before the SHLAA is finalised. Following this it is recommended that the SHLAA be

published for wider consultation, although this would be directed primarily at interested stakeholder groups such as Parish Councils and development interests. It would be possible to run this consultation exercise alongside consultation on the need for the release of any Local Reserve Sites (which has been delayed in the absence of the SHLAA).

3 Conclusion

- 3.1 The SHLAA confirms that the LDF will need to allocate substantial new areas of land for development, as expected when the Issues and Options document was consulted upon. Some of the options for growth consulted on through the Issues and Options will, therefore, need to be developed in order to meet the South East Plan's housing requirements.
- 3.2 The SHLAA needs to be finalised as soon as possible, in consultation with the stakeholder group. Following this there should be targeted consultation on the draft SHLAA.
- 3.3 Nevertheless, The Core Strategy is not just about being able to provide a specific amount of new housing, it involves 'place-making' for the future of the District. Members will therefore need to have regard to the broad levels of housing capacity indicated by the initial results of the SHLAA, and the need to avoid under-providing for housing development, but will also need to consider their aspirations for the local economy and other needs within the District.

4 RELEVANCE TO CORPORATE STRATEGY

- 10.1 The LDF is a key corporate priority and will contribute to achieving the Council's vision through the outcomes set out under various Corporate Strategy headings.

5 RESOURCE IMPLICATIONS

- 11.1 Meetings of the Committee can be serviced from within existing resources in the Democratic Services Division. The resources for undertaking work on the LDF have been approved as part of the budget process.

BACKGROUND DOCUMENTS:

Questionnaires and comments received in response to requests for landowners' intentions for sites, held on file in Strategic Planning.

APPENDICES:

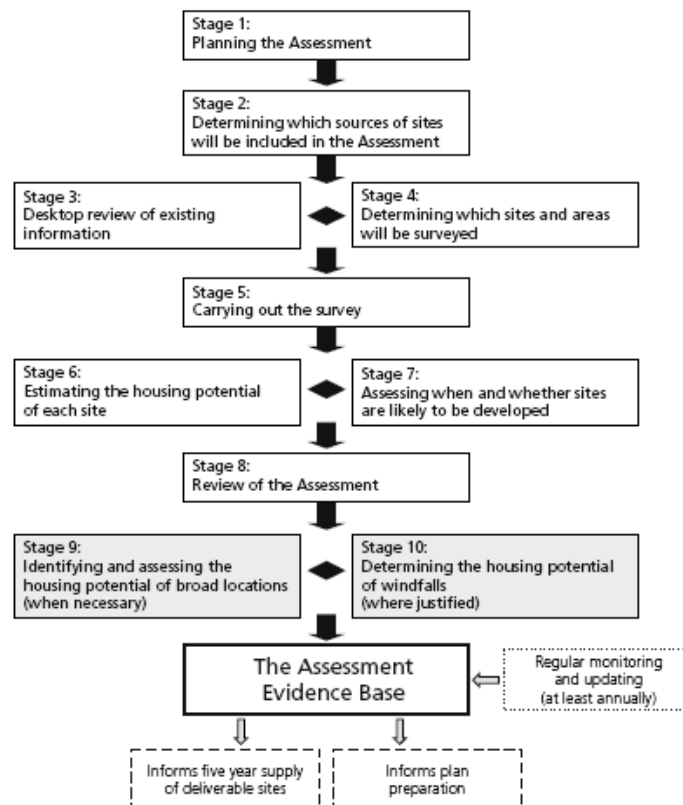
Appendix 1: Strategic Housing Land Availability Assessment Methodology – based on practice guidance from DCLG

Strategic Housing Land Availability Assessment

Methodology – based on practice guidance from DCLG1

1 Introduction

- 1.1 The methods used in the SHLAA are based on the guidance: Strategic Housing Land Availability Assessments, Practice Guidance July 2007 DCLG. The diagram below comes directly from this guidance, and sets out the stages in the process.



2 Stage 1: Planning the Assessment

- 2.1 The DCLG guidance recommends that local authorities should work with neighbouring authorities, existing housing market partnerships and other stakeholders. Neighbouring Local Authorities were invited to work together on the SHLAA.
- 2.2 The methodology has subsequently been produced in conjunction with East Hampshire District Council who are at a similar stage of producing a SHLAA. Together, officers set up a Stakeholder Group to which other local authorities (Eastleigh, Basingstoke and Deane and New Forest) alongside representatives from housing developers and agents, housing associations and Winchester District Association of Parish Councils were invited. A meeting of the Stakeholder Group was held in November 2007 to discuss the methodology.

¹ Strategic Housing Land Availability Assessments: Practice Guidance (July 2007) DCLG

2.3 **Project team**

Winchester City Council carried out the SHLAA work in-house. Survey work was undertaken by planning officers in the Strategic Planning Division. Other officers within the Council have provided advice as necessary. This ensures that there is a consistent approach in the survey and analysis of the data.

3 **Stage 2: Determining which sources of sites will be included in the Assessment**

- 3.1 The different sources of information used are listed below. To ensure consistency between the various data sources, the different types of information have been broadly prioritised by how likely they are to result in housing, as shown below. All sites have been surveyed to ensure that similar information is available for each site and the same constraints are used to look at the suitability of sites.

Level 1: Sites in the planning process

Within the settlement boundaries:

- planning permissions/sites under construction (particularly those being developed in phases) and dwelling starts and completion records
- sites with planning permission: outstanding (under construction and not started)
- recently lapsed planning permissions (within last 3 years)
- sites which have had preliminary enquiries
- planning application refusals (if principle of development acceptable)
- Site allocations not yet subject of planning permission. Reassess the density of allocated/reserved sites (from 30 to 40 dwellings per hectare) and put them through the constraints map.

Level 2: Sites not in the planning process

Within the settlement boundaries:

- Vacant and available brownfield
- Employment/commercial land – no longer ‘fit for purpose’ according to results of the Employment Land Review
- Register of Public Sector Land (only 3 sites for Winchester)
- Sites identified from consultation with builders and developers
- Car parks

Level 3: New Sites

Within the settlement boundaries:

- Unidentified land including new sites identified using aerial photos and GIS and new sites identified through the site survey
- Local Planning Authority Urban Capacity Study – larger UCS sites which have not come forward but which have potential

These sites were plotted on the Council’s Geographical Information System (GIS).

The sources of sites listed above all fall within the defined settlement boundaries of settlements, as defined by Policy H.3 of the Winchester District Local Plan Review 2006. These settlements have been found to be sustainable locations for development (following the Local Plan Inquiry) and development is, in principle, permissible within their boundaries. The SHLAA will inform the LDF Core Strategy and other future planning policies which will ultimately replace the Local Plan Review.

Therefore, one of its main purposes is to determine the amount of housing that is expected within these sustainable locations, so that the amount of additional greenfield development that is required can be determined. This also reflects the 'brownfield first' thrust of Government advice.

Specific locations outside settlements will be considered after it is determined how much land is available within the settlement for housing. However, information from sources such as the Register of Surplus Public Sector Land and consultations with landowners and developers has already provided a wealth of potential sites outside the current settlement boundaries. The release of sites outside settlement boundaries (other than those already allocated/reserved) will require a change of planning policy and this will be done through the LDF Core Strategy or the Development Allocations DPD.

3.2 **Initial Sieve of Sites: Applying initial constraint level**

In accordance with the DCLG guidance (2007), at this stage an initial broad evaluation of the sites was made and particular types of land have been excluded from the assessment. The land excluded has major constraints on the site and is therefore unlikely to provide sites for future housing. These initial constraints are:

- Important recreation and amenity areas identified within the current Local Plan (policies RT1 or RT2 site (open areas with an important amenity value or recreation value, Policy RT3 is also an important implication, but these sites have not been identified and this will have to be considered at a later stage).
- Where the site is within a nationally or internationally designated site (for nature or geological interest):- Ramsar, Special Areas of Conservation, Special Protection Area and Sites of Special Scientific Interest sites, or National Nature Reserves
- The site is a listed building or within the curtilage of a listed building.
- On the site of a scheduled monument, English Heritage registered park or garden or on a battlefield.
- Where the site is within an English Heritage Parks and Gardens
- The site is within the curtilage of a place of worship (i.e. consecrated ground)
- The site is a key facility or service (e.g. school, village hall, medical or health care service)
- Where there are Tree Preservation Order on the sites which are likely to constrain any development
- Where the site is within a County Minerals Sites
- where the site is significantly compromised by overhead cables
- where the site is significantly compromised by oil pipeline

3.3 A more refined sieve of sites was undertaken as part of Stage 7a: Assessing the suitability of housing.

4 Stage 3: Desktop review of existing information

4.1 An Urban Capacity Study (UCS) was completed in 2001 by Winchester City Council. The study assessed the potential housing opportunities within the Winchester

District. A review of the Urban Capacity Study was presented to the LDF Committee on 11th September 2007. This document reviewed how successful the Urban Capacity Study was in anticipating sites which were likely to be brought forward for development and in particular, looked at:

- Which of the sites predicted in the UCS were brought forward for development (given planning permission or completed);
- Which sites predicted in the UCS did not come forward for development and why;
- Which sites have been developed, but were not identified within the Urban Capacity Study (windfall sites).

4.2 The information from this review was used to help determine a suitable methodology for the SHLAA. The information helped with the identification of potential new sites in the SHLAA by examining whether there are patterns in the type and location of sites which came forward for development since 2001. In addition, the information helped to establish the contribution that has been made by windfall sites, potential housing sites which can not easily be identified but which may continue to come forward in future, as well as providing information on a suitable size threshold to identify new sites.

4.3 The following recommendations for the SHLAA were made as a result of the review:-

- The identification of land with housing potential should be focused particularly (though not exclusively) on current residential sites, where there is already housing on the site and also within the gardens of single properties. For larger sites, the focus should also be on identifying industrial/commercial land which may be available for future housing development, subject to the outcome of the Economic and Employment Study, which will establish the future need for employment land.
- This should be split between the different settlements in the following way:-
 - Within the smaller H.3 settlements the focus should be on existing housing and single garden sites.
 - In the larger H.3 settlements the focus should be on existing housing sites and industrial land. On smaller sites (but above the 5 dwelling threshold), single gardens may also have potential and on large sites open space should be examined.
 - In Winchester Town the examination of potential sites should be directed particularly towards existing housing land and single/multiple gardens, especially on small sites (but with a housing potential above the 5 dwelling threshold).
- The SHLAA will need to identify sites with urban potential, focusing on the location and type of land used to identify sites, rather than simply on site size.

4.4 Following this, a review of existing planning permissions was carried out in October/November 2007. A letter was sent out to all registered landowners/developers who had submitted a planning application within the last three years. This included a letter to all applicants who had received permission, but had either not implemented the permission, or where construction had started but had not yet been completed. In addition, a letter was sent to all those where planning permission had been refused.

- 4.5 The letter asked for information on whether the permission was likely to be implemented or completed, and when, or whether the applicant was planning to submit an amended application. In total, this resulted in 1,012 of letters being sent out; 69 people responded (7% response rate). 1 of the 69 people who responded said that they were no longer interested in developing their site (1.4%).
- 4.6 During this time the sites were mapped on GIS. Additional sites were identified using aerial photography based on the recommendations from the Urban Potential Review.

5 Stage 4: Determining which sites and areas will be surveyed

- 5.1 The Guidance states that as a minimum, all sites identified by the desk-top review should be visited. It was decided that a pragmatic approach was needed, given the resources available, which removed those sites that were obviously unsuitable for any development from the survey list. Therefore the coarse filter described in Stage 2 was applied to the initial sites identified, which allowed a focus on sites which are likely to deliver more dwellings and are in more sustainable locations.
- 5.2 The work on reviewing the UCS had already concluded that a size threshold of 5 should be used, below which sites would not be surveyed. Any sites which could not provide 5 dwellings or more (calculated using different densities as described below) were excluded from the survey as being impractical to identify such small sites. This decision also reflects SEERA guidance used in the review of the UCS. Some Local Authorities have used a site threshold of 10 or more dwellings: however, as many of the sites are small (as shown through the UCS Review) a lower threshold was used which will pick up more sites than the 10 dwelling threshold. Although this will still exclude a high percentage of smaller sites, the need to be pragmatic about the identification of sites and the resources needed to carry out a full assessment on these, required a threshold to be set.
- 5.3 Winchester District is not a homogeneous area. The survey therefore had to take account of the diverse nature of the settlements and land supply. To address some of the differences, different potential densities were used to calculate the potential number of dwellings which could be built on the site. For this desktop survey stage of the work, an average site density of 50 dwellings per hectare was used for sites within the defined area of Winchester Town Centre (as defined in the Local Plan), and 30 dwellings per hectare elsewhere. For all sites which were identified as still having potential through the Urban Capacity Study, the housing potential calculated for this study was used for the threshold where available.
- 5.4 The information gathered on developments started and completed can help build up a picture of development hotspots which due to existing policies are predominantly in Winchester Town and larger settlements, fitting in well with the site survey.
- 5.5 National Planning Policy Statement 3 states that ‘the priority for development should be previously developed land, in particular vacant and derelict sites and buildings’. The focus has therefore been on identifying new housing sites within the current settlement boundaries (as defined in the Adopted Local Plan Review 2006) rather than on greenfield sites.

- 5.6 Specific locations outside settlements will be considered after it is determined how much land is available within the settlements for housing. However, information from sources such as the Register of Surplus Public Sector Land and consultations with landowners and developers has already provided a wealth of potential sites outside the current settlement boundaries for future consideration.

6 Stage 5: Carrying out the Survey

- 6.1 Between October 2007 to April 2008, sites above the 5 dwelling threshold were visited where access allowed, bar those that were excluded from the initial sieve as having major constraints which would seriously impede any development (as explained in Stage 2). Due to the difficulty of multiple ownerships it was considered that the delivery of these sites is significantly constrained and therefore unless a landowner had specifically identified their site as having potential, these sites were not visited. Due to the nature of the District and the resources available, it was not feasible to do a detailed street by street survey, but a general examination of the area was carried out, through which some additional sites were also identified through the site survey.
- 6.2 The survey team consisted of officers from the Strategic Planning Division. Maps and site details gathered through the desktop review were taken out on site to ensure consistency of information gathered. Surveyors were also asked to record where development had started, and give an estimation of completion dates so that the timing of housing delivery can be considered.
- 6.3 Out of an initial 614 new sites identified through the SHLAA process (from 1227 sites in total including sites in the planning process), 154 sites remained after the initial constraints had been taken into account. The list below shows the source of the remaining sites:

Aerial Photography	53
Consultation with developer/landowner	27
Local Plan Site other than reserve	1
National Land Use Database	1
Register of Surplus Public Sector Land	1
Planning process	3
Urban Capacity site not brought forward	15
WCC Officer	47
Councillor	6
Total	154

- 6.4 The next stages required a more detailed analysis of the sites and their housing potential, alongside which, the owners and occupiers of the sites were consulted.

7 Stage 6: Estimating the housing potential of each site.

7.1 Estimating the housing potential for each site identified and surveyed is the next stage in the process. The guidance states that the estimations should be guided by existing or emerging plan policy. For Winchester, Policy H7 is therefore relevant.

7.2 Policy H.7

“Residential development, which accords with other policies of this Plan, will be permitted on sites capable of accommodating 2 or more dwellings where:

- (i) it includes a range of dwelling types and sizes, with at least 50% of the properties provided as small 1 or 2 bedroomed units suitable for small households;
- (ii) it includes, wherever appropriate, types of dwellings known to be in short supply in the District or locality, particularly flats and terraced houses;
- (iii) it achieves a net density of **30-50** dwellings per hectare, and potential for a higher density is utilised on sites close to town centres or public transport corridors. Where the site contains features that contribute to the character of the wider area (whether natural or man-made) it may be appropriate to exclude these from the developable area for the purposes of calculating net density.”

7.3 As described for Stage 4, these densities have been used to provide an initial rough estimation of housing potential. The guidance states that where this does not provide a sufficient basis on which to make a local judgement, sketch schemes, comparison with other relevant schemes or comparison with sample schemes could be used. It is considered that while the Local Plan densities provided a useful initial assessment, a more robust method of calculating housing density would be more useful. 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.

7.4 It is proposed that while the Council can use current plan policies to initially guide housing densities (unless a landowner suggests otherwise), this should be refined further by looking at the local character of the site and assessing the sustainability of the location.

7.5 With this in mind, the following average densities were used to calculate housing potential on the sites based on the emerging settlement hierarchy for the Core Strategy

Location of site		Estimated density dwellings per Hectare
Winchester Town and Whiteley	Town Centre (Policy SF1 area)	75
	Within 100m of town centre	50
	Elsewhere within the settlement	40
Bishops Waltham and New Alresford	Town Centre (Policy SF1 area)	50
	Elsewhere within the settlement	40
Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase, Wickham		40
All other settlements		30

These densities formed the starting point for assessing the capacity of each site. However, each site was individually assessed and the density was adjusted, where necessary, to take account of constraints, etc (see Stage 7d).

8 Stage 7: Assessing when and whether sites are likely to be developed

- 8.1 To determine when a site is likely to be developed, when the site will be available, and whether it is in a suitable location must be assessed. The guidance states that 'where it is unknown when a site could be developed, then it should be regarded as not currently developable'.
- 8.2 When the site is available depends on whether it is owned by someone with an interest in developing the site. This is carried out in Stage 7b.
- 8.3 The suitability of the location is assessed through Stage 7a, which also looks at whether the site will contribute to sustainable, mixed communities.

9 Stage 7a – Assessing the suitability for housing–

- 9.1 The requirement for a suitable housing site is that it 'offers a suitable location for development and would contribute to the creation of sustainable, mixed communities' (PPS3).
- 9.2 During stage 4 of the SHLAA, any site with an obvious major constraint was excluded from the survey. Stage 7 now identifies any further constraints such as policy restrictions, physical limitations, potential impacts on landscape and conservation or environmental conditions and applies a finer constraints filter to all sites. This stage

also takes into account any new information received through the site surveys and other evidence base studies produced for the LDF.

9.3 The following information was used to filter out sites which were not suitable for development:-

- Winchester District Economic and Employment Land Supply Report 2007
- Sites recorded in the Rural Facilities survey 2008
- Small open spaces were excluded at this stage, where these are deemed to serve the needs of local residents.
- Active landfill site
- Land locked sites
- Known landowner opposition to development.

9.4 Also taken into account are sites within Flood Risk zones 2 or 3 based on the Strategic Flood Risk Assessment 2007, Air Quality Management Zones and Sites of importance for nature conservation (SINCs). These sites have not been excluded at this stage, but may constrain further development or reduce the capacity of the site.

9.5 Sites in multiple ownership were also excluded from the survey unless owners have put the site forward for development, due to the difficulties in accumulating land and access.

Winchester District Economic and Employment Land Supply Report 2007

9.6 The Employment Land Review was produced by SQW consultants in 2007 for Winchester City Council. It assessed the local economy and reviewed commuting patterns. It concluded that within the southeast sub area of the study (the southern Winchester fringe) there is a 'large surplus of B2 (manufacturing) and a deficit of B8 and close balance of B1 (offices)'. In addition, the PUSH Planning Group recognised the key contribution the existing employment land allocations within the PUSH area of the District will make in achieving the Regional Spatial Strategy outcomes (Employment Land review, 2007 SQW).

9.7 This information from the evidence base validates the removal of all SHLAA sites which have been identified on current employment or existing employment allocations sites within the PUSH area.

9.8 Within the Economic and Employment Land Report, sites were classified using a traffic light system where green indicated employment sites which are still suitable for employment use, amber indicated employment sites which needed some sort of modification to meet employment needs, and red sites which were no longer suitable for employment. For the purposes of the SHLAA, any employment sites which were given a green traffic light in the Economic and Employment Land Study were filtered out of the SHLAA as not being suitable for housing. Amber and red sites were considered as having potential to be suitable for housing. The sites which had no potential were removed from the study.

Rural Facilities survey 2008

9.9 PPS1 on Sustainable Development states that 'new development [should be] located where everyone can access services or facilities on foot, bicycle or public transport [...] whilst recognising that this may be more difficult in rural areas'.

PPG 3 on transport states that walking distances under 2 kilometres has the best potential to reduce short car journeys.

The Rural Facilities survey identifies the location of different facilities within the smaller settlements and rural area. From this information and the Accessibility Study produced by Hampshire County Council, each settlement has been ranked within a settlement hierarchy, taking account of the number and type of facilities available within the settlement, general public transport links, population, employment provision, etc.

- 9.10 Apart from Winchester, all the settlements are less than 3km at their greatest diameter and therefore this settlement ranking and the facilities score has been added to the SHLAA information to give an indication of the sustainability of the site.

Internal Consultation

- 9.11 At this point, Development Control officers were invited to look at the mapped sites, and provide additional information on sites in the planning system, that may not have been picked up, or where circumstances had changed. A Members' briefing session was held on 9 July 2008 on the SHLAA where maps showing the sites were provided for comment. A number of new sites were identified through this process. In addition to this, a meeting with Strategic Housing provided further information on affordable housing need in different settlements.
- 9.12 Following this, existing design statements for each settlement or neighbourhood were used to identify any further constraints and identify the development aspirations for the development of those areas. In addition, relevant information from the Design Briefs and schemes such as the Silver Hill development were added to the information on each site.
- 9.13 A matrix of constraints was used to score each site based on the type and number of constraints the site has, to enable an assessment of whether the site is suitable for any housing development. All sites with a planning permission will be deemed automatically as being suitable as they have already been through the planning process.

10 Stage 7b: Assessing the availability for housing.

- 10.1 For sites to be included within the SHLAA, they have to be available, that is to say, the owners must have an interest in developing the site. This process required that owners were identified (through Land Registry searches where necessary) and sent a map showing the site identified with a letter asking whether they have any intention or interest in developing their site for housing and, if so, the likely timescale. Any legal or ownership problems with the sites also needed to be identified through this process. At this point, the information and more specifically, the maps for the SHLAA started to emerge into the public domain and City Councillors were briefed on this in advance.
- 10.2 A large number of sites had been excluded from the survey prior to contacting owners, due to their constraints. This focused contact only on the owners of sites that had some potential for housing development. Any site where the landowner

expressed resistance to developing the site over the next 20 years was taken to be not 'deliverable' and was therefore excluded from the estimated supply of sites.

- 10.3 All landowners and developers with planning permissions which had not been implemented or completed had already been contacted (see paragraph 4.4 above) to establish their intentions. This stage therefore only involved contacting landowners of new sites identified. In addition, various sites have been promoted by the landowners. However, not all site ownership details are on the land registry and identifying ownership for all the sites has proved difficult.

11 Stage 7c Assessing the achievability for housing

- 11.1 An achievable site is defined as having a 'reasonable prospect that housing will be developed on the site at a particular point in time'. This involves a judgement on 'economic viability and the ability of the developer to complete and sell the housing over a certain time period'.
- 11.2 The guidance advises that market factors, cost factors and delivery factors should all be considered through this process. A meeting with the Estates Division was held to discuss how these objectives could be achieved. It was advised that there was not much benefit in calculating land values for a sample of sites and extrapolating these values to other sites, as each site would have a unique land value based on its individual characteristics.
- 11.3 There are market reports available from commercial agents which, although not specific to Winchester, provide a general overview of the current market conditions. In general the demand for flatted development is felt to be curtailed in the short term due to an over supply, but otherwise the demand for family and other housing continues to be high.
- 11.4 Any assessment of costs would have to consider the construction costs, including any remediation work required, ground conditions, any planning contributions/tariffs required as well as all the building costs, legal and sales fees. Some of these costs will be unique to the site and therefore difficult to estimate across the board. Therefore the assessment of costs was limited to those sites which have a number of constraints and which lie on the borderline of being suitable for housing.

Deliverability

To be deliverable, sites must be available now. Owners of sites which have not been in the planning process before were therefore contacted to ask whether they were interested in developing their site for housing, and if so, during which five year period they anticipate that they may develop the land. Letters have been sent to all sites where the owners can be located. However, there are currently 39 sites where owners could not be located and therefore other resources such as the Land Registry are being used to find owners for sites who cannot not easily be located.

So far, out of 89 sites (which are not already in the planning process, have not been submitted as part of the consultation, or have not been reviewed in previous Urban Capacity Studies) the owners of 50 sites have been contacted, including internal consultations on land owned by Winchester City Council. Of those who were sent letters, 17 have responded, 9 of which have expressed interest in developing their sites.

Achievable within 5 years

11.5 In general the following criteria were used to assess the availability of sites.

- 5 Year Availability - sites which are expected to come forward (sites currently within the planning process and where owners/developers have indicated that this is their intention to develop within 5 years);
- 5-10 Year Availability - sites which are likely to come forward (sites not currently within the planning process, but which have had development interest) and
- 10+ Year Availability sites which may come forward for development in future (new sites which have been identified through survey)

However, there are a number of issues which have been taken into account as they may constrain whether development is achievable within 5 years. These include:-

- Weak markets – the current economic climate needs to be taken into consideration, particularly since the base-date of the SHLAA is April 2008. However, the indications are that the Winchester District housing market is relatively strong and the SHLAA must be concerned primarily with ensuring an adequate supply of land for house-building. If general market conditions preclude development, no amount of available land will help, but the SHLAA has sought to ensure that any particular local or site constraints are taken into account.
- Site specific costs of infrastructure, demolition or developer contributions may constrain some sites. This has been taken into account where the site characteristics suggest abnormal costs. Generally within the District development costs are not prohibitive and it will be one of the tests of future policy requirements that they are not so onerous as to affect viability of development.
- Changes of use of employment, facilities and services or car parking sites, for example, may not meet policy requirements and have not therefore generally been included. Where there is clear development interest and sites are considered deliverable these sites are included, but the site capacity is usually reduced to allow for the potential retention of the existing use and the estimated phasing of development is adjusted accordingly.
- Some of the sites have multiple owners or covenants on them which may affect whether the site becomes available. Sites in multiple ownership are only included within the early phasing periods if the owners have indicated an interest in developing. Otherwise the phasing of site development is adjusted, or the site is discounted altogether, depending on the severity of this constraint.

12 Stage 7d Overcoming constraints

12.1 Constraints were identified through site visits and available GIS information (see Paragraph 3.2), in addition flood zone data, Areas of Outstanding Natural Beauty, SINC's, Conservation Areas and the proposed National Park and existing infrastructure (overhead cables, oil pipelines) were also considered. Estimated densities were then allocated to each site (see paragraph 8.6).

- 12.2 To account for site-specific constraints, each site was reviewed again against the constraints and responses from owner occupiers. Where appropriate the densities were reduced to account for the local character of the area, recent planning discussions and permissions, and the character of the site including whether part of the existing use (such as employment or parking) would need to be retained. Density was greatly reduced for the 'broad locations' which may come forward (see Stage 9), to take account of the fact that the areas contain existing dwellings in multiple ownerships, only some of which are likely to be developed.
- 12.3 Following the further filtering out and analysis of sites in Stage 7 of the SHLAA process, 96 sites remain as still having potential for further development. The summary results of the process can be found in Section 14 of this report. The site maps and summary sheets (an example of which is attached to this report) will be made available as part of the completed SHLAA once the owners/occupiers have finally been located and contacted.

13 Stage 8: Review of the assessment

- 13.1 The information from the SHLAA will contribute to the housing trajectories that are being produced as part of the Annual Monitoring Report; one trajectory for the PUSH area and one for the rest of the District.
- 13.2 Given the scale of the housing requirement for the District over the next 20 years it is clear that sites identified within the settlements that are deliverable, developable and achievable will not be sufficient alone to meet the housing requirement. The LDF will need to release sites outside policy boundaries and the SHLAA assesses how much greenfield land is needed to maintain a 5/10/15/etc year land supply.
- 13.3 The SHLAA only considers sites capable of accommodating 5 or more dwellings, but smaller sites have typically made a substantial contribution to housing completions in the District. It is therefore appropriate that an allowance be made for small sites, including those which may come forward in smaller settlements. This is different from a 'windfall' site allowance (which would cover sites of any size), which Government advice indicates is unlikely to be acceptable, at least within the 0-10 year time period.

14 Stage 9: Identifying broad locations

- 14.1 There are a number of areas within the settlements where, on the basis of the character of the area and the planning policies applying, development is inevitable over the coming 15 years. These areas typically consist of lower-density housing, with buildings which are typically not of great architectural merit or financial value, often dating from the inter-war period. Much of the value of these properties is in the land they occupy, rather than the building. It is, therefore, expected that some of these properties will be redeveloped at higher densities. At the same time, these are often popular types of housing, so not all will be redeveloped and it is impossible to say precisely which properties will be developed.
- 14.2 Accordingly, a number of 'broad locations' have been identified, which are expected to contribute some housing over the SHLAA period, but which are not expected to be developed comprehensively. 11 such areas have been identified in various settlements, e.g. Winchester, Bishops Waltham and Kings Worthy. Because it is not

assumed that these areas will be developed comprehensively, a very low density assumption is made, ranging from 2 to 10 dwellings per hectare. The total estimated contribution of all 11 'broad locations' is 316 dwellings.

- 14.3 The SHLAA Practice Guidance also refers to the possibility of broad locations being identified outside of settlement boundaries. This will be done through the Core Strategy, in terms of identifying the expected general levels of development in various categories of settlements. The Core Strategy will also identify strategic site allocations, with the Development Allocations DPD allocating smaller sites. It is not appropriate to make an allowance for broad location areas outside settlement boundaries at present, as it is one of the purposes of the SHLAA to identify the scale of greenfield releases needed.

15 Stage 10: Determining the windfall potential

- 15.1 The SHLAA Practice Guidance and PPS3 advise against making allowances for windfall sites. It suggests that where an allowance can be justified it should not include land that has been identified in the list of developable sites or as broad locations. The contribution from each source of land for housing should be considered.
- 15.2 Therefore, no windfall allowance is made for sites of 5 or more dwellings, as the SHLAA attempts to identify sites and broad locations for these and including a windfall allowance may double-count their contribution. However, as sites of less than 5 dwellings have not been assessed, and as these have made a consistent and significant contribution to housing provision in the District, a 'small sites allowance' is appropriate. This is not considered to amount to a windfall allowance - it is simply a means of counting a source of housing which will clearly contribute to housing needs over the plan period. The likely contribution of such sites is, therefore, included within the results in Section 16 below. It is however discounted to avoid double counting small sites which already have planning permission and to reflect the possible reduced availability of these sites in the longer term.

16 Results

16.1 Outstanding sites with planning permission

16.2 The following table shows the number of dwellings and estimated delivery timescale of sites that have planning permission (as of 31 March 2008). The tables are broken down into those within the Winchester part of the PUSH area (Partnership for Urban South Hampshire) and those in the Rest of Winchester District.

PUSH

Sites with planning permission	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	TOTAL
Large Site commitments (from HCC Schedule)	32	166	334	354	300	275	250	124		1835
Small Site Commitments	54	70		1						125
Total	86	236	334	355	300	275	250	124		1960

Rest of District

Sites with planning permission	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	TOTAL
Large Site commitments (from HCC Schedule)	92	263	179	169	52	100	100	44	100	1099
Small Site Commitments	148	193		3						344
Total	240	456	179	172	52	100	100	44	100	1443

16.3 SHLAA sites

16.4 Following the second filtering of sites, which looked at further constraints (Stage 7 above), 96 sites have been identified through the SHLAA as suitable development sites (over and above sites already with planning permission). It is estimated that these would generate the dwellings shown in the table below, split into the 5 year intervals required under the SHLAA process. The table below shows the breakdown of the number of dwellings estimated through the SHLAA in each of the different settlements where potential sites were identified (Local Plan Policy H.3). Because the SHLAA considers the period from 2008 onwards, all of the dwelling estimate for 2006-2011 would be delivered from April 2008 onwards (hence the lower dwelling estimate for 2006-2011 than for 2011-2016).

Area/Time Scale	2006-2011	2011-2016	2016-2021	Total
PUSH	167	335	169	671
Rest of District	498	358	178	1034
All of Winchester District	665	693	347	1705

16.5 Small sites allowance

- 16.6 It is appropriate that an allowance be made for small sites, including those which may come forward in smaller settlements, because these have not been counted elsewhere in the SHLAA (which only considers sites capable of accommodating 5 or more dwellings). However, it is important that there is not double-counting between this small sites allowance and small sites which already have planning permission and are counted as 'commitments'. It is also recognised that the contribution of these sites may diminish over the period being considered, although there is no clear method of quantifying this.
- 16.7 Small sites have typically made a substantial contribution to housing completions in the District. An analysis of past dwelling completions data, between April 2000 and March 2008, shows that 780 dwellings were completed on sites of less than 5 dwellings, split as shown in the table below. This equates to a yearly average (over the 8 year period) of 98 additional dwellings per year, 33 per annum average for the PUSH area and 65 for the non-PUSH area. Total annual completions range from 64 to 135 per annum.

Small Site Completions (net) 2000-2008

Year	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08
PUSH	21	37	29	20	22	28	41	65
Non-PUSH	43	54	83	66	72	70	59	70
Total	64	91	112	86	94	98	100	135

- 16.8 There is a significant variation in the levels of small site completions, but with a general growth in completions over the 8-year period. The Government 'Practice Guidance' note advises that there are 3 factors which should be taken into account in reaching an informed view of the contribution of unidentified sites:
- 'Whether the annual rate is likely to increase or decrease.' On the basis of the table above, the annual rate is generally increasing (but see below in relation to market conditions);
 - 'Whether the pattern of redevelopment is likely to remain the same, grow or decline.' Market conditions and proposed changes to planning policy suggest a move away from flatted development towards more family housing and perhaps a greater emphasis on retaining the character of certain areas. This may suggest that some sites will be developed at a lower density than they would have been in the recent past. Overall the number of completions on small sites may not change significantly, as there may be more sites which accommodate less than 5 dwellings (and are therefore classed as 'small'), but the number of dwellings they provide may be less;
 - 'Whether market conditions are likely to stay the same, worsen or improve in the future.' It is clear that market conditions will worsen substantially during the remainder of the first 5-year period (2006-2011). However, no small site allowance is proposed for this period, as this would double-count small site

commitments (465 dwellings, see table below). Most commentators expect the market to improve in 2010 but it is unlikely to reach a peak for some years. Therefore, for the 2011-2016 period an estimate equating to an average of the worst 2 years in the table above may be appropriate (375 or 75 per annum). Assuming a return to a stronger market after 2016, an average based on the 2001-2006 average would be appropriate (481 or 96 per annum).

Total Number of Dwellings

16.9 The following table shows the total estimated number of dwellings which will be delivered in each of the 5 year time periods. The table below includes the current committed sites (with planning permission) and estimated delivery timescales. The small sites allowance has been discounted to avoid any double-counting with small site commitments and to reflect the matters advised in the Practice Guidance.

Source of dwellings		2006-2011	2011-2016	2016-2021	Total
Completions (2006-2008)	Total	1058	0	0	1058
SHLAA	PUSH	167	335	169	671
	Non-PUSH	498	358	178	1034
	Total	665	693	347	1705
Large Sites commitments (from HCC Schedule)	PUSH	183	145	0	328
	Non-PUSH	534	465	100	1099
	Total	717	610	100	1427
Small Sites Commitments	PUSH	124	1	0	125
	Non-PUSH	341	3	0	344
	Total	465	4	0	469
Small sites allowance	PUSH	0	103	136	239
	Non-PUSH	0	272	345	617
	Total	0	375	481	856
MDA (W of Waterlooville)	PUSH	349	1158	0	1507
Total		3254	2840	928	7022