

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

6 DECEMBER 2010

STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA) – UPDATE

REPORT OF HEAD OF STRATEGIC PLANNING

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RECENT REFERENCES:

[CAB 1992](#) – Winchester District - Strategic Housing Land Availability Assessment (SHLAA) – Update, 17 March 2010

[CAB 1901](#) - Winchester District – Strategic Housing Land Availability Assessment – Update, 14 October 2009

[CAB 1773\(LDF\)](#) - Winchester District Development Framework – Strategic Housing Land Availability Assessment, Initial Results, 16 December 2008

[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:

Production of the Strategic Housing Land Availability Assessment (SHLAA) was agreed by the Cabinet (Local Development Framework (LDF)) Committee in September 2007. Work was finalised on the draft SHLAA and reported to the LDF Committee in December 2008.

The draft SHLAA was published for consultation between March and April 2009 and comments were subsequently reported to Cabinet in October 2009. Cabinet resolved to undertake additional areas of work on the SHLAA, primarily in relation to the assessment of those sites sent in by landowners, agents and developers that lie outside the current settlement boundaries, and for the results of that work to be reported back prior to publication of a revised SHLAA. The Revised SHLAA showing the gross area of SHLAA sites outside the settlement

boundary was agreed for publication by Cabinet in March 2010 and subsequently published in April 2010. Given the emphasis on housing delivery it has been important for the Council to refine this information and complete the 2010 SHLAA in line with national SHLAA guidance.

This report presents an update of the SHLAA which will inform the assessment of 5 year housing land supply in the 2010 Annual Monitoring Report. It includes a number of changes since the previous SHLAA publication:-

1. It includes new sites submitted up to July 2010.
2. It removes any sites given planning permission between April 2009 and March 2010 as these are now set out in the Annual Monitoring Report's housing figures.
3. The estimates of the housing capacity of all sites are now based on net developable areas, having removed any areas with development constraints from the total (gross) site area.
4. A development ratio has been applied to the net developable area to account for other requirements on site (infrastructure, open space provision, etc).
5. The working assumption for densities on sites outside the settlement boundaries is 40 dwellings per hectare (dph) for sites around Winchester, Bishops Waltham and New Alresford and 30dph for all other sites outside settlement boundaries.

Neither this report nor the SHLAA document will allocate sites for development: if additional land is required for housing purposes this will be undertaken through the preparation of the Development Management and Allocations DPD to follow the Core Strategy. The SHLAA is purely an identification tool and a key part of the LDF evidence base. It is likely that the SHLAA will need to be updated annually to feed into the Annual Monitoring Report which is published every December. Rather than showing the gross area of all sites outside settlement boundaries, as the previous SHLAA did, the current document excludes parts of sites which have known physical and legislative constraints.

Officers have now assessed all the sites submitted to the Council for consideration both within and outside current settlement boundaries and produced more refined capacity estimates in accordance with SHLAA guidance and it is recommended that these will form the 2010 SHLAA. It is recommended that this is now published on the Council's website and that the SHLAA be updated annually.

RECOMMENDATIONS:

That the 2010 SHLAA be published as part of the evidence base for the LDF.

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REPORT OF HEAD OF STRATEGIC PLANNING

DETAIL:

1 Background and Introduction

- 1.1 An assessment of potential housing sites within settlement boundaries was presented to LDF Committee on 16 December 2008 (report CAB1773) and subsequently published for consultation in March 2009. The results of the public consultation on this draft Strategic Housing Land Availability Assessment (SHLAA) were reported to Cabinet on the 14 October 2009 (CAB1901) alongside the assessment of the need to release Local Reserve Sites (CAB1902). The same report made various recommendations for changes relating to sites within the built-up areas.
- 1.2 The resolution from the meeting of 14 October 2009 was to not endorse the review of deliverability and capacity of sites within the draft SHLAA pending the inclusion of potential sites outside the current settlement boundaries sent in by landowners, agents and developers¹; the results of which were reported back to Cabinet in the form of a revised SHLAA, prior to publication. This SHLAA was published in April 2010 and showed the gross area of the sites outside the settlement boundaries, from which a rough overall capacity was calculated. Given the emphasis on housing delivery, it is important that the Council develops this information in completing the 2010 SHLAA. Since April, officers have therefore worked on refining the capacity assessment for all sites, adding any new sites submitted up to July 2010, and removing sites which now have planning permission.
- 1.3 The likely trajectory of housing delivery over future 5-year periods will be set out in the Council's Annual Monitoring Report (AMR) (see Report CAB2092(LDF) also on this agenda).

2 Government requirements

- 2.1 The assessment of housing land supply is a key requirement of Government Planning Policy Statement 3 (PPS3) to show that the Council can maintain an adequate 5 year supply of housing land. Despite recent developments in the planning system, this target still remains. It is also fundamental to the 'evidence base' needed for the Local Development Framework (LDF). The report to Cabinet in October 2009 considered potential sites within existing

¹ alongside a challenge to the Planning Minister and DCLG and review of 5 year housing land supply

settlement boundaries, but the Council is required to consider the different opportunities for housing throughout the whole District. This includes all sites put forward by landowners and developers outside existing settlement boundaries, in village and rural locations. Whilst these sites are assessed in this report, it should be emphasised that housing development on them would currently be contrary to policy under the adopted Local Plan Review 2006. The SHLAA will not change this policy but is a crucial part of the LDF evidence base in terms of determining five year land supply and the identification of potential deliverable housing sites.

3 Status of document

- 3.1 As stated above, no sites will be allocated for development through this Assessment and existing statutory policies (including the settlement boundaries defined in the Local Plan Review) continue to apply. Therefore, this Assessment does not change the prospect of planning permission being granted on the sites identified and neither does it invite such applications. If any sites need to be allocated in the future to meet the District's housing needs (currently under review through the Core Strategy and associated Blueprint process), then this will be subject to further assessment which would take place through the process of preparing the Development Management and Allocations DPD. If any sites are recommended for allocation, then this process requires that the Council consult with all interested parties at the appropriate time.

4 Summary of information

- 4.1 In total, 1 new site in the settlements and 14 additional sites in the countryside were submitted by landowners, developers and agents to be considered by the Council since the publication of the last SHLAA. Report CAB1901 included the results of consideration of the sites within existing settlement boundaries, and this report updates and refines information on sites within settlements as well as 'greenfield' sites. Officers have mapped all the different sites submitted to the Council for consideration and for each site have considered the different constraints which would affect how 'deliverable' those sites are. For a site to be 'deliverable', it must be available now, in a suitable location for development which would also contribute to sustainable, mixed communities and be achievable within the estimated timescale. Appendix A provides a summary of the capacity of each site and the maps in Appendix B shows the sites submitted to the Council. This is a summary of the information which will be contained within the full SHLAA, which will include a summary sheet for each site.
- 4.2 All sites which have been sent in to the Council are considered as 'available', as they have been promoted by landowners/developers. For the April 2010 SHLAA 225 sites outside settlement boundaries were sent into the Council for consideration. A letter had been sent to all the contacts for these sites in November 2009 to ask if the site was still available and when it could come forward to be developed. Responses on 139 of the sites were received and

30 stated that they no longer had any intention of developing the site or confirmed that they were interested in a use other than housing on their land. These sites were deleted and, since then, 15 additional sites have been submitted for the Council's consideration.

- 4.3 For all remaining sites, the different constraints that may affect how suitable they are to develop have been identified. Areas of the sites that have development constraints have been removed from the gross site area to enable a more accurate estimate of capacity to be produced. To account for the fact that not all of some sites will be developed for housing, as infrastructure, open spaces, etc. will be provided on-site, a 'development ratio' has then been applied. The remaining net developable site area is then subject to a density multiplier (as in the previous SHLAA) to provide a more accurate housing capacity for each site.
- 4.4 While the document identifies constraints to development, it does not aim to make any decisions on whether the sites are suitable for allocation. This is not the purpose of the SHLAA and, in any event, there will be other important factors which need to be taken into account, such as visual and landscape impact.
- 4.5 The information gathered from the 'Blueprint' process will be used to identify housing aspirations for local communities, and this will inform policy decisions in the Core Strategy about the level of housing provision needed and (through the Development Management and Allocations DPD) on whether housing land needs to be allocated outside current settlement boundaries. Also, it may be that further consideration through the Development Management and Allocations DPD would show that certain constraints could be overcome, or that new ones are identified through more detailed work. Some of the 'policy' constraints (e.g. allocations for other uses) may potentially be reviewed through the Core Strategy or other DPDs. Therefore, it does not automatically follow that sites which currently appear to be less constrained will be allocated (if needed) in advance of other sites.
- 4.6 One of the purposes of this SHLAA is to assess whether adequate deliverable sites are likely to be available to meet the housing needs of the District. As expected, the total number of sites submitted is much higher than the number that are needed to meeting housing requirements:

Capacity of SHLAA sites submitted in settlement boundaries

	2010-2015	2015-2020	2020-2025
PUSH	288	123	129
Non-PUSH	269	271	84

Capacity of SHLAA sites submitted outside settlement boundaries

	2010-2015	2015-2020	2020-2025
PUSH	15,509*	338	463
Non-PUSH	13,357	8,967	0

* Includes capacity of land within Winchester District put forward as part of the Hedge End SDA (1914 dwellings). The Hedge End SDA housing requirement is separate from the Winchester District housing requirement.

It should be noted that the above figures include some very large areas of land outside settlement boundaries. The total contribution of these sites has been attributed to one time period based on when the site would start to deliver housing. In practice, the development of these sites may take place over several time periods, but their delivery has not at this stage been profiled in any more detail given that they may not be needed and are not currently allocated.

4.7 As noted above, the SHLAA does not indicate which sites should be allocated, but taking all those sites which appear to be available the capacity is more than is likely to be needed. Therefore future work on site allocations will discount many of the sites, but it is clear that adequate potential sites exist at a strategic level to meet housing needs and that, in practice, only a small proportion of the sites put forward by landowners/ developers are likely to be needed. The government's aspiration is to abolish regional targets (set in the SE Plan) and the 'Blueprint' exercise will help to set more locally derived housing targets for communities, through the LDF Core Strategy. The Development Management and Allocations DPD will then use the adopted housing targets and consider whether SHLAA sites need to be allocated through this DPD.

5 Publication of the SHLAA

5.1 The SHLAA is part of the evidence base for the LDF; it should provide information on the sites, with the constraints that exist and an estimation of potential capacity. It is not an allocations document and there is not a statutory requirement to consult on this document. Consultation has taken place on earlier draft SHLAA documents focussing on the methodology. This annual update uses this methodology, but has refined it further to provide a more accurate picture of how many houses could be provided on these sites.

5.2 The SHLAA will still need to be updated, probably each year, to inform the Annual Monitoring Report and any new sites, or changes in the site information, can be amended through these updates. It would not be realistic to undertake consultation each time the SHLAA is updated. It is therefore recommended that the SHLAA be published and that interested parties including Parish Councils be notified of this. Any formal consultation would

take place if and when allocations are needed, as part of the process of producing the Development Management and Allocations DPD.

OTHER CONSIDERATIONS:

6 SUSTAINABLE COMMUNITY STRATEGY AND CORPORATE BUSINESS PLAN (RELEVANCE TO):

- 6.1 The SHLAA is a key part of the Council's evidence base which informs both the LDF and Sustainable Community Strategy and other corporate publications as necessary.

7 RESOURCE IMPLICATIONS:

- 7.1 The key resources for undertaking work on the LDF have been approved as part of the budget process. However, the nature and scale of the LDF will require shared resources in terms of utilising skills and expertise from other divisions within the Council, this is now even more critical given the emphasis on delivery and viability of development schemes, and the need for up-to-date evidence such as the SHLAA.
- 7.2 Meetings of the Cabinet (LDF) Committee can be serviced from within existing resources in the Democratic Services Division.

8 RISK MANAGEMENT ISSUES

- 8.1 The SHLAA, whilst being a key part of the LDF evidence base, also informs the District's five-year housing land supply assessment which is required by PPS3. This must assess whether there is sufficient land both available and deliverable in five year periods and failure to undertake such an assessment will put the Council in a very weak position when defending refusals of planning permission.

BACKGROUND DOCUMENTS: None

APPENDICES:

Appendix A – Methodology and summary results by settlement/area

Appendix B - Map illustrating SHLAA sites.

Appendix A – SHLAA Methodology and Summary Results

Executive Summary

The Winchester City Council Strategic Housing Land Availability Assessment (SHLAA) determines how much housing land is expected to come forward or is potentially available for future allocation within the District over the next 15 years. It will inform policy as part of the Evidence Base for the Local Development Framework, but does not constitute policy.

The SHLAA does not allocate any sites for development; it only identifies sites within the main settlements which may be suitable for development or sites within the countryside where there is development interest. Similarly, any site identified will still need a valid planning permission for development, the application for which will be assessed against the policies within the adopted development plan, which at the current time is the Winchester District Local Plan Review (2006), and other material considerations.

The SHLAA draws on various sources of information and survey work to identify sites which are developable and deliverable within the urban areas of the District. The SHLAA has been completed in-line with the practice guidance published by the Department of Local Government and Communities.

The results of the SHLAA assessment for sites within existing built-up areas along with the remaining commitments from planning permissions enable an estimation to be made of how much additional land will need to be released for housing development to meet the housing needs of Winchester District. The SHLAA therefore also includes information on sites outside the existing built up areas which have been sent into the Council for consideration to meet this shortfall. These sites will be considered alongside any sites which are subsequently put forward as part of the evidence base for the Development Management and Allocations DPD, which will be the route for allocation of any sites in future (work on this document is due to start in 2011). The SHLAA is therefore a very important contribution to the evidence base for the Core Strategy and Development Management and Allocations documents of the Local Development Framework, for meeting the housing requirements within the District.

This report presents an update of the SHLAA published in April 2010, which will inform the 5 year housing land supply in the Council's 2010 Annual Monitoring Report. It includes a number of changes since the previous SHLAA publication:-

1. It includes new sites submitted up to July 2010.
2. It removes any sites given planning permission between April 2009 and March 2010 as these are now set out in the Annual Monitoring Report's housing figures.
3. The estimates of the housing capacity of all sites are now based on net developable areas, having removed any areas with development constraints from the total (gross) site area.

4. A development ratio has been applied to the net developable area to account for other requirements on site (infrastructure, open space provision, etc)
5. The working assumption for densities on sites outside the settlement boundaries is 40 dwellings per hectare (dph) for sites around Winchester, Bishops Waltham and New Alresford and 30dph for all other sites outside settlement boundaries.

The information in the appendices of this document will be reviewed annually. The Council is not inviting comments on this publication. However if you would like to update any information in the appendices, or send in new sites for consideration in the SHLAA, please write to the following address before 1 July 2011 for the next review of the SHLAA.

#contact details to be inserted#

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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 on-going 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 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. However, under the requirements of the SHLAA, local authorities should not rely on projections of windfall development but should identify specific sites where development is deliverable.
- 1.3 The SHLAA is therefore a very important contribution to the evidence base for the Core Strategy and Development Management and Allocations documents of the Local Development Framework. The SHLAA will also inform the 'trajectories' within the Annual Monitoring Report which show how housing land will be provided over the LDF period.
- 1.4 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. The SHLAA 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.
- 1.5 The following chapters set out the work undertaken at each stage of the SHLAA, following the Government's Practice Guidance. The Results section considers the various sources of expected housing provision and produces housing supply estimates. This covers three 5-year periods, which now run from 2010 to 2025. This accords with the advice in the Practice Guidance (to consider 3 x 5-year periods) but does not quite include the full period which the Core Strategy will cover (to 2026).
- 1.6 The SHLAA has been carried out in two stages. The first stage assessed the potential of sites within the existing settlement boundaries (defined in the Winchester District Local Plan Review 2006), which represent the larger built-up areas with the greatest number of facilities, services and transport links. The results of this stage were published for consultation in March 2009 and the results of the consultation were reported back to Cabinet on the 15 October 2009 (report CAB1901)). The report made a number of recommendations for changes relating to sites within the built-up areas which reduced the estimated capacity of these areas.

- 1.7** The key issues raised through the consultation included:-
- The requirement under PPS3 and the DCLG guidance to look beyond existing settlement boundaries to identify potential housing sites.
 - The overlap between the small sites allowance and the allowance for broad locations which could result in double counting some of the capacity.
 - The sites identified by the Council where an owner/occupier had not responded to the letter sent out requesting further information on whether they had any intention to develop their site could not be viewed as 'available'.
 - Some of the sites were facilities which were important to the local community.
 - More information on issues such as accessibility and viability of the sites was needed.
- 1.8** Following this consultation, it was agreed that it was necessary to carry out a second stage of the SHLAA to take account of the key issues that were raised through the consultation and to provide a more robust evidence base both for the emerging Local Development Documents. This second stage of the SHLAA looked at the sites submitted to the Council by landowners and developers outside the existing built up areas (i.e. within the countryside) and provided an estimated capacity based on the gross area of the sites.
- 1.9** This update refines the estimated capacity by identifying the main constraints which would prevent development on all or part of the site. In addition, a development density multiplier (based on work by URBED) has been used which further reduces the developable area to account for the requirements of infrastructure and open space.
- 1.10** This document however does not allocate or indicate a preferential view on any of the sites located outside the settlement boundary. The allocation of any sites, if necessary, will be through the Development Management and Allocations document for the Local Development Framework. Work on this document will commence in 2011.

2 Methodology

1.11 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.

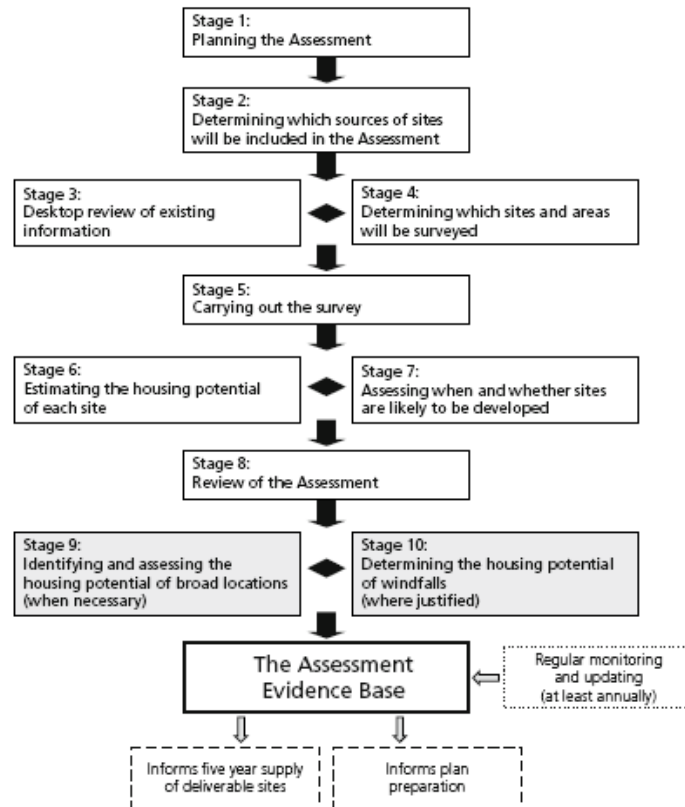


Figure 1 - Stage 1: Planning the Assessment

1.12 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.

1.13 The methodology was subsequently produced in conjunction with East Hampshire District Council who were at a similar stage of producing a SHLAA. Together, a Stakeholder Group was set up 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, and again in February 2009 to discuss the draft results.

Project team

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

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

- 1.15 The different sources of information used in the assessment 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 (where Level 1 shows sources of sites which have a greater probability of being developed than Level 2 etc.).

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 planning enquiries
- planning application refusals (if principle of development acceptable)
- site allocations not yet subject of planning permission.

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
- 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
- Register of Surplus Public Sector Land (only 3 sites for Winchester)

Level 4: Sites outside the settlement boundaries

- Sites which have been submitted to the Council by landowners, prospective purchasers or their agents within the countryside.
- Local Reserve Sites from the Adopted Local Plan Review 2006
- Council-owned land which is considered surplus to requirements.

- 1.16 A number of the sites listed above fall within the defined 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.

- 1.17** 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 'sustainable brownfield sites first' thrust of Government advice.
- 1.18** 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 initially 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.
- 1.19** Sites outside existing settlement boundaries have been looked at through subsequent stages of the SHLAA, following the conclusion of the first stage that there would be inadequate available and suitable sites within these boundaries to meet the requirements for housing in the District. Consultations with landowners and developers through directly contacting known site owners, developers and agents or through advertising on the Council's website and LDF e-bulletin have provided a wealth of potential sites outside the current settlement boundaries. However, 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.

Stage 3: Desktop review of existing information

- 1.20** An Urban Capacity Study (UCS) was completed in 2001 by Winchester City Council. The study assessed the potential housing opportunities within the Winchester District. In September 2007 a review of the Urban Capacity Study was presented to the LDF Committee. 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).
- 1.21** 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.

- 1.22** Following this, a review of existing planning permissions was carried out in Oct-Nov 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.
- 1.23** 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%).
- 1.24** 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.
- 1.25** During this time additional sites were identified using aerial photography based on the recommendations from the Urban Potential Review.

Initial Sieve of Sites: Applying initial constraint level

Sites within settlement boundaries

- 1.26** In accordance with the DCLG guidance (2007), an initial broad evaluation of the sites was made and particular types of land were excluded from the assessment. All sites were plotted on a Geographical Information System (GIS) so that the same constraints could be used to look at the suitability of sites. Land which had major constraints on the site was excluded at this stage as the sites are considered to be 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.
 - 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 significantly compromised by overhead cables

1.27 A more refined sieve of sites was undertaken as part of Stage 7a: Assessing the suitability of housing. Table 1 below shows how the different issues were considered through an initial rough assessment of the sites in Stage 3 and the finer sieve carried out in stage 7a.

Table 1 - Issues considered at stage 3 and stage 7a of the site assessment process

Sites within the settlement boundaries	Issue does not affect suitability of site	Issues which may affect site suitability Finer Sieve stage 7a:	Issue affects site suitability (legislative, physical or policy constraint) Initial Sieve Stage 3:
Issues considered:			
Site size: Could the site accommodate 5 or more dwellings (using the density criteria set out in Table 2)?	The site will accommodate ≥ 5 dwellings or is:		The site will accommodate less than 5 dwellings.
Location	The site is within a H.3 Settlement boundary		The site is outside the H.3 settlement boundaries. – These sites are reviewed through stage 2 of the SHLAA
Current Land use			
Current site use for sites currently outside the planning process	Land that could be part of a mixed development Over shops/businesses Significant areas of empty homes Vacant and derelict land and buildings Surplus Public Sector Land	Green Field: Outdoor amenity and open spaces, allotments and city farms, agriculture, forestry or fisheries Vacant land not previously developed PDL single garden/car parks/garage blocks land allocated for employment or other land uses which are no longer required for those uses. large scale redevelopment and re-design of existing residential areas	Key facilities and services (including school buildings, village halls, medical and health care services)
Built and Natural Environment			

Winchester District Strategic Housing Land Availability Assessment

Sites within the settlement boundaries Issues considered:	Issue does not affect suitability of site	Issues which may affect site suitability Finer Sieve stage 7a:	Issue affects site suitability (legislative, physical or policy constraint) Initial Sieve Stage 3:
Open space	The site is not on a public open space	The site is on a public open space, but not a RT1 or RT2 site.	Sites identified as an RT1 or RT2 site (open areas with an important amenity value or recreation value). If the site has been put forward specifically by a potential developer/landowner then the site has been put forward for further consideration.
Ecology, Geology and Landscape	The site is not within or near to a designated site SSSI, SAC, SPA, Ramsar, LNR, NNR	Within the National Park (within a settlement), or there is a possible impact on designated sites including European, national and local sites. Site is within a SINC or BAP habitat or will affect protected species.	Within a national or internationally designated site SSSI, NNR, SAC, SPA, Ramsar
TPO	Site is not affected by a TPO		Site will directly affect Trees with TPOs.
Built Environment - Conservation Areas and listed buildings	Site is not in a conservation area	Site is within a conservation area	The building is listed (including places of worship, cemeteries)
Built Environment – Historic Monuments	Not on a scheduled monument, English Heritage registered park, garden or battlefield	May have some impact on a scheduled monument, English Heritage registered park or garden on battlefield.	On a site of a scheduled monument, English Heritage registered park or garden on battlefield
Flooding	Within Floodzone1		Within a zone 2 or 3 SFRA which will need a level 2 or 3 assessment but which is not suitable for vulnerable use (which includes housing).

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Sites within the settlement boundaries Issues considered:	Issue does not affect suitability of site	Issues which may affect site suitability Finer Sieve stage 7a:	Issue affects site suitability (legislative, physical or policy constraint) Initial Sieve Stage 3:
Infrastructure and Access			
Access:	There is direct access to an adopted road	There is some form of access via a track/private road	No obvious way to access site - landlocked
Other Constraints			
Site ownership/developer intentions	The site appears to be in single ownership Site identified by owner/developer/agent	The site crosses multiple ownership boundaries.	known landowner opposition to development
Pollution Prevention Control			
Air Quality	Outside an air quality management area	Within an air quality management area	
Landfill	not on a landfill site	on a restored landfill site, suitable for development	on an active landfill site or a landfill site which still requires remediation
Contamination	No contamination risk	low risk contamination	contaminated, with no remediation solution
Infrastructure			
Oil Pipeline	No pipeline		Site significantly compromised by oil pipeline
Overhead Cable/ Pylon	No overhead pylon/ cables		Site significantly compromised by overhead cables
Infrastructure requirements: Water Roads Power Pylons	No issues have been raised regarding water, waste, power and transport supply or management.	Issues have been raised which will require mitigation.	

Sites outside the Settlement Boundaries

1.28 A similar methodology was used to identify the main constraints on sites outside the defined build up areas. The constraints have been split into those which are restrictive due to stringent statutory requirements; those which are physical constraints and those which would require a change of policy for the site to be brought forward for development.

1.29 Statutory Constraints

- Sites of Special Scientific Interest (SSSI) as protected by the Wildlife and Countryside Act (amended by CROW Act 2000)
- Special Areas of Conservation, Special Protection Area and incorporating Ramsar sites as protected through The Conservation (Natural Habitats, &c.) Regulations 1994

- Listed buildings on the site
- On the site of a Scheduled Ancient Monument,
- Within the National Park
- Tree Preservation Orders on site

1.30 Physical Constraints

- Flood zones 2 and 3 where, through the sequential approach, vulnerable uses are not suitable within these flood zones.
- Overhead power cables

1.31 Policy Constraints

- English Heritage registered park, garden or battlefield.
- Sites within open areas with an important amenity value or recreation value (Local Plan Policies RT1, RT2 or RT5 site and sites identified within the Open Space Strategy 2009-2010).
- Sites within a local or strategic gap (Local Plan Policies CE1,2 or 3)
- Sites of Importance for Nature Conservation (SINC)
- Ancient Woodland site
- Sites within a Conservation Area
- Sites within an Air Quality Management Area

1.32 Other Constraints identified included:-

Employment site
Agricultural Land Value
Greenfield Land

1.33 These constraints use available information which may affect the net developable area of the sites. There may be other issues which could affect the net developable area, such as other archaeological features, non-designated biodiversity interest, sites over minerals resources and other forms of flooding such as groundwater flooding. Information on such issues will be considered, if appropriate, through the Core Strategy and Development Management and Allocations DPD.

Stage 4: Determining which sites and areas will be surveyed

1.34 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 within settlement boundaries 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.

1.35 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 sites developed in the District 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.

- 1.36** 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.
- 1.37** The sites outside the defined settlement boundaries were visited during 2010 for this update. The survey was used to identify any additional constraints on these sites. This Assessment does not attempt to consider matters such as landscape and visual impact, which would be important considerations in the future consideration of which sites should be allocated.

Stage 5: Carrying out the Survey

- 1.38** Between October 2007 to April 08 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 during the site survey, through which some additional sites were also identified.
- 1.39** The survey team consisted of officers from the Strategic Planning Division. 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. All sites outside the settlement boundaries were visited during 2010 and the sites within the settlement boundaries from the March 2010 SHLAA were revisited.

Stage 6: Estimating the housing potential of each site.

- 1.40** Estimating the housing potential for each site identified and surveyed is the next stage in the process.
- 1.41** The gross area of the sites was reduced to take account of the legislative, physical and policy constraints. For sites outside the settlement boundaries, the Local Plan Policy areas were not removed as a constraint as these sites are contrary to policy H3 and would all therefore be reduced to zero capacity. In addition, these Local Plan policies will all be reviewed through the emerging LDF documents, these constraints were therefore noted, but not removed from the gross area.
- 1.42** The remaining net area was then multiplied by an estimated development density. This density differs depending on the location, as set out in Table 2 below. The guidance states that the estimations should be guided by existing or emerging plan policy. For Winchester, Policy H7 is therefore relevant.

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 bedrooomed 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.”
- 1.43** 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 doesn't 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.
- 1.44** With this in mind, the current Local Plan policies were therefore used as an initial guide for housing densities and the following average densities were applied to the sites based on the emerging settlement hierarchy for the Core Strategy

Table 2 - Average densities used for sites in the District

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

- 1.45** These densities were applied to all sites. The resulting housing estimates for the sites were then refined further by using a density multiplier recommended by URBED to produce a more accurate estimate the housing capacity for each site. The density multiplier (shown in Table 3 below) accounts for the requirement for infrastructure and openspace, which increases with the size of the site, therefore a larger site is more likely to require more open space for example.

Table 2 : Density Matrix based on URBED estimations

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

- 1.46** The site submitted in relation to the Hedge End SDA is dealt with separately, as this is a Regional Plan (South East Plan) designation which does not count towards the Winchester District Housing allocation.

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

- 1.47** 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'.
- 1.48** 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.

- 1.49** The suitability of the location is assessed through Stage 7a, which also looks at whether the site will contribute to sustainable, mixed communities.

Stage 7a – Assessing the suitability for housing

- 1.50** 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).
- 1.51** During Stage 4 of the SHLAA, any site within the defined settlement boundaries with an obvious major constraint was excluded from the survey. No sites outside defined settlement boundaries have been excluded through this stage. As described in Stage 6, the suitability of the sites was assessed through the identification of the main statutory, physical and policy constraints as well as additional information from the site visits which helped to pick up information that can not be assessed from a desk survey, such as areas of mature trees, slopes and access issues. This stage therefore also takes into account any new information received through the site surveys and other evidence base studies produced for the LDF.
- 1.52** The following information was used to filter out sites which were not suitable for development, taking account of:-
- 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.
- 1.53** Sites in multiple ownership were excluded from the survey unless owners have jointly put the site forward for development, due to the potential difficulties in assembling land and access.

Winchester District Economic and Employment Land Supply Report 2007

- 1.54** 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 south east 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 Partnership for Urban South Hampshire (PUSH) 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).

- 1.55** This information from the evidence base validates the removal of all SHLAA sites which have been identified on current employment sites or existing employment allocations within the PUSH area.
- 1.56** 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.
- 1.57** For sites outside the defined settlement boundaries, areas which have been put forward for housing on current employment land have not been excluded at this stage. Those put forward for mixed use have also been included with the initial assumption in the estimated capacities that these sites could be used for residential. Further work on these sites will be needed to test these assumptions before any allocations are made in the Development Management and Allocations DPD.

Rural Facilities survey 2008

- 1.58** 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'.
- 1.59** PPG 3 on transport states that walking distances under 2 kilometres has the best potential to reduce short car journeys.
- 1.60** 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.
- 1.61** 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.
- 1.62** For the sites outside the defined settlement boundaries, the distance to the nearest of these defined settlement boundaries and the nearest defined town centre boundary has been measured as an indicator of the sustainability of the sites.

Internal Consultation

- 1.63** Development Control officers were invited to look at the mapped sites within the defined settlement boundaries, and provide additional information on sites in the planning system, that may not have been picked up, or where circumstances had changed. A briefing session for City Councillors was held in 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, Strategic Housing officers provided further information on affordable housing need in different settlements.
- 1.64** Following this, existing Village or Neighbourhood 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 Design Briefs was added to the information on each site. All sites with a planning permission will be deemed automatically as being suitable as they have already been through the planning process.

Stage 7b: Assessing the availability for housing

- 1.65** 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.
- 1.66** A large number of sites within settlement boundaries 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. For sites where the landowner has not responded, the site has been included in the final results, but the delivery date is set at a later time scale.
- 1.67** 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.
- 1.68** For the second stage of the SHLAA, the owners or agents of the sites outside the defined settlement boundaries that had been sent in to the Council were contacted in November 2009 and asked for an update on the deliverability of

their sites. This was not to imply a view as to whether the site is considered suitable for development or not. Indeed, the inclusion of a site within the SHLAA does not mean that the site is being promoted for development by the Council, nor will it confer any special status regarding the likelihood of planning permission being granted on that site. Instead, this was to gather up-to-date information on the sites for Stage 2. In total, 225 sites were sent in to the Council for consideration; 11 of these were duplicate sites submitted by parties with different interests. From the 225 submissions, 30 stated that they no longer had any intention of developing the site or confirmed that they were interested in a use other than housing on their land.

Stage 7c Assessing the achievability for housing

- 1.69** 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'.
- 1.70** 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.
- 1.71** 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.
- 1.72** The Council has recently commissioned consultants to assess the viability of its proposed affordable housing policies, especially for small sites. This work (Winchester Affordable Housing Viability Study, 2010) confirms that housing development is normally commercially attractive in all areas of the District.
- 1.73** 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 will be limited to those sites which have a number of constraints and which lie on the borderline of being suitable for housing.

Deliverability

- 1.74** To be deliverable, sites must be available now. Therefore, the owners of 49 sites were contacted, (those whose sites 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) 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. This included internal consultations on land owned by Winchester City Council.

- 1.75** Letters were sent to all sites where the owners could be located; however there are currently 2 sites where owners could not be located including through Land Registry searches. Of those 49 who were sent letters, 28 responded, 16 of which have expressed interest in developing their sites.

Achievable within 5 years

- 1.76** In general the following criteria were used to assess the availability of sites.

- 1-5 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)

- 1.77** 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 2010. However, the indications are that the Winchester District housing market is relatively strong, recently confirmed by the Winchester Affordable Housing Viability Study 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 if the owners have indicated a joint interest in developing. Otherwise the phasing of site development is adjusted, or the site is discounted altogether, depending on the severity of this constraint.
- Most people who submitted sites outside the settlement boundary have suggested timescales for the development of their site, and these have been used in the report.

Stage 7d Overcoming constraints

- 1.78** For all sites, the constraints were identified from GIS information provided by other agencies and the Council's policy maps as well as through site visits. The approach taken in this SHLAA was to avoid areas with known key constraints and thereby reduce the net developable area of the sites. Local Plan policies were not excluded from the site area, but were identified for future consideration.

Stage 8: Review of the assessment

- 1.79** The draft SHLAA was published for consultation in March 2009. Following the results of the consultation period and an advisory visit from the Planning Inspectorate (PINs), a number of the sources of housing supply have been brought into question and this has resulted in a substantial reduction in the number of dwellings originally estimated through the SHLAA. Consequently, land outside the settlement boundaries and potential greenfield sites were considered and identified within the SHLAA.
- 1.80** The main reductions in supply resulted from the removal of the small sites allowance and the re-phasing of sites to take account of comments and evidence about their deliverability. Since the publication of the April 2010 SHLAA, additional sites have been added to the SHLAA, and those granted planning permission between April 2009 and March 2010 have been removed as they are now accounted for within the Council's Annual Monitoring Report.
- 1.81** The information from the SHLAA will contribute to the housing trajectories that are produced as part of the Annual Monitoring Report, for the PUSH area and for the rest of the District.
- 1.82** Given the scale of the South East Plan's 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 housing needs of the District are being reviewed, but the LDF may need to release sites outside policy boundaries and the SHLAA assesses potential greenfield sites which may be needed to maintain a 5/10/15/etc year land supply.

- 1.83** 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. Nevertheless, Government advice, confirmed by an advisory visit from the Planning Inspectorate (PINs), is clear that there should be no allowance for ‘windfall’ sites, at least within the first 10 year period.

Stage 9: Identifying broad locations

- 1.84** 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.
- 1.85** Accordingly, the draft SHLAA identified a number of ‘broad locations’, which were expected to contribute some housing over the SHLAA period, but which were not expected to be developed comprehensively. Eight such areas were identified in various settlements, with a total estimated contribution of 288 dwellings. As a result of comments made on the draft SHLAA, including from the occupiers of properties in these areas, the ‘broad locations’ have been removed from the published SHLAA.
- 1.86** The SHLAA Practice Guidance also refers to the possibility of broad locations being identified outside of settlement boundaries. This may 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.

Stage 10: Determining the windfall potential

- 1.87** 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. Following the comments made through the consultation on the draft SHLAA, advice from PINs and the ongoing discussion with the (former) Minister for Planning, no allowance for windfall has been made.

3 Housing Land Supply

The Tables below summarise the estimated housing capacity of SHLAA sites, broken down into the PUSH and Non-PUSH areas (Table 4) and by settlement (Table 5).

Table 3 : Estimated Housing Capacity (Summary).

	2010-2015	2015-2020	2020-2025	2025 and Beyond	Totals
Within Settlements					
PUSH	288	123	129	0	540
Non-PUSH	269	271	84	0	624

	2010-2015	2015-2020	2020-2025	2025 and Beyond	Totals
Outside Settlements					
PUSH	13,595	338	463	0	14,396
Non-PUSH	13,357	8,967	0	0	22,325

Table 4 : Estimated Housing Capacity by Settlement.

PUSH	2010-2015	2015-2020	2020-2025	2025 and Beyond	Total
Within settlements					
Bishops Waltham	6	18	31	0	
Colden Common	12	42	62	0	
Denmead	0	11	16	0	
Knowle	0	0	0	0	
Swanmore	7	7	7	0	
Waltham Chase	0	20	0	0	
Whiteley	254	25	13	0	
Wickham	8	0	0	0	
Totals	288	123	129	0	540
Outside settlements					
Bishops Waltham	2707	0	0	0	
Boarhunt	6	0	0	0	
Botley	487	0	0	0	
Colden Common	266	0	0	0	
Curbridge	97	0	0	0	
Curridge	314	0	0	0	
Denmead	1451	0	0	0	
Durley	25	12	0	0	
Knowle	383	251	0	0	
Purbrook Heath	249	0	0	0	
Shedfield	43	0	0	0	
Shirrel Heath	99	0	0	0	

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Swanmore	162	75	0	0	
Waltham Chase	855	0	0	0	
Whiteley	5042	0	463	0	
Wickham	1400	0	0	0	
Wickham Common	10	0	0	0	
Totals	13,595	338	463	0	14,396

Non PUSH	2010-2015	2015-2020	2020-2025	2025 and Beyond	Total
Within settlements					
Compton Down	0	0	0	0	
Corhampton	33	0	0	0	
Droxford	8	0	0	0	
Hambledon	0	14	0	0	
Hursley	0	0	0	0	
Kings Worthy	58	0	0	0	
Littleton	0	0	0	0	
Micheldever	0	0	0	0	
Micheldever Station	23	8	0	0	
New Alresford	0	14	7	0	
Old Alresford	0	0	0	0	
Otterbourne	0	0	0	0	
South Wonston	0	0	0	0	
Sparsholt	9	11	9	0	
Sutton Scotney	0	47	0	0	
Twyford	0	0	0	0	
West Meon	0	23	0	0	
Winchester	138	152	68	0	
	269	271	84	0	624
Outside settlements					
Compton Down	143	0	0	0	
Corhampton	11	0	0	0	
Droxford	111	0	0	0	
Hambledon	13	0	0	0	
Hursley	0	0	0	0	
Kings Worthy	613	12	0	0	
Littleton	114	0	0	0	
Micheldever	27	0	0	0	
Micheldever Station	105	8374	0	0	
New Alresford	1083	0	0	0	
Old Alresford	35	0	0	0	
Otterbourne	547	0	0	0	
South Wonston	52	0	0	0	
Sparsholt	96	0	0	0	
Sutton Scotney	124	0	0	0	
Twyford	100	0	0	0	
West Meon	38	0	0	0	
Winchester	10093	582	0	0	

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Warnford	52	0	0	0	
	13357	8967	0	0	22325

4 Conclusion

- 1.88** The SHLAA results indicate that there is enough capacity within the settlement boundaries in the District to deliver 1,164 over the next 15 years. The Council is currently reviewing its housing needs, including undertaking the 'Blueprint' exercise, to produce a new housing requirement for the District following the new Coalition Government's 'localism' agenda. However, the South East Plan is still the regional plan at the current time and the total District-wide South East Plan requirement is 12,240 (6740 in PUSH and 5500 in Non-PUSH) dwellings (2006-2026).
- 1.89** Some of the required dwellings have already been provided and others are currently under construction or benefit from planning permission. Nevertheless, depending on the outcome of the review of housing needs, the LDF may well need to identify more sites to provide for the additional dwellings required. The results of the Blueprint exercise and the housing requirement that is established based on this, may provide alternative housing requirements for the emerging LDF documents.
- 1.90** If additional sites are needed, some would need to be allocated on 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.
- 1.91** The emerging Core Strategy's proposed Strategic Allocations, or alternatives, may therefore need to be developed in order to meet the emerging housing requirements. 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. Therefore while the Council will need to have regard to the broad levels of housing capacity indicated by the results of the SHLAA, it will also need to consider its aspirations for the local economy and other needs within the District.
- 1.92** The emerging Core Strategy concludes that the most sustainable way to provide a large greenfield requirement is by large-scale 'strategic allocations' on the edge of existing urban areas. It therefore promotes strategic allocations for housing or mixed use at West of Waterlooville, North Winchester and North Whiteley. The City Council has re-affirmed its commitment to the PUSH economic strategy and to providing the bulk of its PUSH housing need by way of strategic allocations at North Whiteley and West of Waterlooville. Other than this, housing needs and allocations are under review and the results of the SHLAA will feed into this review.
- 1.93** The SHLAA update considers the proposed Strategic Allocation sites as well as other sites put forward for consideration to meet housing needs. The SHLAA does not recommend which sites are most suited to meet the remaining requirement as it is not a policy document and does not allocate sites. This will be done through the Core Strategy (strategic allocations) and the Development Management and Allocations DPD (smaller sites).




- 1.94** Based on net developable area, the sites in the countryside could provide a total of 36,721 dwellings (14,396 in PUSH and 22,325 in Non PUSH). This does not include land that may potentially be developed for the Hedge End Strategic Development Area (SDA), as the housing requirement for the SDA does not form part of the Winchester District requirement. The potentially suitable and developable area is likely to be considerably more than will be needed, therefore many of the sites in the countryside which have been put forward will not need to be allocated for development during this plan period. Further work to allocate suitable sites and to refine the net developable areas, taking account of the statutory, physical and policy constraints as well as existing housing, will take place through the Core Strategy and Development Management and Allocations DPDs. This will take account of the need to build flexibility into the housing land supply to address risks to delivery and the need to avoid under-providing for housing development.

MONITORING

- 2.1** This information will be monitored annually through the Annual Monitoring Report. A periodic update of the SHLAA will also be necessary as at any point in time the Council should be able to demonstrate that it has a 5-year supply of housing land, or identify the measures being taken to release land to ensure that it does have such a supply. Depending on government advice and best practice at the time, the SHLAA may need to be updated on an annual basis.

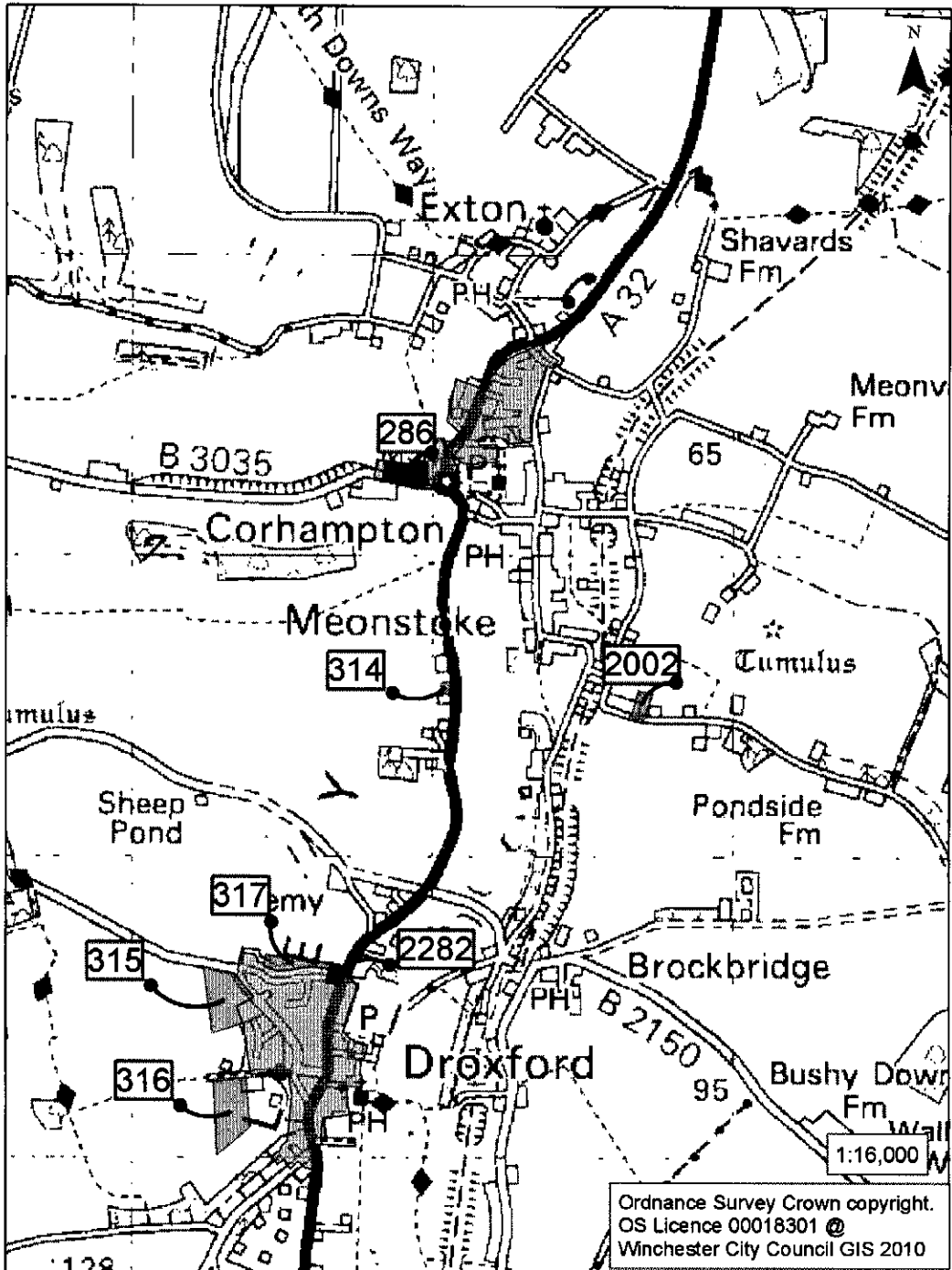
APPENDICES – not included




Appendix B; Map illustrating sites submitted to the Council.

-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries

**Corhampton and Meonstoke
and Droxford**

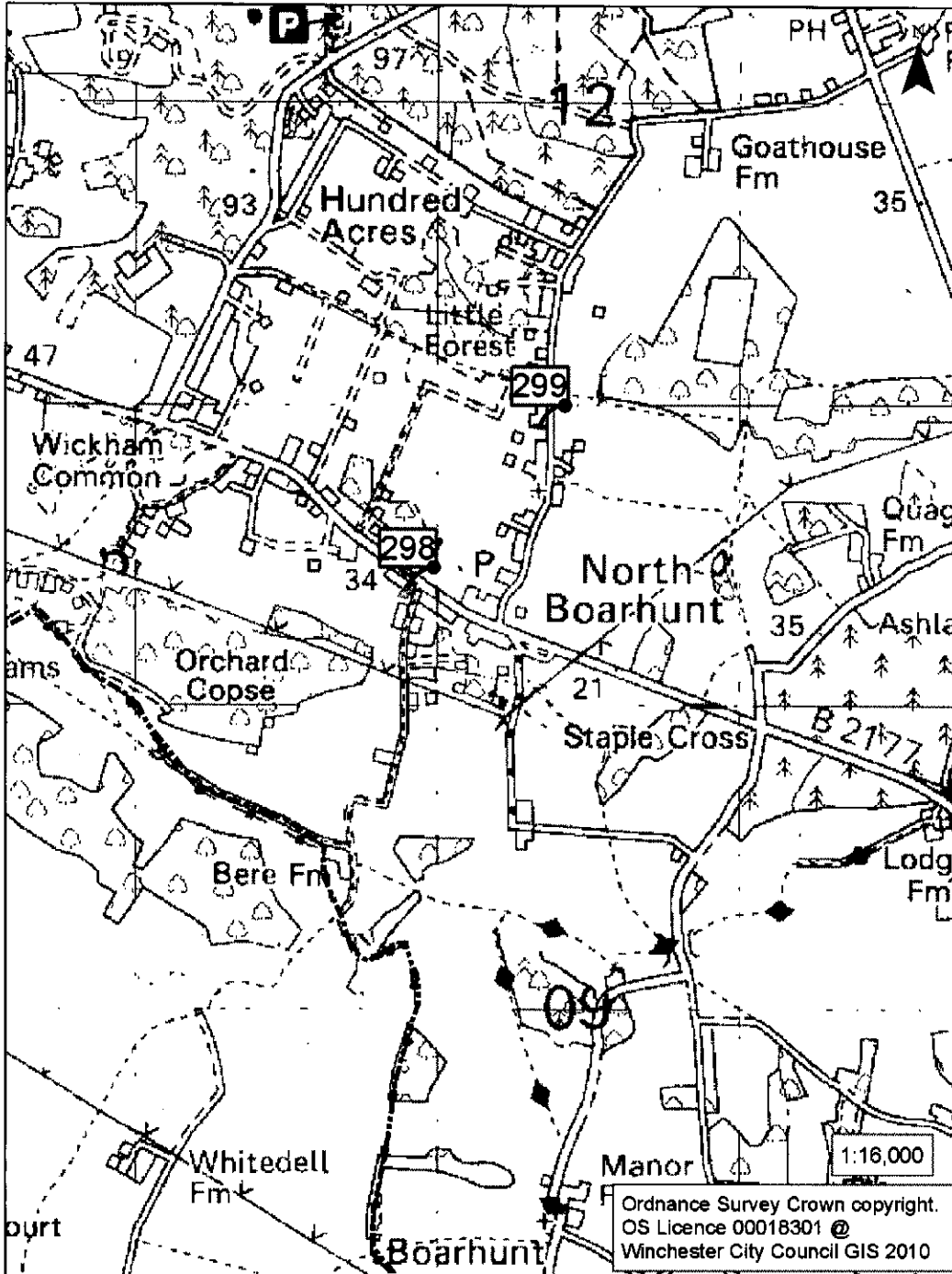
 Winchester District Boundary






-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries

North Boarhunt

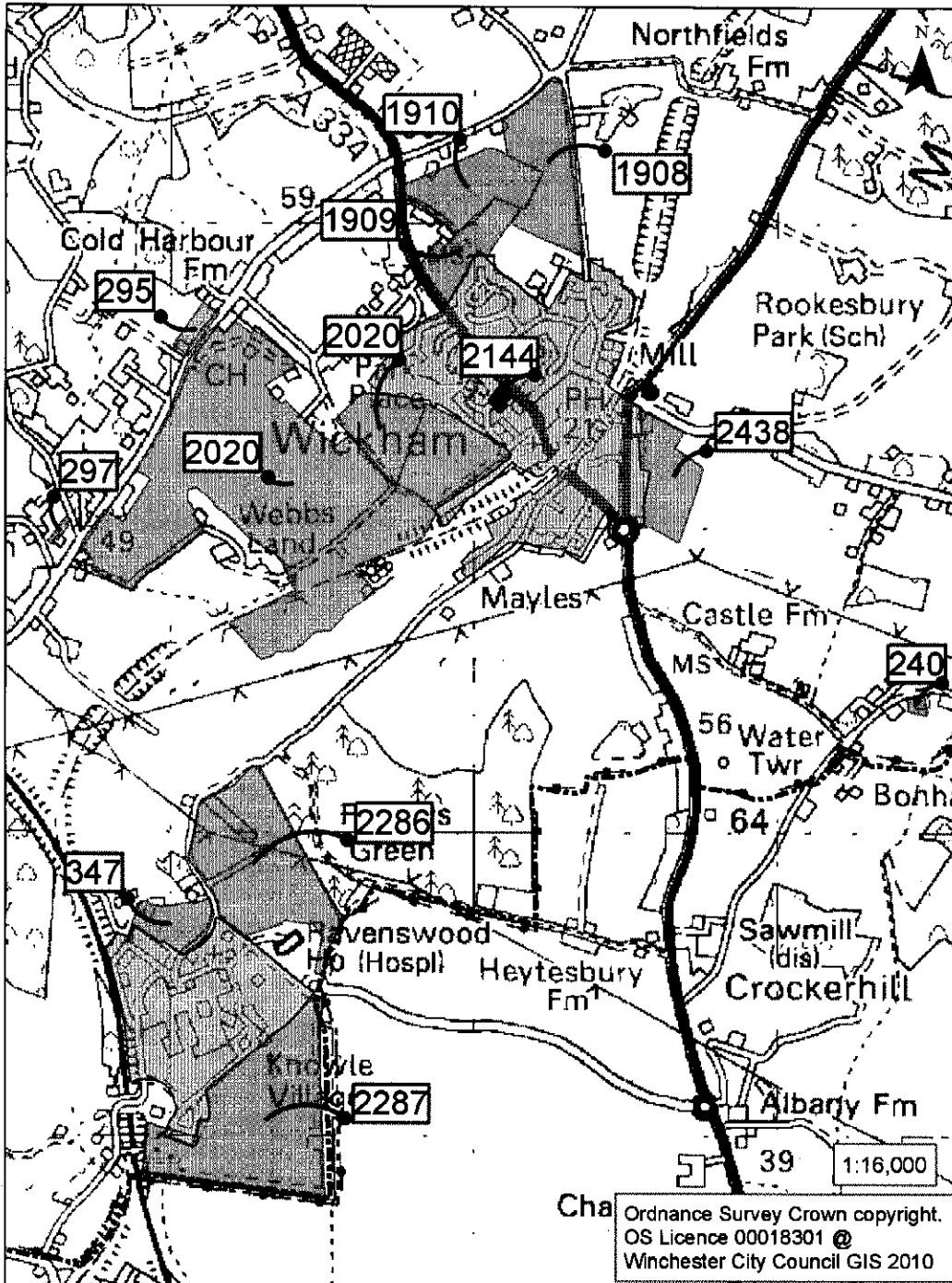
 Winchester District Boundary






-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries

**Knowle, Wickham and
Wickham Common**



 Winchester District Boundary

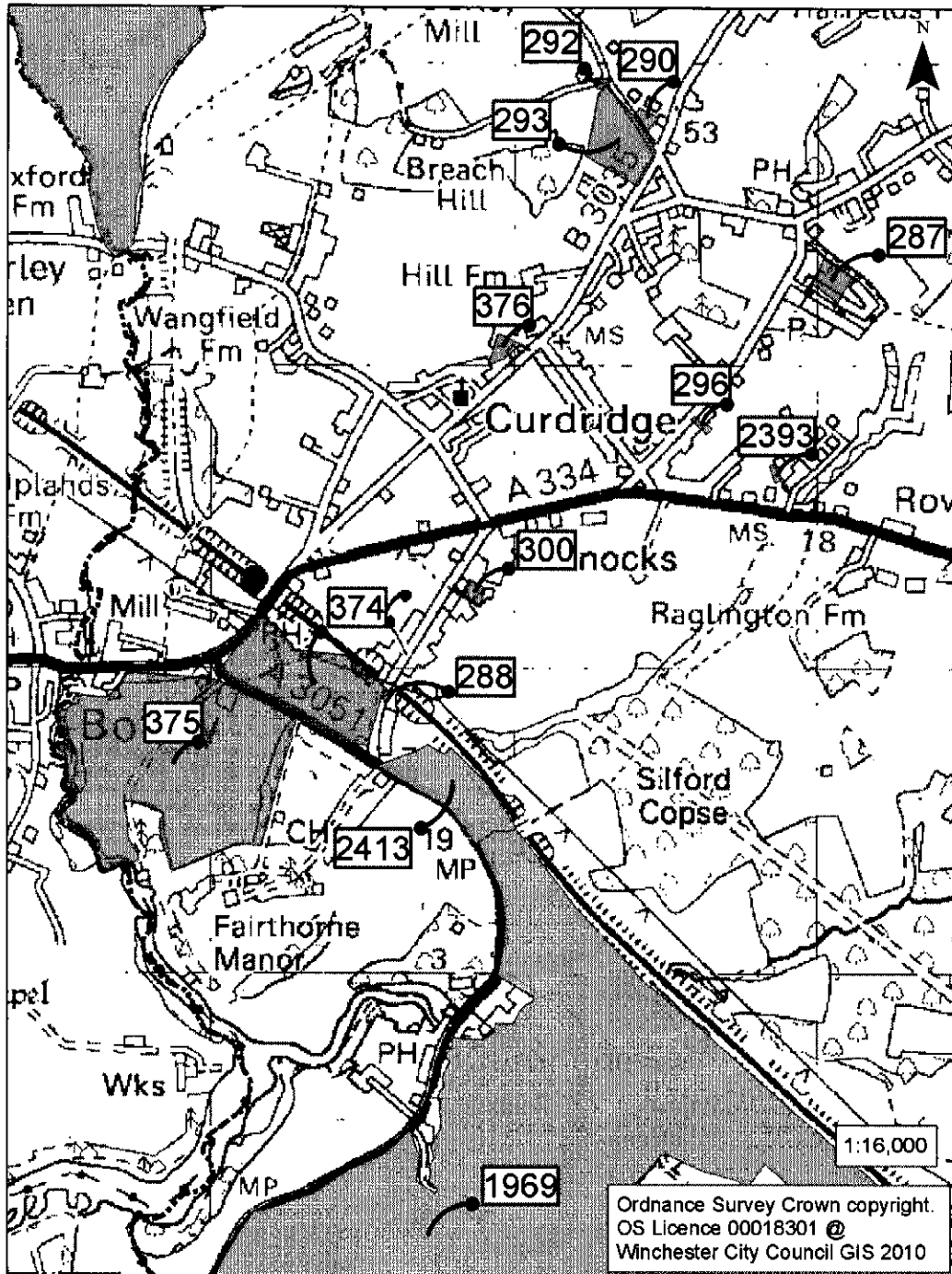





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-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement Boundaries

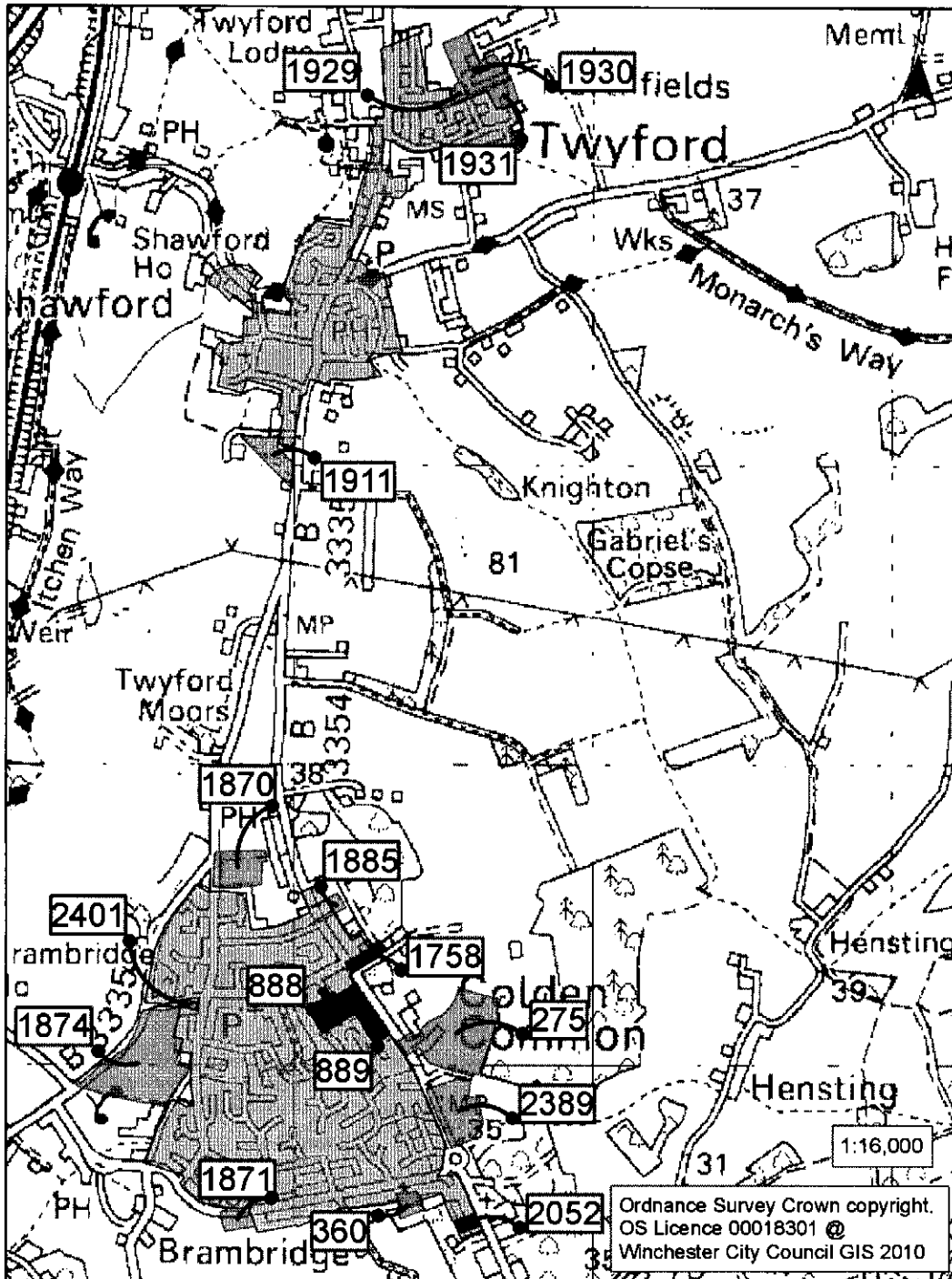
Botley and Curdridge




-  SHLAA sites shown on separate map
-  Winchester District Boundary



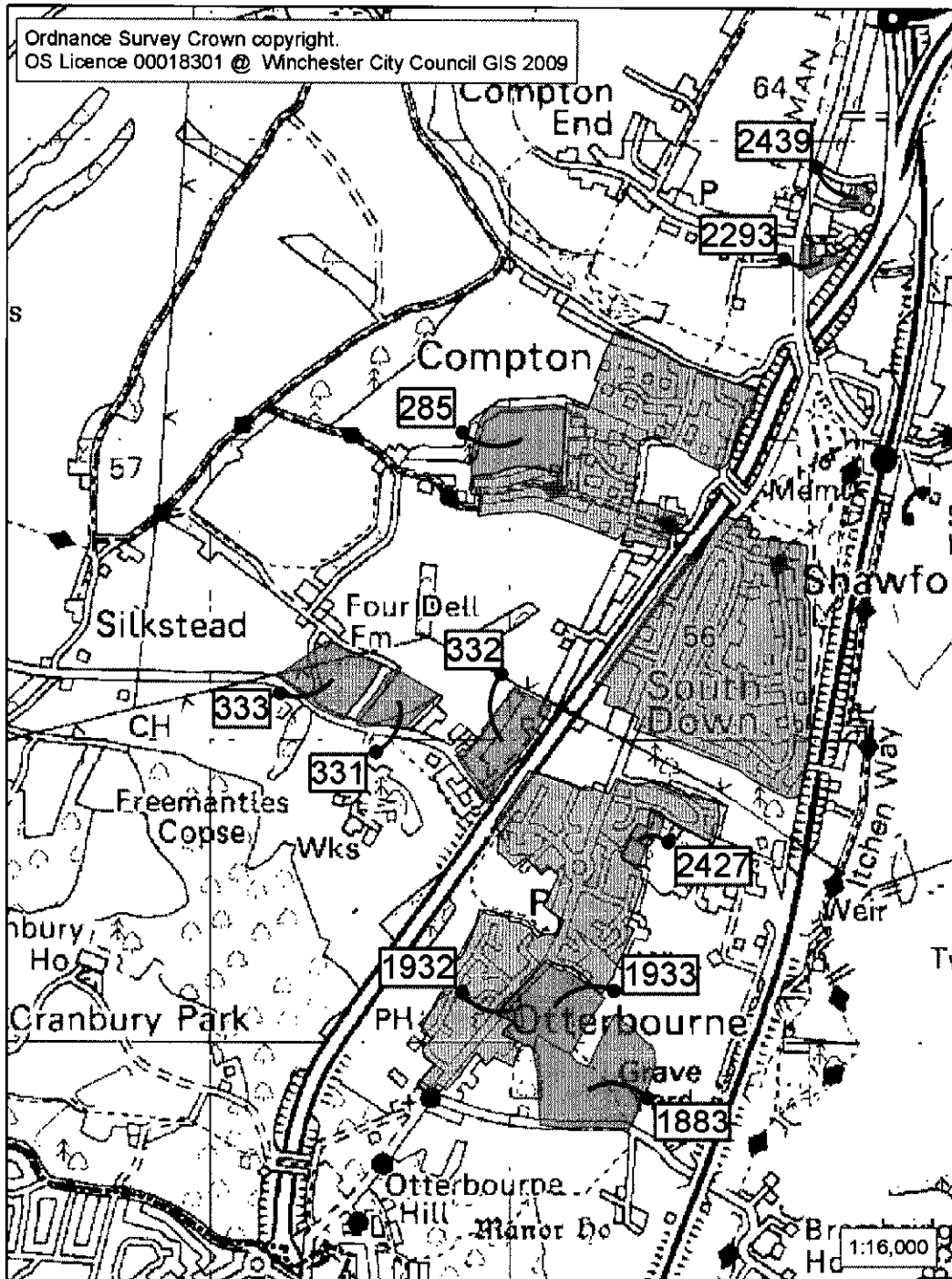
-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement Boundaries




Golden Common and Twyford



-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement Boundaries

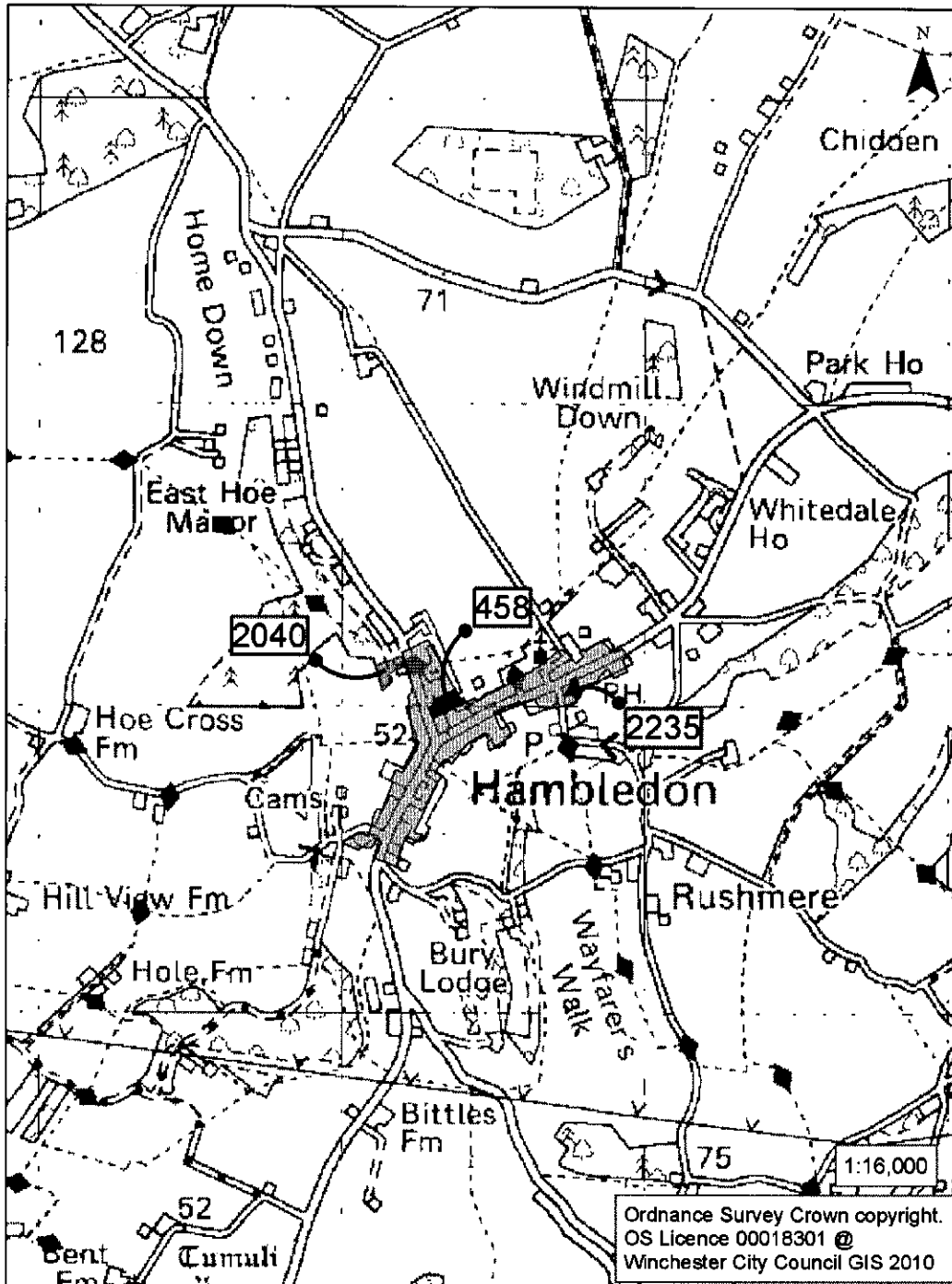
Compton Down and Otterbourne






-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries

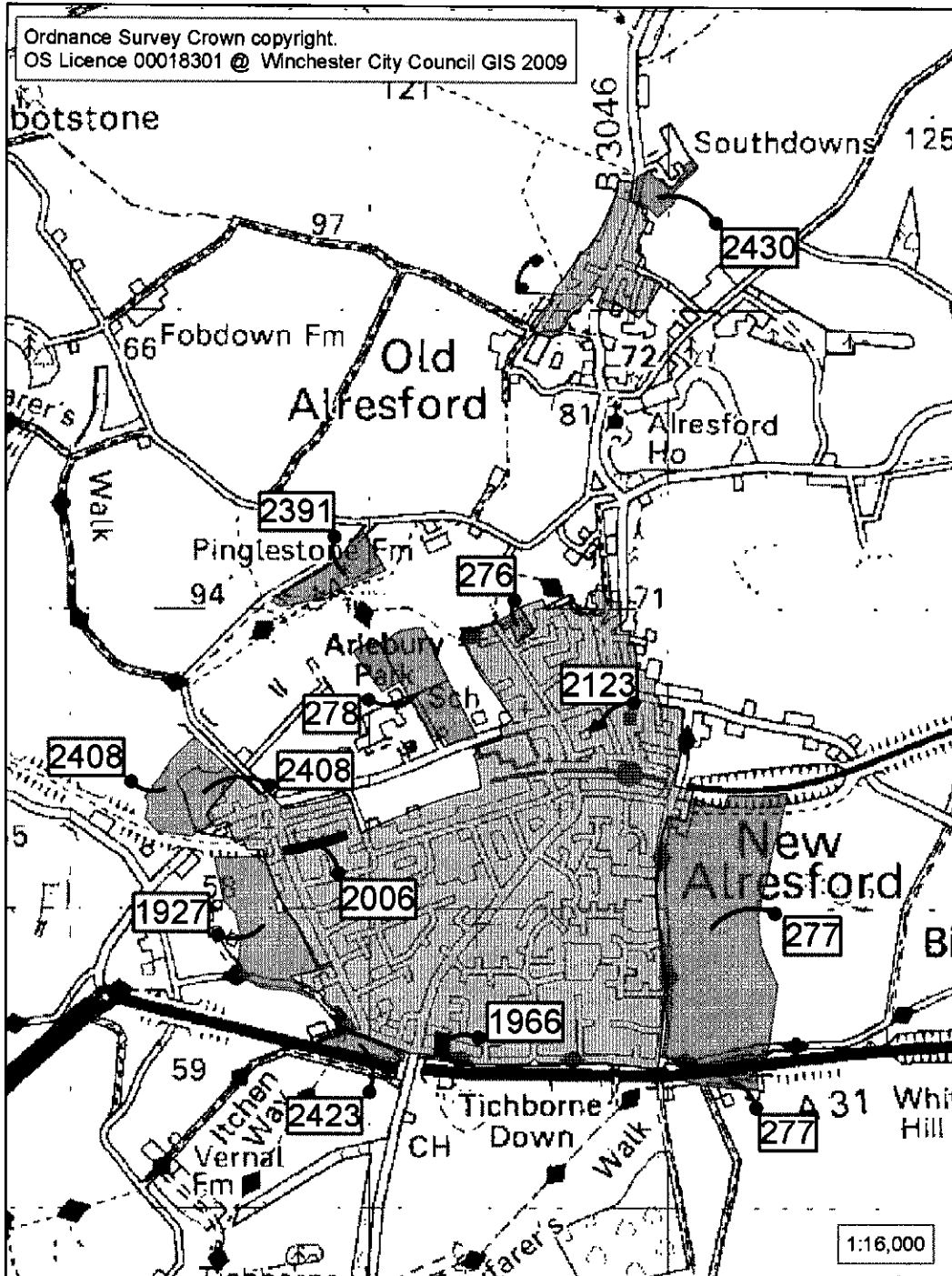
Hambledon




 Winchester District Boundary



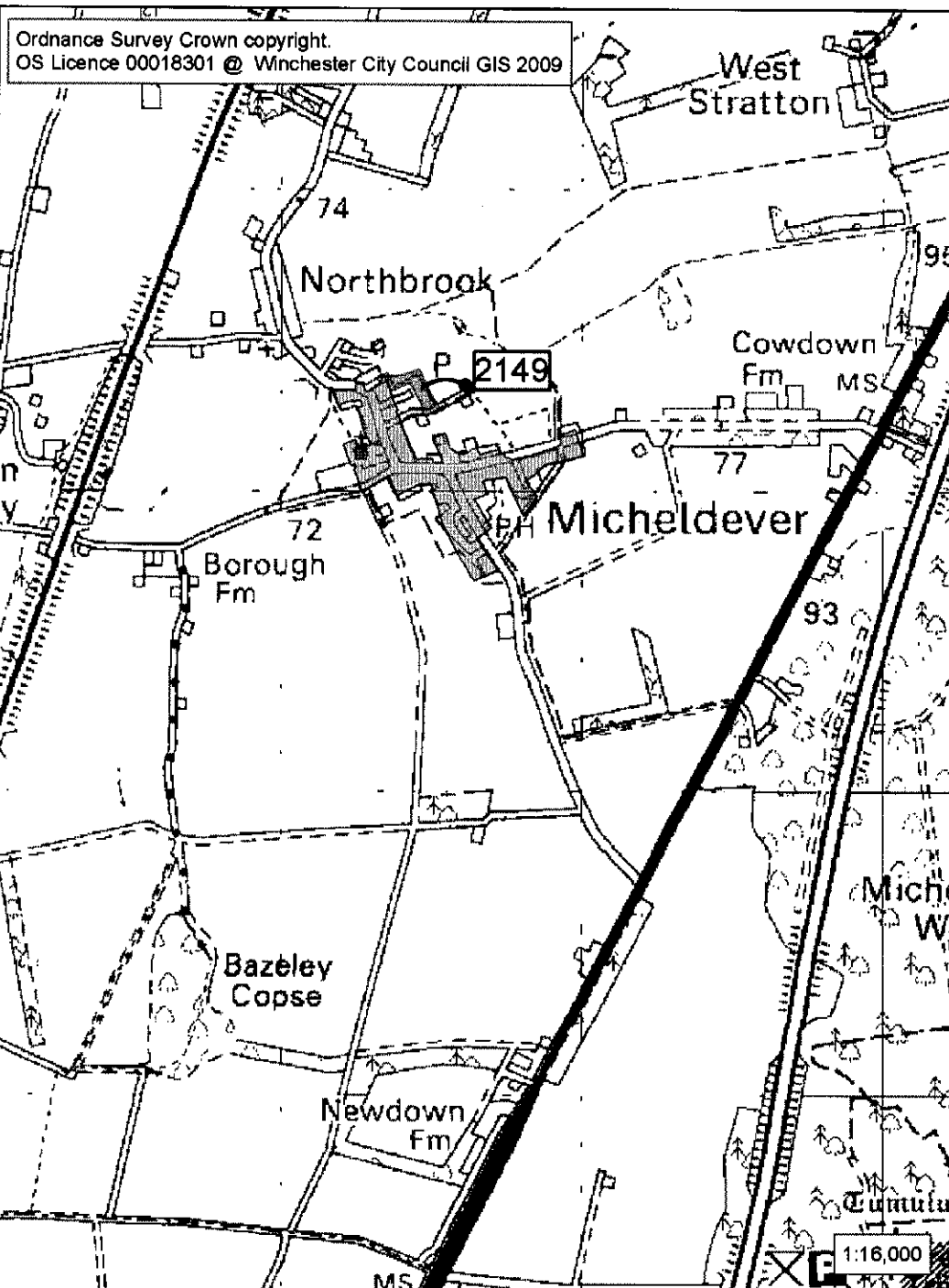
-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries





New Alresford and Old Alresford



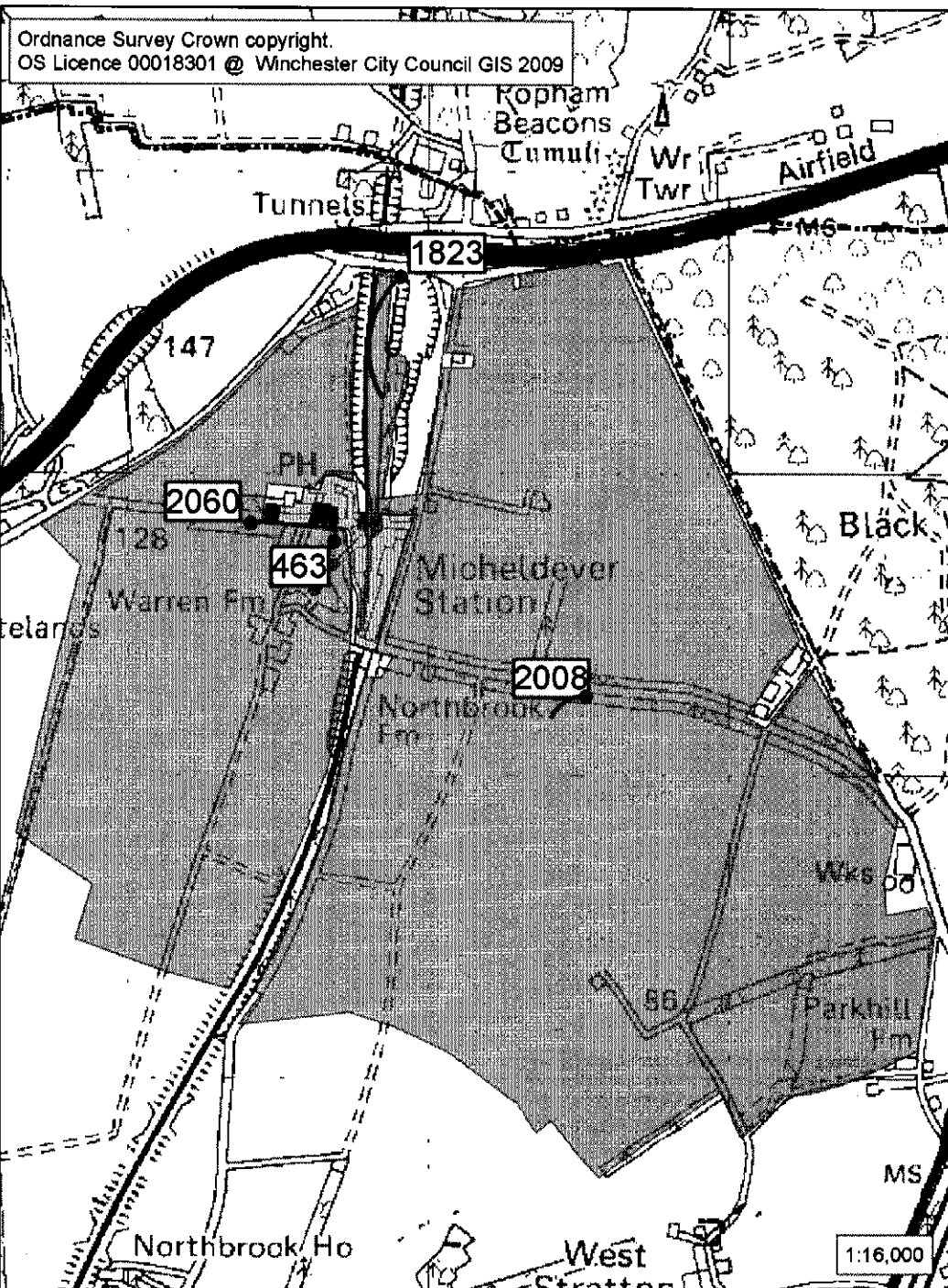
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-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries






Micheldever



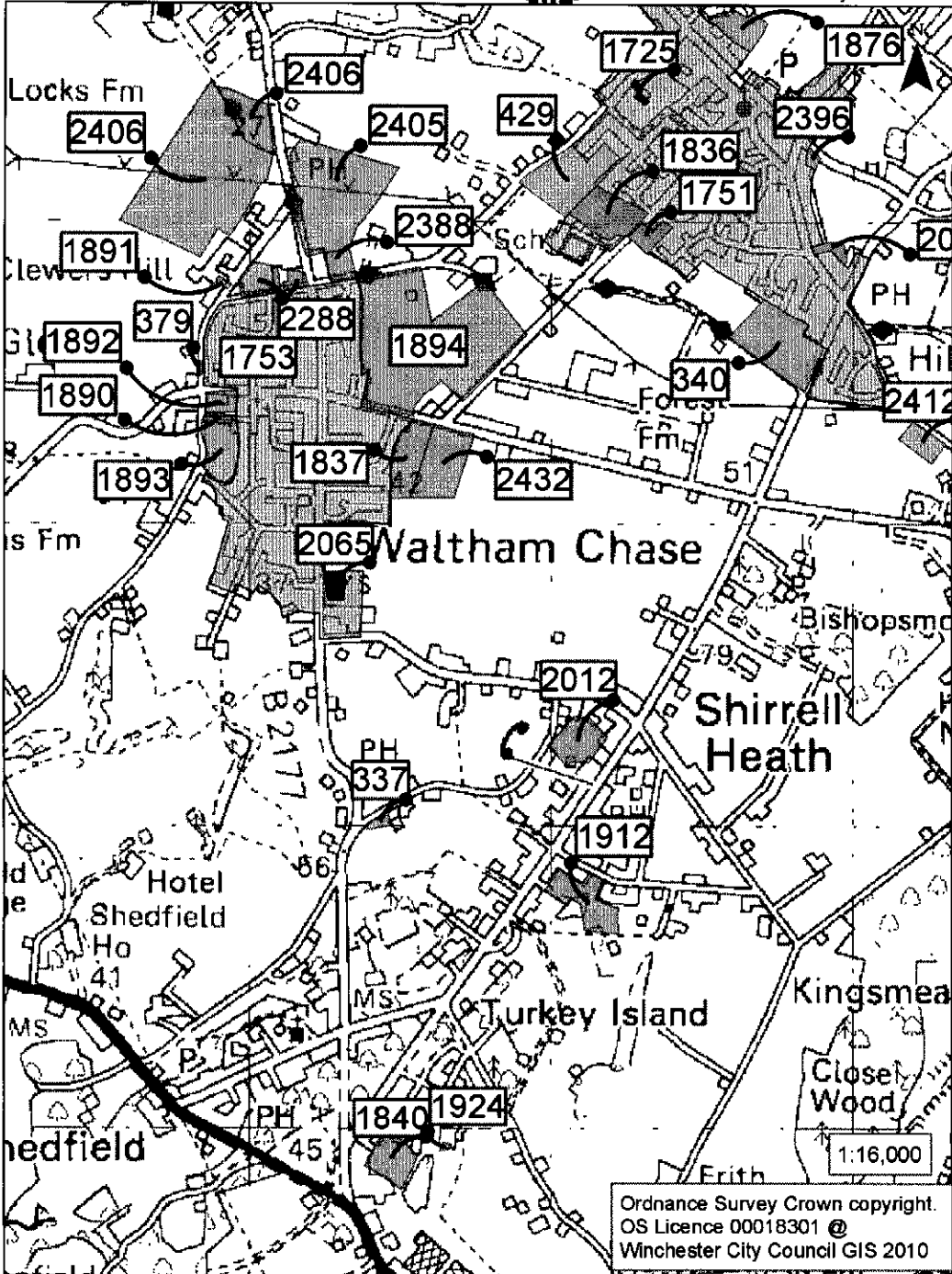
-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries
-  Winchester District Boundary

Micheldever Station





-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries
-  SHLAA sites shown on seperate map
-  Winchester District Boundary

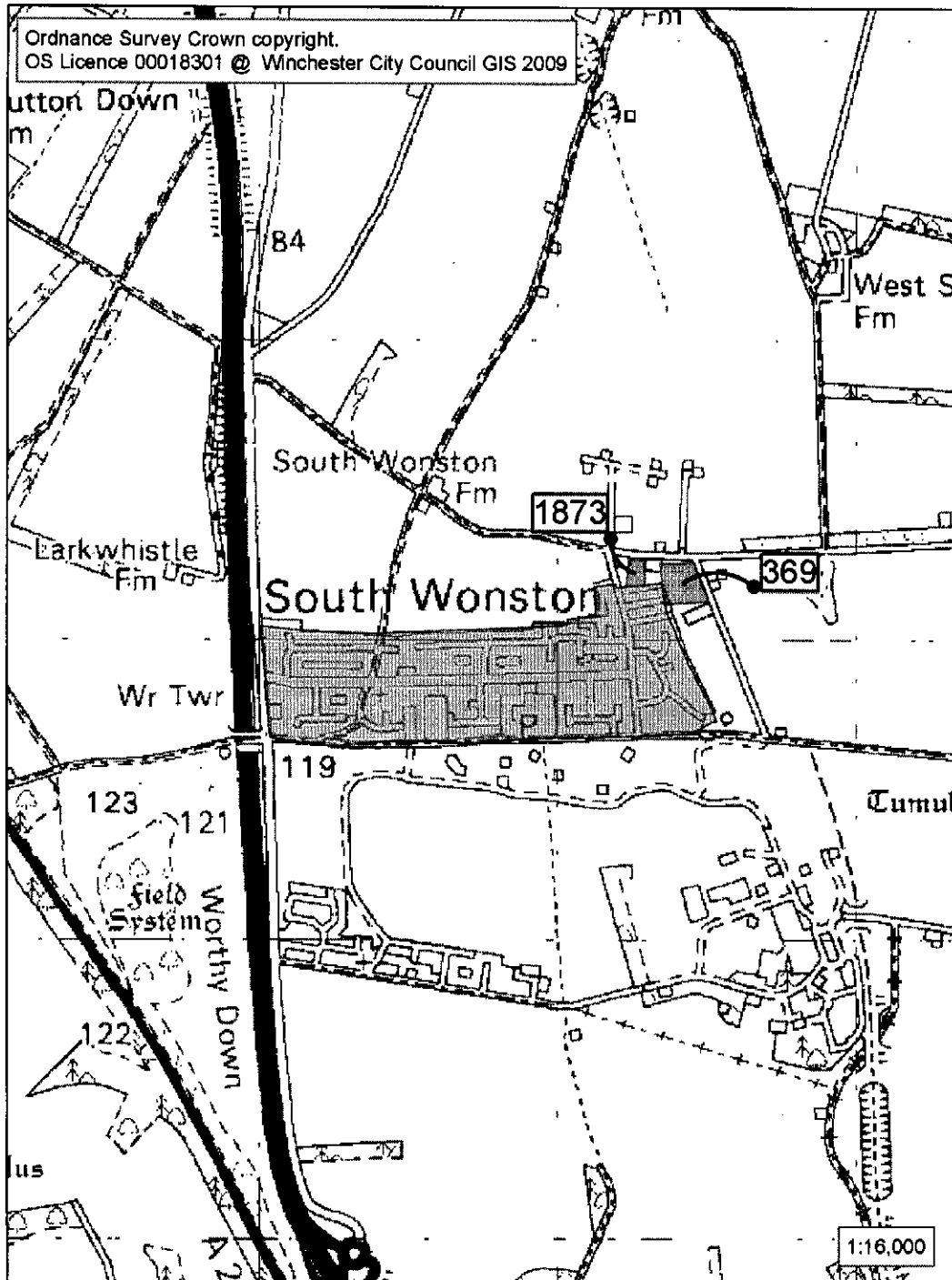
Shedfield, Shirrell Heath and Waltham Chase






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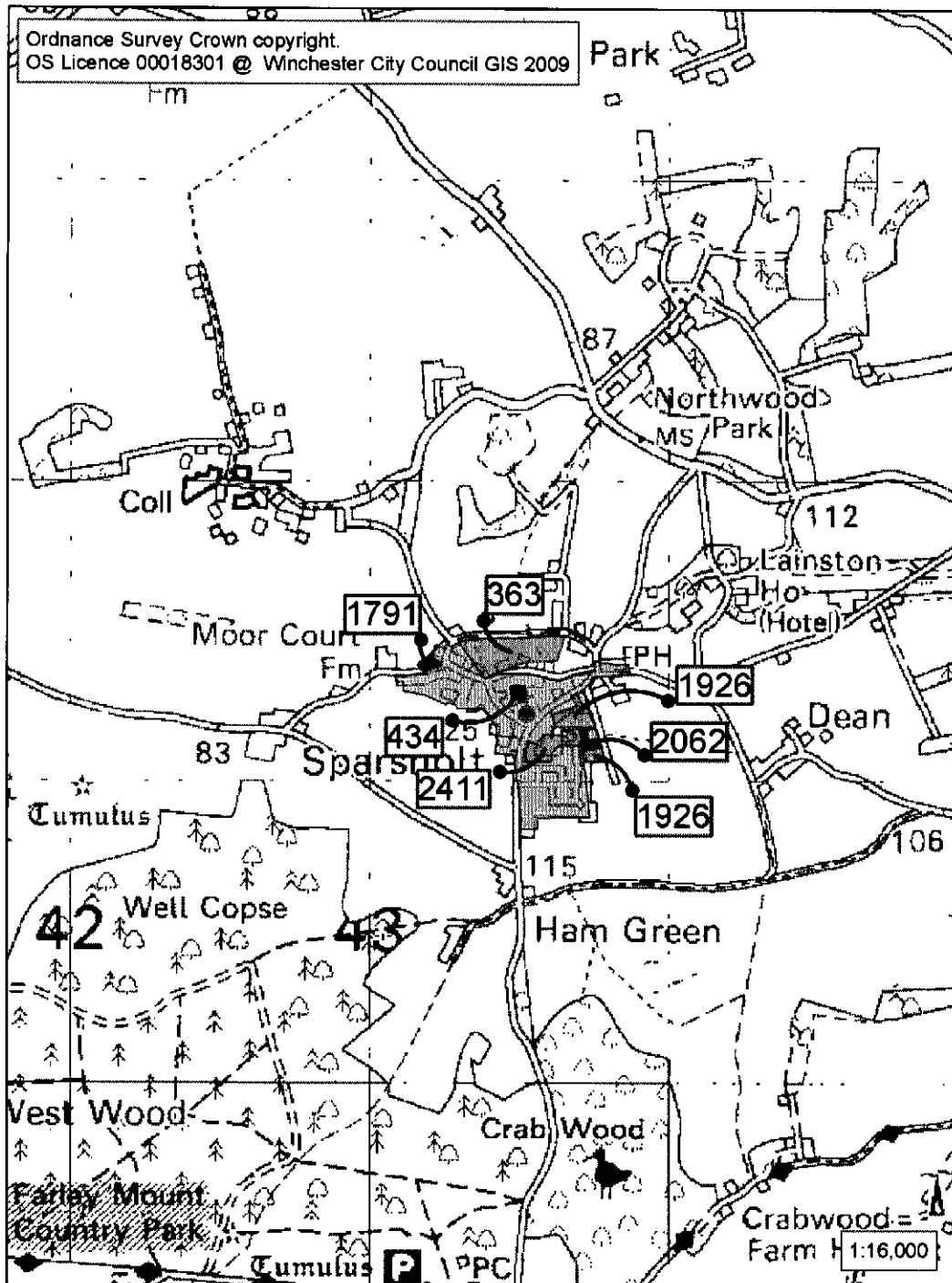
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-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries





South Wonston



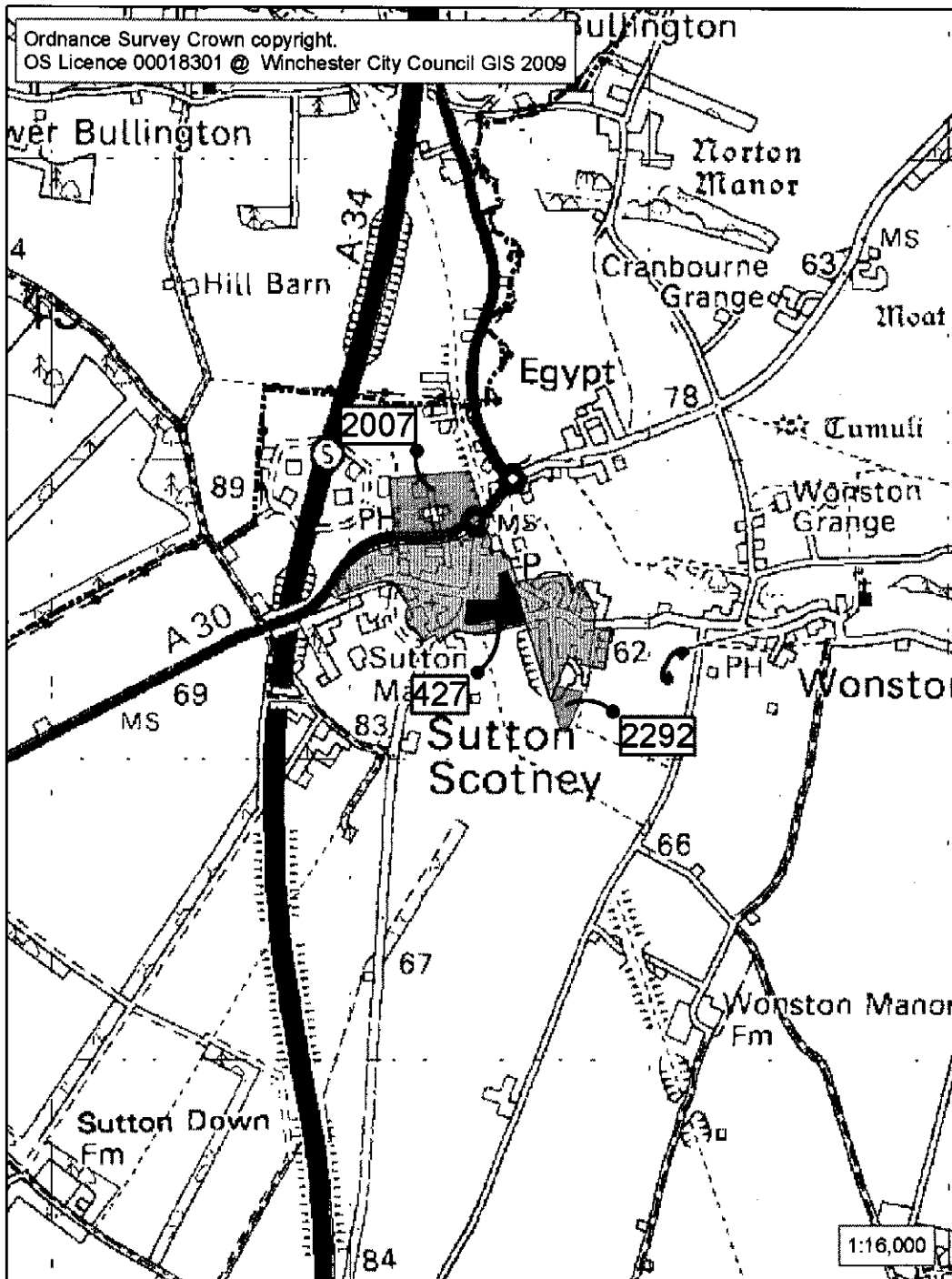
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-  Sites within Settlement Boundaries (Policy H3)
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Sparsholt








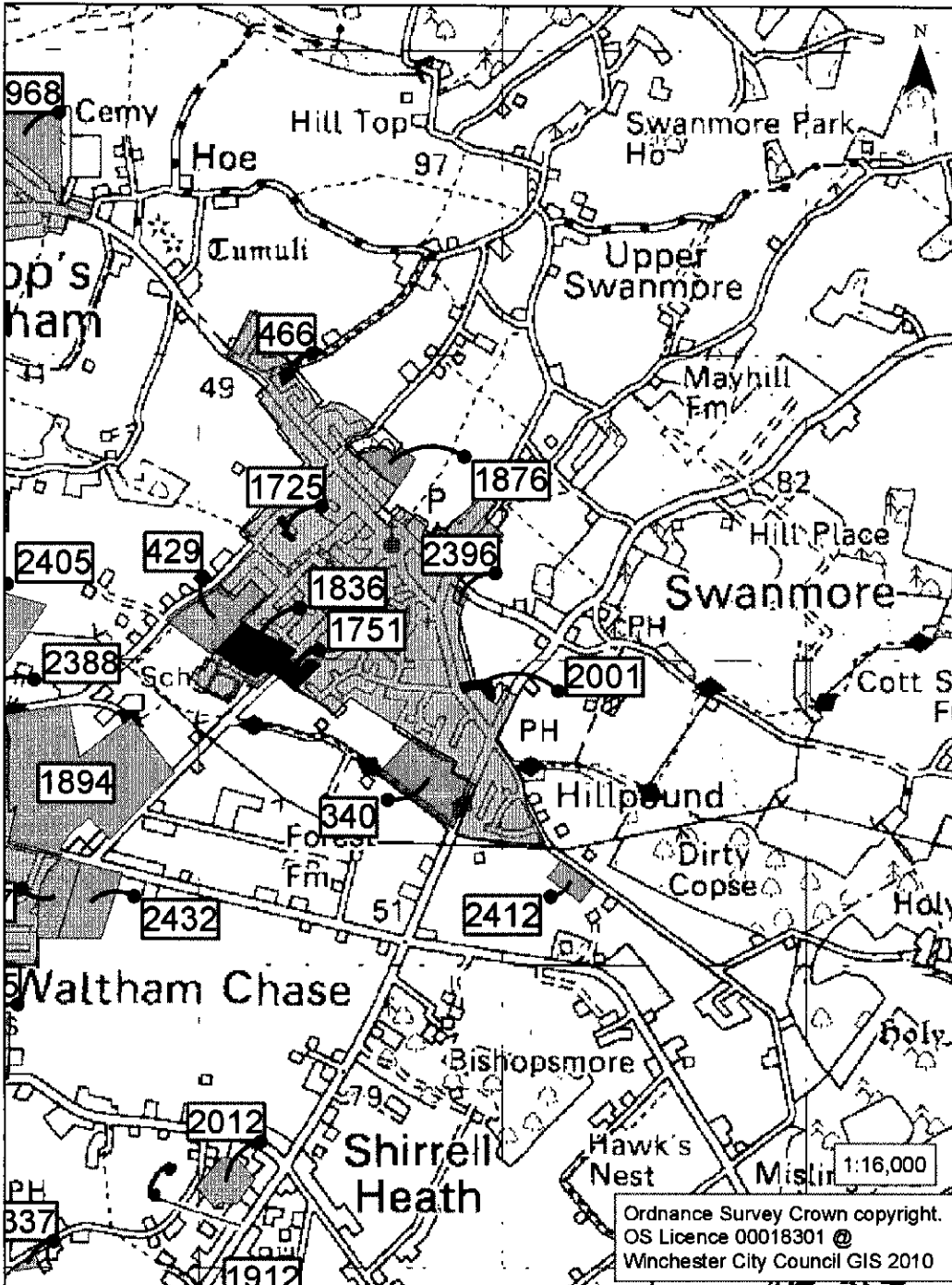
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-  Settlement_Boundaries
-  Winchester District Boundary




Sutton Scotney



Swanmore

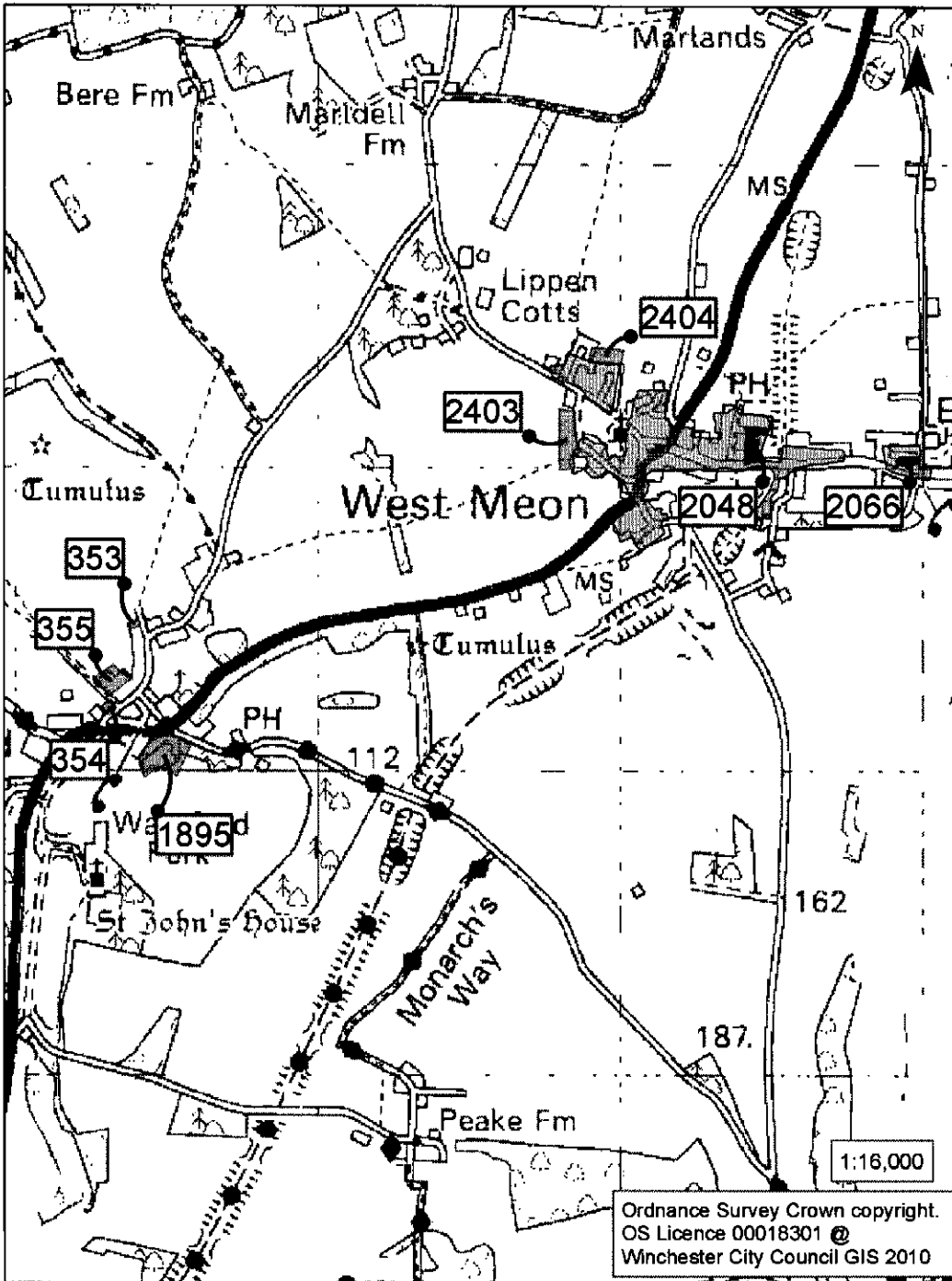
-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries
-  SHLAA sites shown on separte map
-  Winchester District Boundary








-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries

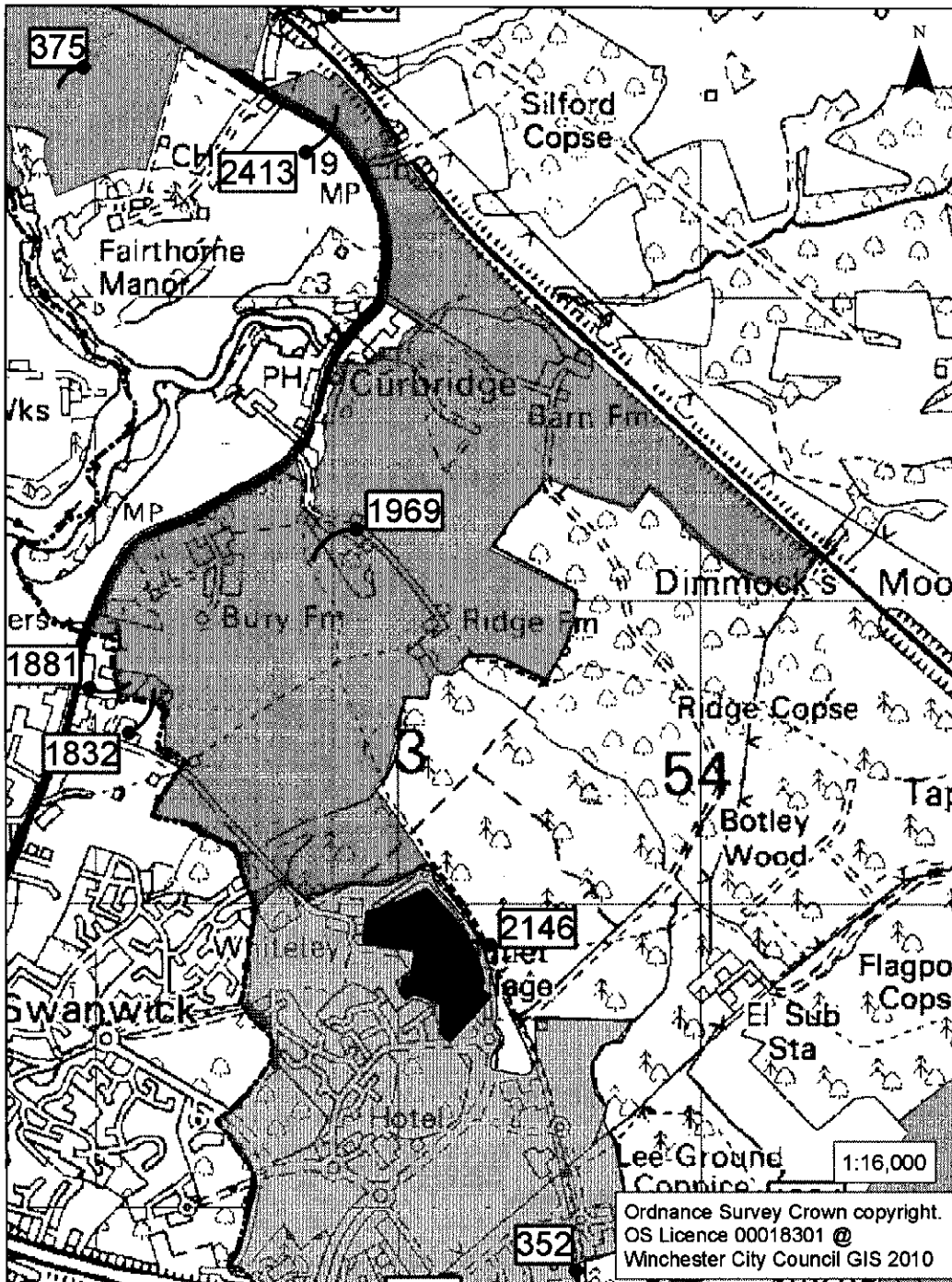
West Meon and Warnford




 Winchester District Boundary





Whiteley North and Curbridge

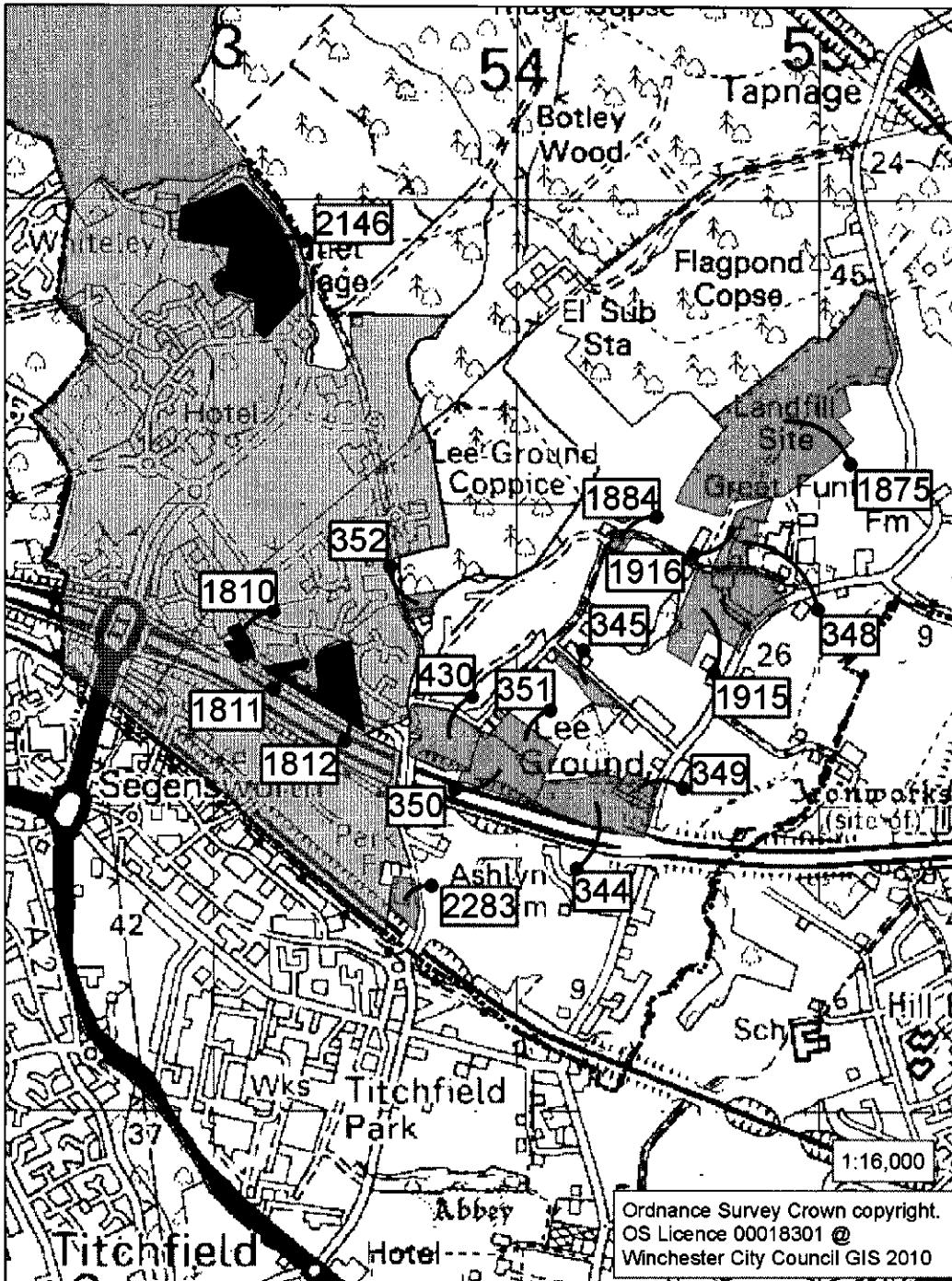
-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries
-  SHLAA sites shown on separate map
-  Winchester District Boundary






-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries

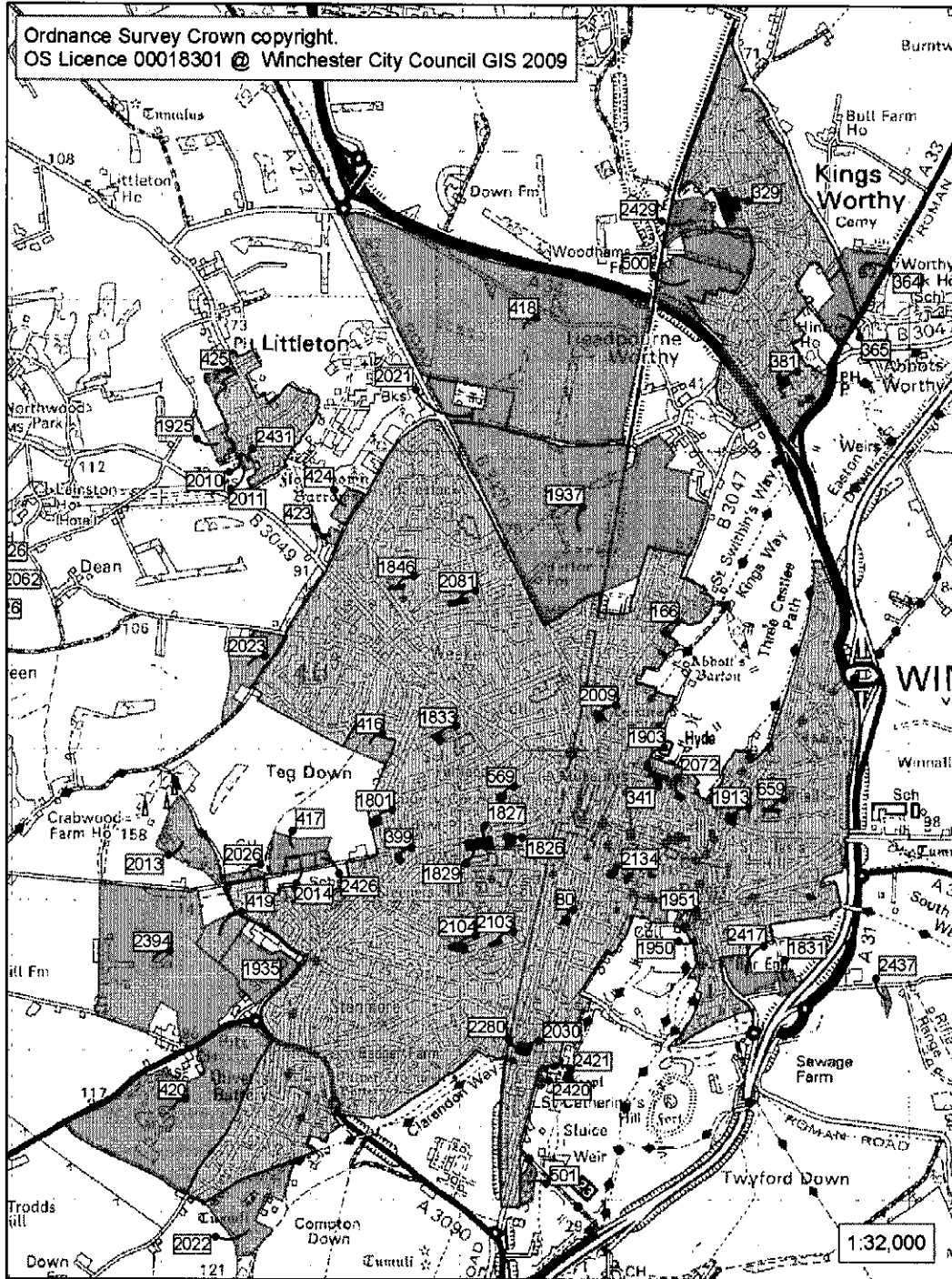
Whiteley South






-  SHLAA sites shown on separate map
-  Winchester District Boundary



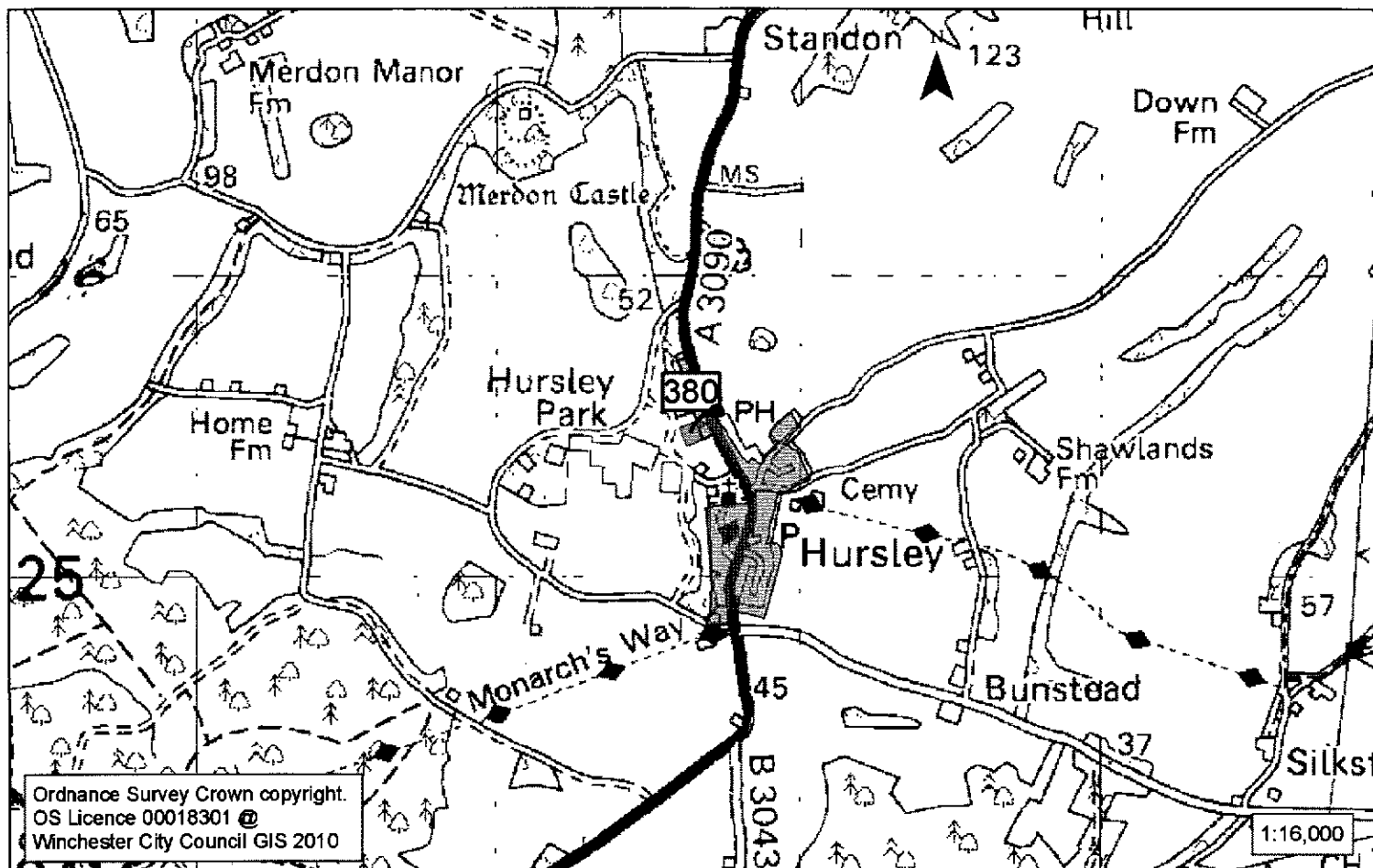
-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries

Winchester, Littleton and Kings Worthy



-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries
-  SHLAA sites shown on separate map
-  Winchester District Boundary

Hursley



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█ Sites within the Countryside

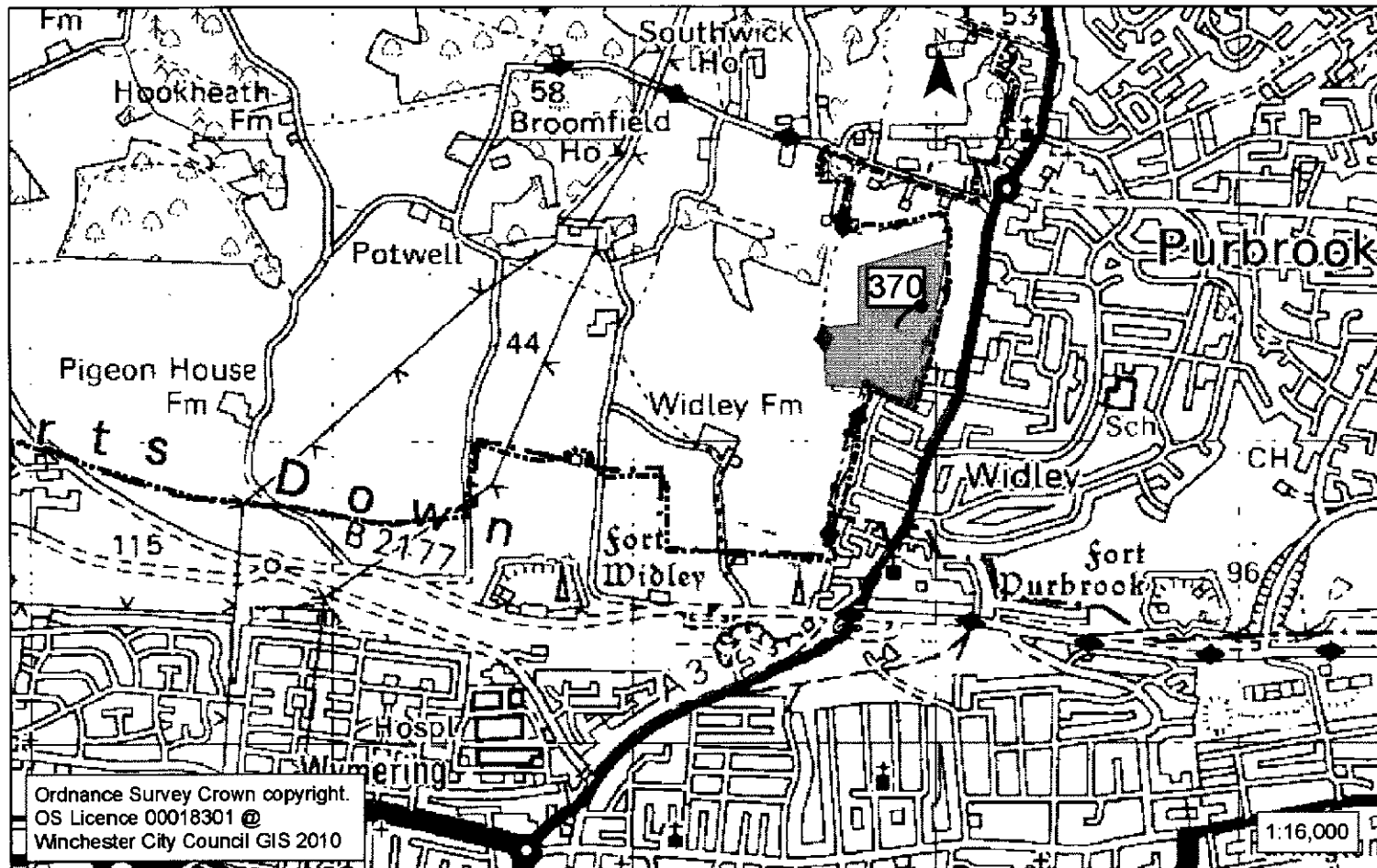
█ Sites within Settlement Boundaries (Policy H3)

█ Settlement_Boundaries






█ SHLAA sites shown on separate map

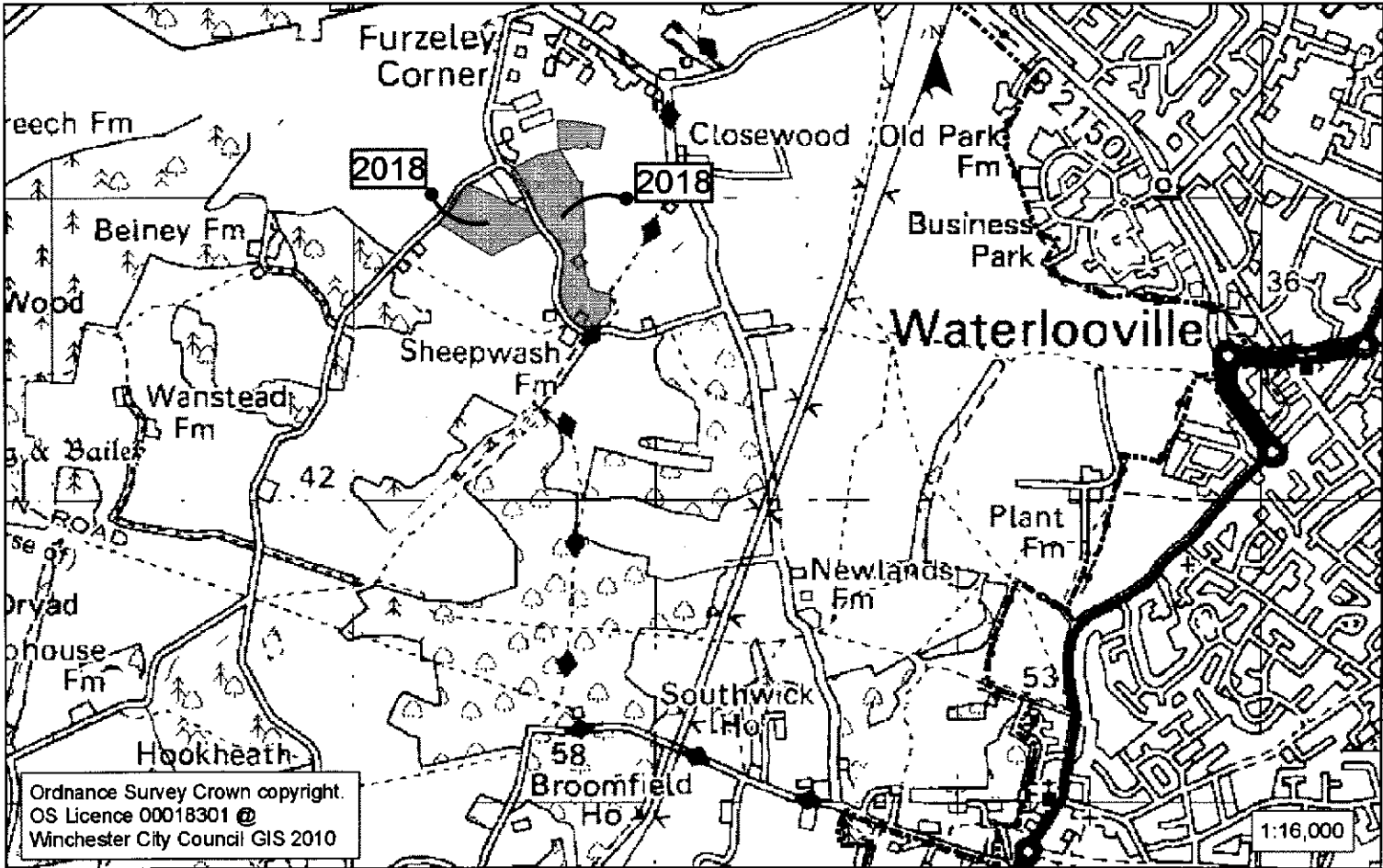
█ Winchester District Boundary

Purbrook



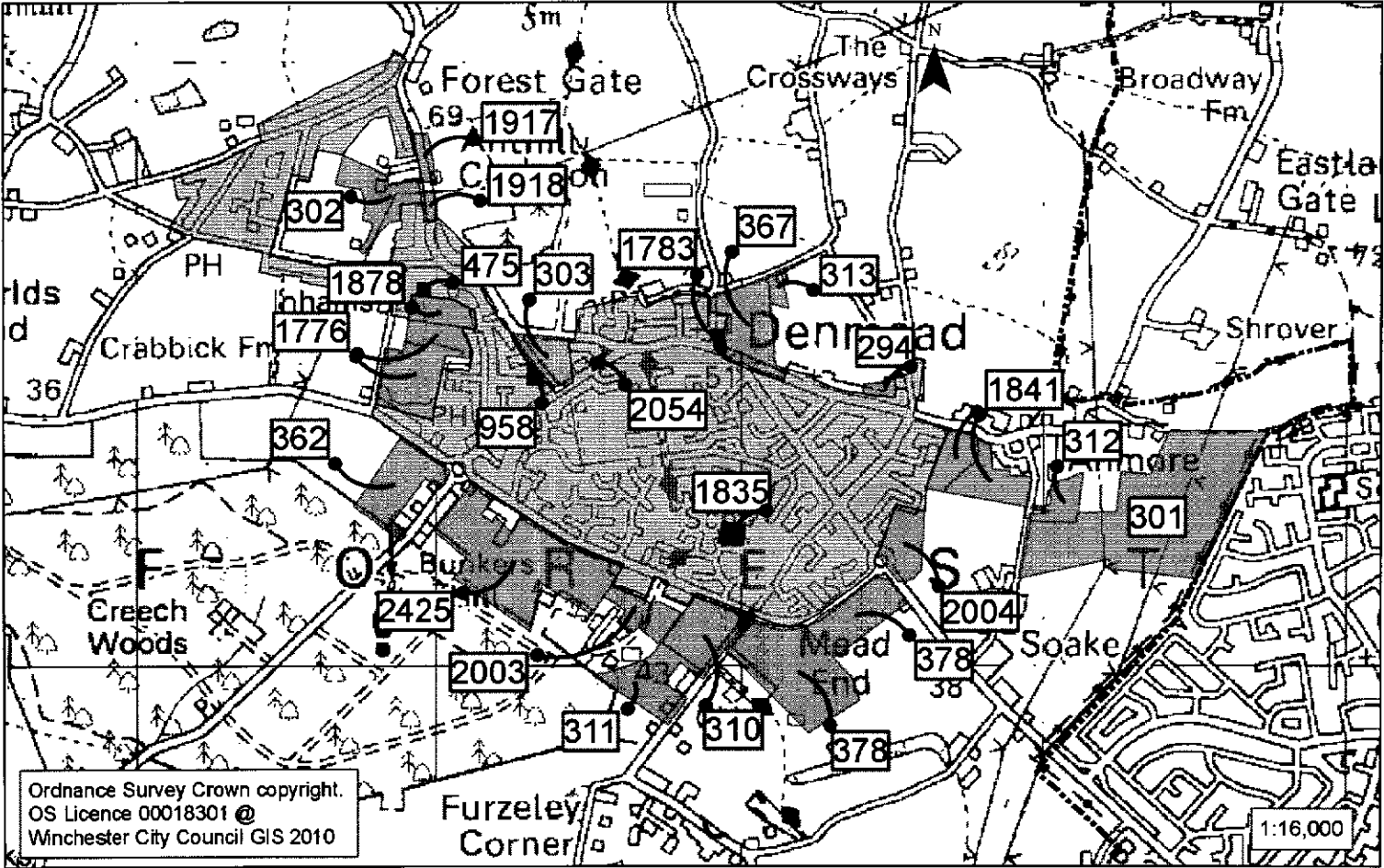
Denmead South

-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries
-  SHLAA sites shown on separate map
-  Winchester District Boundary








Denmead North

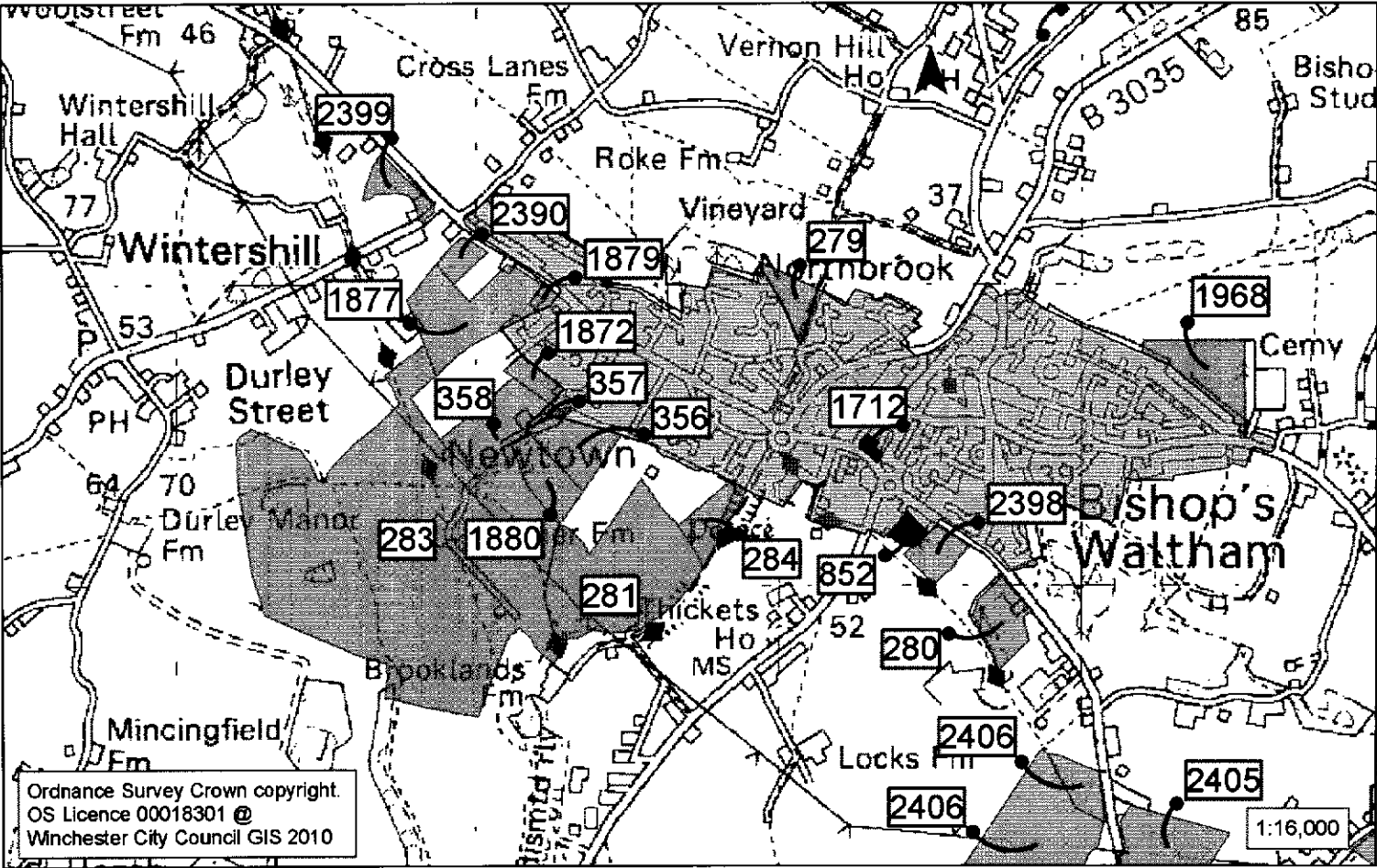
- Sites within the Countryside
- Sites within Settlement Boundaries (Policy H3)
- Settlement_Boundaries
- SHLAA sites shown on separate map
- Winchester District Boundary






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

Bishops Waltham

-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement_Boundaries
-  SHLAA sites shown on separate map
-  Winchester District Boundary



-  Sites within the Countryside
-  Sites within Settlement Boundaries (Policy H3)
-  Settlement Boundaries

Durley and Hedge End

-  Winchester District Boundary
-  Sites crossing outside District boundary

