

## **1. Introduction**

- 1.1 This Report sets out the latest position on housing issues for Winchester City Council, using a base date of 31<sup>st</sup> March 2004. The Report provides an overview of housing land supply, drawing on relevant information and data from a number of sources. An accurate reflection of what has been completed and what is predicted to come forward in the future will aid the City Council in meeting its strategic housing requirements.
- 1.2 Since the publication of the revised Government guidance PPG3: Housing in March 2000, Winchester City Council has significantly changed the way it plans for and implements new housing development within the District. Over the past 4 years the emphasis has been to identify and make better use of previously developed land for new residential development, resisting the need to develop greenfield land on the edge of the existing settlements while ensuring an appropriate mix of private market, affordable housing and dwellings types are provided to meet the housing need.
- 1.3 A summary of national and county trends is included in the Report to provide a context to understand how Winchester is operating. The Report also updates the second Housing Monitoring Report published in January 2004 through the analysis of planning permissions and residential completions from April 2003 to March 2004.

## 2. The Need for Increased Monitoring

- 2.1 In March 2000, the government signalled a sea change in planning policy for housing by revising Planning Policy Guidance Note 3: Housing. Central to many of the significant proposals that it put forward was a move away from the “Predict and Provide” system of providing housing to a “Plan, Monitor and Manage” approach. A key component of this approach was the increased prominence of monitoring as paragraph 76 of PPG3 states:
- “ Effective monitoring is essential to the strategy of maintaining an adequate supply of land and buildings for housing and to enable its managed release”
- 2.2 An essential feature of “plan, monitor and manage” is that new homes are provided in the right place and at the right time. PPG3 establishes that priority should be given to re-using previously developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites.
- 2.3 The guidance goes on to provide some key factors that effective monitoring should cover:
- proportion of dwellings built on previously developed land or by re-use of existing buildings
  - numbers of dwellings provided on windfall sites
  - number of affordable dwellings provided
  - variety of types and mix of dwellings provided
  - density of new development
  - provision of car parking.
- 2.4 The Urban Capacity Study published in 2001 identified the potential to recycle land and buildings within the settlements of Winchester District and calculated a potential yield of 2117 new homes to be provided within the Local Plan Review’s defined built up areas (2000-2011). Whilst providing a snapshot of the potential yield of built-up areas, the sites included within the Capacity Study need to be updated annually to take into account sites that have become available and those that have now been developed.
- 2.5 Monitoring will aid the City Council in meeting its strategic requirement to provide 7,295 dwellings between 1996 and 2011. With 3,865 dwellings completed by March 2004, this leaves a requirement for 3,430 dwellings to be completed from April 2004 to March 2011 (including provision for the West of Waterlooville MDA)
- 2.6 In addition to providing the City Council with an accurate snapshot of recent housing permissions and completions, the Monitoring Report is also intended to provide useful information to public and private bodies seeking to develop land suitable land for housing within Winchester District.
- 2.7 This report is the third of a series of Housing Monitoring Reports and illustrates the location of sites that are coming forward for residential development, the type of land that is being used and where the future sources of supply may come from. The Report, to be published on an annual basis, will allow the City Council to monitor its housing provision within the District and ensure that the appropriate supply and mix is delivered in meeting the strategic requirement.

### **3. Methodology**

- 3.1 The study area for this Housing Monitoring Report, just like the original Urban Capacity Study, includes the whole of the Winchester District. The term “Urban Capacity” is widely used through this document even though this Report covers all settlements that are defined in the Local Plan Review, some of which are clearly of a semi rural character. With regard to Government guidance and the criteria for identifying land, section 2 of ‘Tapping the Potential’ (DETR 2000) notes the difficulties in defining the term ‘urban’, but is clear that village sites can be included in urban capacity studies and housing monitoring reports: *“Although the magnitude of the opportunity will differ, a wide range of settlement types can contribute to sustainable development. For example, a previously developed site in a village could provide the opportunity for essential new homes, which could in turn help to sustain local shops and services and public transport. A useful rule of thumb is to include in the capacity study all settlements that may be considered for housing development...”*
- 3.2 While the Housing Monitoring Report records all permissions and completions over the financial year 2003 - 2004 in respect of development within the defined settlement boundaries (H.2) and development frontages (H.3), the Report also highlights the extent of development that has been permitted and completed outside of these boundaries. In effect the Report provides an update of the published Urban Capacity Study (2001) with regard to all development within settlements under Proposals H.2 and H.3 (Winchester District Local Plan Review 2003), but also a snapshot of recent development in the District as a whole. The methodology for identifying and clarifying urban capacity opportunities remains as set out in section 3 of the 2001 Urban Capacity Study.
- 3.3 In compiling this Housing Monitoring Report the City Council has utilised data collected by Hampshire County Council regarding permissions and completions of residential dwellings. These figures are used to update the Urban Capacity Study (2001), providing an up to date analysis of the quantity of potential land for development within the settlement boundaries. Furthermore the Report utilises national and regional statistics to compare Winchester District against a number of national and regional indicators, including completion rates and demographic changes. The time period for all annual statistics relates to the financial year. (1<sup>st</sup> April to 31<sup>st</sup> March)
- 3.4 All new permissions granted within the District up to 31<sup>st</sup> March 2004 on land that was not included within the original Urban Capacity Study have been included within this Report.

#### **Maps**

- 3.5 All original maps contained within the Urban Capacity Study have been updated to illustrate all residential permissions granted and completed within the District over the last four years (April 2000 – March 2004). Sites originally coloured red within the Urban Capacity Study have remained so unless there has been planning permission granted on the site or houses have been completed.
- 3.6 All sites that have an extant planning permission are coloured amber, sites allocated for residential development within the Winchester District Local Plan blue, with all sites completed coloured green.

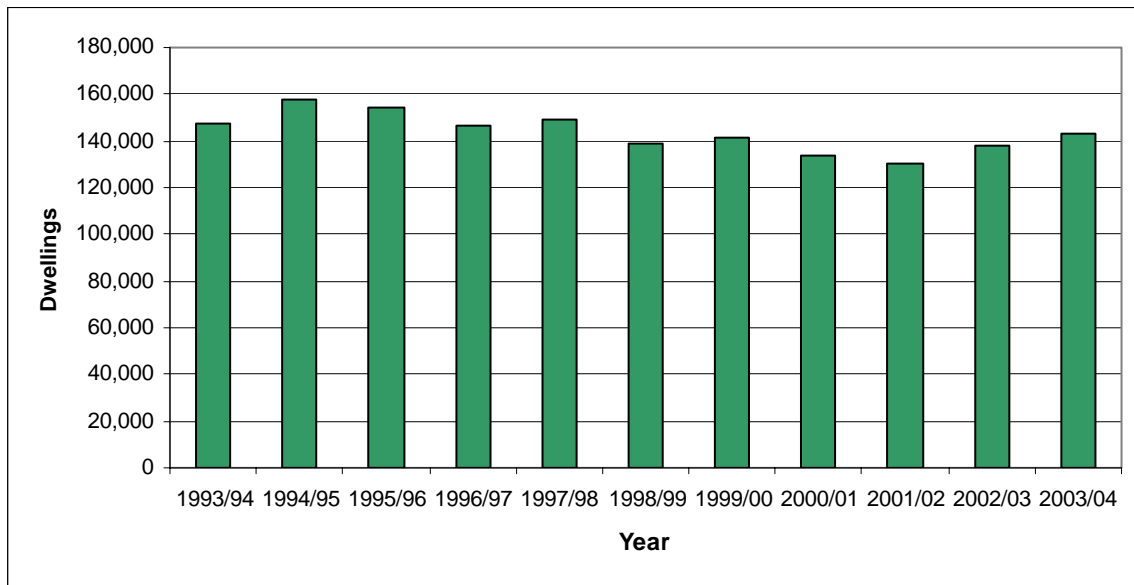
#### **Future reports**

- 3.7 A major review of the Urban Capacity Study will take place once every 5 years, with the first by 2006. Meanwhile, the Housing Monitoring Reports will be produced annually, of which this is the third, to provide a snapshot of the permissions granted and completions undertaken through the previous year.

## 4. Housing Completions

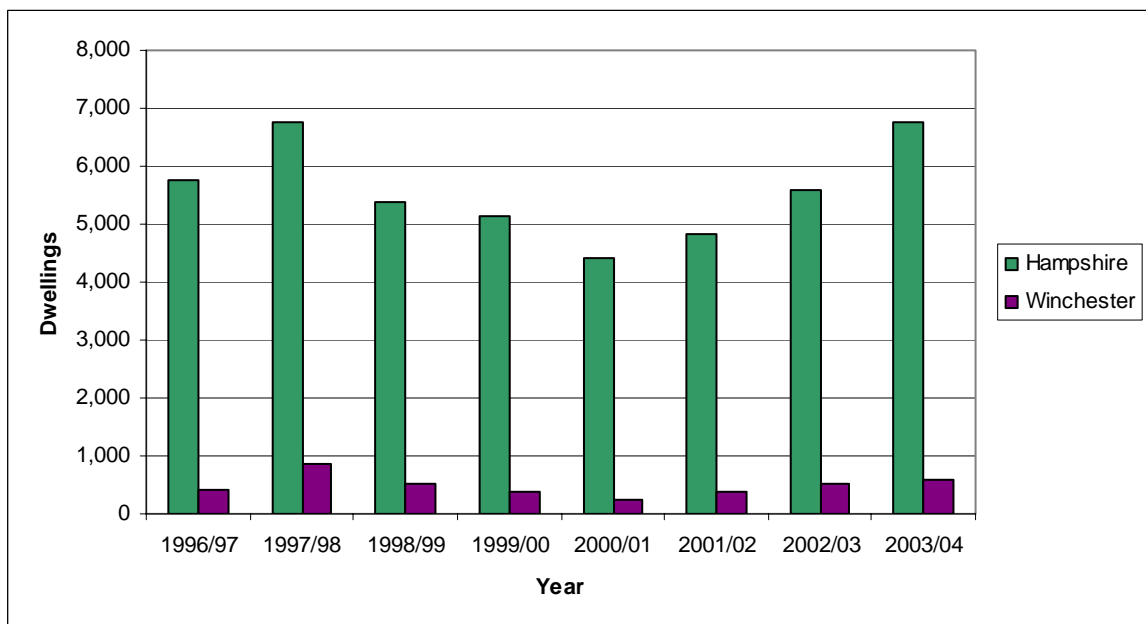
4.1 New dwellings completed within England between April 2003 and March 2004 increased by nearly 5,000 dwellings over what was achieved in 2002 – 2003, and reached a level of completions not achieved since 1997 – 1998. One reason for this increase could be attributed to new residential applications being permitted under the principles of the revised PPG3 published in March 2000. A requirement to make the best use of previously developed land and avoiding densities of less than 30 dwellings per hectare could help explain this rise in residential completions. Other causes can be attributed to the current strength of the housing market and changes in population demographics as the demand for new housing increases.

**Figure 1: Permanent dwelling completions in England 1993 – 2004**



(Source: National Statistics)

**Figure 2: Completion rates in Hampshire and Winchester District.**



(Source: National statistics and HCC)

4.2 In line with the increase in residential completions in England, residential completions within Winchester District and Hampshire as a whole have risen back to a level similar to that of 1997/98. Most notably,

the number of dwellings completed in Hampshire from April 2003 to March 2004 (6,762) is greater than any previous year during the Structure Plan period. This increase in supply mirrors the national trend in housing completions with a steady increase in supply since 2001.

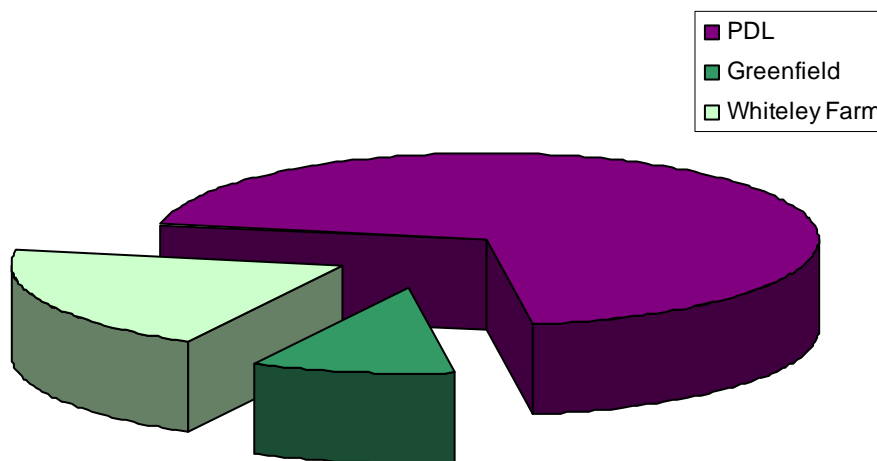
- 4.3 With regard to Hampshire in particular, the 4 allocated MDAs (Major Development Area) are yet to provide any completions and as a result many of the units needed to meet the total strategic requirement have not yet come on stream. With such large lead in times to development of the MDAs, completions across the County to date have been below what can be expected when the MDAs start to develop. With one reserve MDA and one confirmed MDA, this scenario is evident in the past completion rates and what is required to meet Winchester's strategic requirement. However, in 2003/04, a total of 603 dwellings were completed within Winchester District, a sum greater than had been achieved in any of the previous 5 years. As stated previously, this rise may be attributed to the knock on effects of the shift in planning policy guidance and the revised PPG3 but also in the continued gains achieved on sites allocated for development in the Winchester District Local Plan.

## 5. Winchester District

### Development on previously developed land (PDL)

- 5.1 Since the publication of PPG3, the City Council has sought to apply the principles of the revised guidance within its housing strategy when permitting new residential permissions in seeking to avoid the under use of previously developed land through higher densities and good design. With some residential completions still originating from planning permissions granted prior to the publication of the revised guidance, the proportion of development built on previously developed land is not yet a full reflection of sites being permitted for development post PPG3 and the introduction of the 'sequential test'.
- 5.2 During 2003-2004, the proportion of dwellings completed on Previously Developed Land (PDL) amounted to 70% of the total number of dwellings completed in the District.

**Figure 3: Percentage of completions on previously developed land 2003/2004**



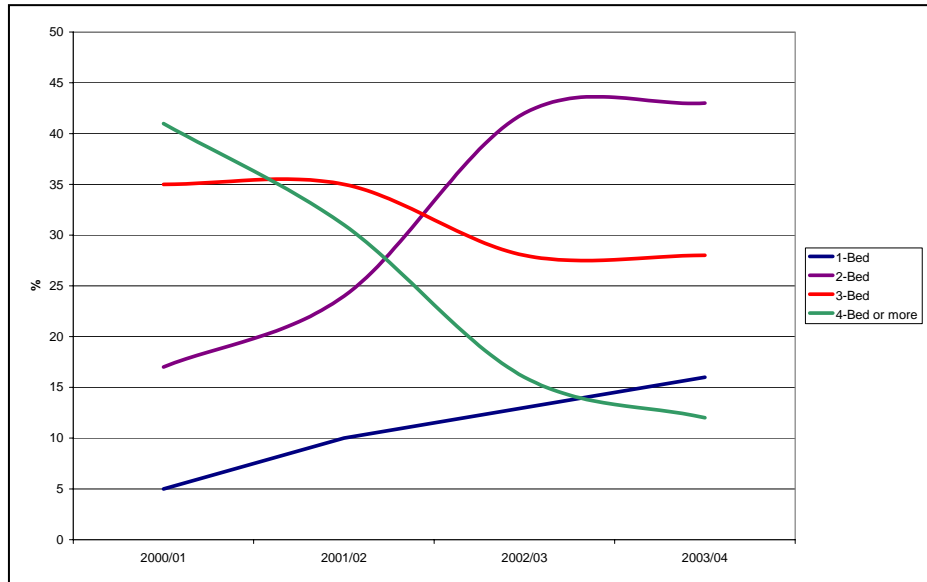
(Source: HCC)

- 5.3 This proportion of residential development on PDL (70%) compares to 74% in 2000-2001, 86% in 2001-2002 and 79% in 2003-2004. The chart above illustrates that even though there has been a fall in the proportion of development completed on Previously Developed Land from the previous year, this fall can be attributed to the large number of dwellings completed at Whiteley Farm, which amounted to 20% of the total number of dwellings completed that year and distorts the overall proportion. To remove the number of dwellings completed at Whiteley Farm from the total achieved in 2003-2004 would raise the proportion of dwellings completed on PDL to 87%.
- 5.4 As a greenfield allocation, once the MDA at West of Waterlooville comes on stream, we can expect to see the annual proportion of dwellings completed on greenfield land rise. The Council will continue however to monitor those completions that occur outside of the MDA to record the proportion of development on PDL elsewhere in the District. These figures will be produced in future Housing Monitoring Reports.

## Housing Mix

- 5.5 In order to retain and provide for a wide variety of dwelling stock within the District, since 2000 the City Council has required at least 50% of new dwellings built within the District to be either 1 or 2 bedroom properties. Figure 4 below illustrates the shift in the proportion of dwellings completed by number of bedrooms since the policy was introduced in 2000.

**Figure 4. Percentage of completions by number of bedrooms: Winchester**



(Source HCC)

- 5.6 The proportion of completions in 2003-2004, while not representing such a dramatic change as experienced in previous years, does illustrate that the policy is working and providing for a balance and mix of properties across the District. Since the implementation of the Housing Mix policy in August 2000, the percentage of 2-bedroom properties has risen from 17% in 2000-01 to 43% in 2002-03 and remained at that level during 2003-04. In addition to this, the proportion of 1-bedroom dwellings completed has risen from 5% in 2000-01 to 16% in 2003-04.
- 5.7 While the initial years after the introduction of the housing mix policy saw a dramatic shift in the proportion of 'small' dwellings completed within the District, this trend now appears to be stabilising in line with the requirements of the Housing Mix policy of at least 50% 1 or 2 bedroom properties being completed.

**Table 1: Proportion of completions by number of bedrooms**

	<b>1 – 2 Bedrooms</b>	<b>3 or more Bedrooms</b>
<b>2000-2001</b>	<b>22%</b>	<b>76%</b>
<b>2001-2002</b>	<b>34%</b>	<b>66%</b>
<b>2002-2003</b>	<b>56%</b>	<b>44%</b>
<b>2003-2004</b>	<b>59%</b>	<b>41%</b>

N.B. 2000/2001 2% unknown

- 5.8 In 2000-2001 only 22% of the dwellings completed within Winchester District were 1 or 2 bedroom. Since the introduction of the Housing Mix policy, requiring at least 50% of new dwellings to be 1 or 2 bedroom on sites of 2 or more, that proportion has risen to 59% in just 3 years equating to 390 of the 658 (gross) dwellings completed during 2003-2004.

### **Implementing PPG3**

- 5.9 Since the publication of PPG3 in March 2000, the City Council has endeavoured to implement and apply its policies to the delivery of residential development within the District. Incorporated within the Local Plan Review, the starting point for new residential development within the District is 30 dwellings per hectare (dph), rising to 50 dph and beyond around good transport nodes. With this rise in density, the City Council has incorporated additional policies within the Local Plan to safeguard existing character. In addition, when applying for planning permission, the applicant is required to have regard to existing Supplementary Planning Guidance (SPG) in the form of Village/ Neighbourhood Design Statements and/or relevant Technical Assessments when formulating a planning application, and to submit a design statement.
- 5.10 As part of a Design Statement, the onus is initially on the developer to show the effect of a development on local character. Should the Council agree that a development of 30 dph or more would be to the detriment of the local character, then a development of lesser density could be accepted. The intention of the policies contained within the Local Plan Review is not to challenge Government guidance, but to conform in a way that provides sufficient weight to protecting the existing character of the District, while also promoting good design and making the most efficient use of previously developed land.

### **Density**

- 5.11 During 2001-02, the average density achieved on brownfield sites within the District totalled 39.4 dwellings per hectare and 19.5 dph on greenfield land with an average of 29 dph for all sites (gross site area / total completions). Information for 2002/03 and beyond is not available at the time of publication but a more detailed analysis of density rates will be included in future Housing Monitoring Reports. The information obtained from the County Council shows that on brownfield sites the District is achieving the density requirements advocated in PPG3. Using net site areas (as advised by PPG3) would show a higher density overall.

### **Hampshire County Structure Plan (Review) requirement**

- 5.12 The Hampshire County Structure Plan (Review) 1996-2011 sets a requirement for the City Council to provide 7,295 new dwellings within the District between 1996 and 2011. Of this total, 2000 are to be provided at the West of Waterlooville MDA with the remaining 5,295 across the District in accordance with the Local Plan's policies. As of April 2004, the number of dwellings provided within the District since April 1996 amounted to 3,865 leaving an outstanding requirement of 3,430 to be provided between April 2004 and March 2011 within the District.
- 5.13 The completion of the full provision of 2000 dwellings at West of Waterlooville within the Plan period is now unlikely to be achievable, but work between the developers and the Council to bring the site forward is continuing and a predicted yield of 1,600 dwellings within the Plan period is still achievable. While it is arguable whether the shortfall of 400 units should necessarily be provided elsewhere within Winchester District, as the proposed MDA is a new development to meet the needs of south-east Hampshire as a whole, there is more than adequate capacity from non-MDA sources within Winchester District to meet any shortfall.
- 5.14 The annual completion rate needed to meet the strategic requirement over the remaining 7 years of the Plan period equates to 490 dwellings per annum ( $3,430 \div 7$ ). With regard to the non-MDA strategic requirement still to be provided, this totals 1,430 dwellings to be provided over 7 years, or 204 dwellings per annum ( $1,430 \div 7$ ).



## 6. Urban Capacity Update

- 6.1 In line with the requirements of PPG3, the Urban Capacity Study was published in 2001 and sought to identify land considered to be 'good opportunities' within the settlements that could contribute to meeting the strategic requirement by 2011. The original Study identified a potential supply of 2117 dwellings within the settlements. As of April 2004, there remains the potential for a further 1,672 dwellings on these sites following the completion of 109 dwellings (net) during 2003 – 2004.
- 6.2 The following table illustrates the progress made in developing sites identified in the Urban Capacity Study:

**Table 2: Completions on sites identified in the Urban Capacity Study**

Year	Total Completions on UCS	% of Total Completions	Outstanding
2000 – 2001	79	33%	2038
2001 – 2002	116	32%	1888
2002 – 2003	166	33%	1735
2003 – 2004	109	18%	1672
<b>Total</b>	<b>470</b>		

- 6.3 The table illustrates that the number of dwellings completed on UCS sites and the proportion of total completions for the year fell from what was experienced over the previous 2 years. However, while this level of completion was lower than what was expected to be achieved from this source of supply, the number of completions on windfall sites significantly exceeded what was expected, making up for the shortfall.
- 6.4 When the Urban Capacity Study was first produced an estimate of what each site could potentially yield was made based on the type of development expected on the site. It is important to note, however, that when planning permission is sought on a site identified with the UCS, the resulting permission could potentially be greater or less than that predicted in the Urban Capacity Study. This may be due to a higher density being achieved or other planning issues constraining the development of the land. Consequently, the 'Outstanding' figure seen in the table above takes into account the number of units completed in the previous year, plus any fluctuation in the potential yield due to planning permissions being granted.
- 6.5 Taking into account all the UCS sites that have received planning permission over the past 4 years, the total number of dwellings granted permission has risen during 2003/04 from 617 to 748. From April 2003 to March 2004 a total of 128 dwellings (net) were permitted on UCS sites that had not been granted planning permission previously, while a further 38 dwellings were permitted through amendments to existing planning permissions. Where this occurred, there was a net gain of 3 dwellings over what was previously permitted and thus a discounted total figure of 131 has been used for 2003/04.
- 6.6 In comparison, the predicted yield from those sites within the original Urban Capacity Study (2001) granted planning permission by March 2004 totalled 651. It can be concluded therefore that due to the granting of planning permission, there has been an overall increase of 97 dwellings (14.9%) from the number of dwellings originally predicted, to the actual figure granted planning permission. Some sites will have gained units over what was predicted, while others will have fallen.
- 6.7 This rise in the number of dwellings permitted by 14.9% over what was estimated compares favourably to the increase recorded in the previous Housing Monitoring Report of 8.2%, which took into account the first 3 years of permission data.

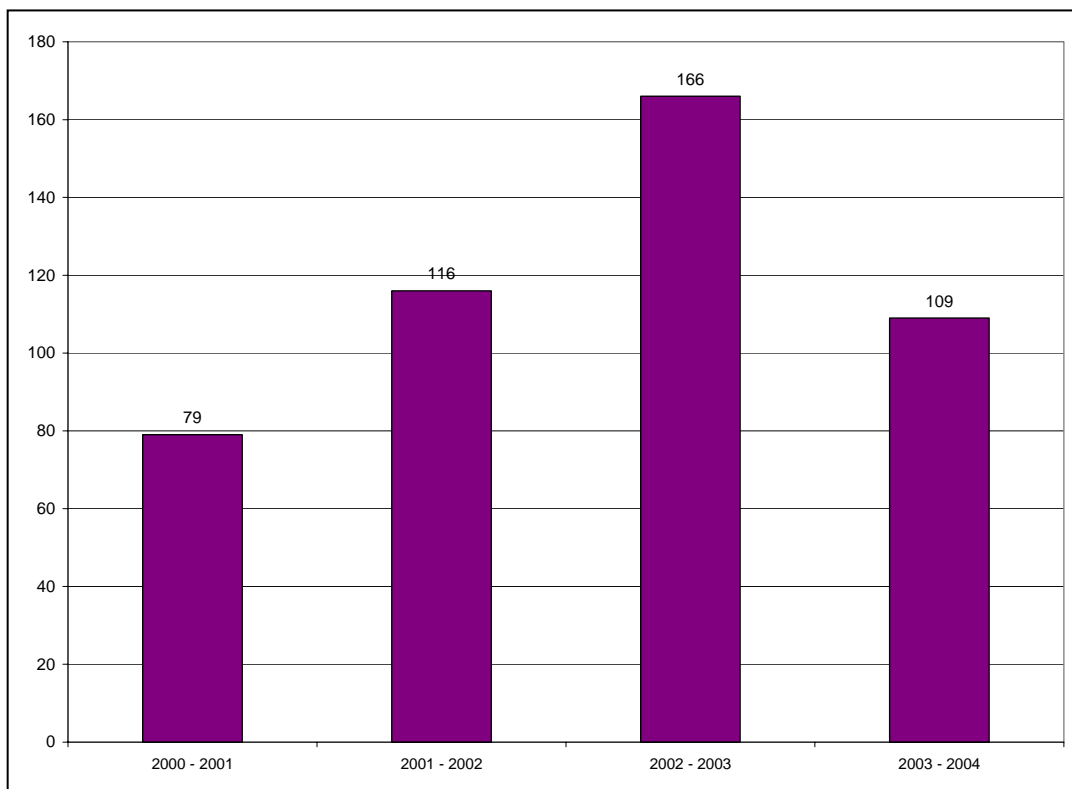
### **Past trends and predicted completions on UCS sites**

- 6.8 As of April 2004, of the 748 dwellings granted planning permission since the Urban Capacity Study was carried out, 278 are yet to be completed.
- 6.9 Completions on UCS sites fell below what was expected to be completed during 2003-2004, although as stated previously, given the strong rise in the number of dwellings completed on UCS sites during the first 3 years since the Study was undertaken, coupled with the increase in the number of dwellings

permitted during 2003-2004, the Council does not consider this to represent the start of a downward trend in the supply from this source. On the contrary, the number of new dwellings permitted during the year (131) exceeded the number of dwellings completed illustrating that this source of supply will continue to form an important element in meeting the Council's strategic requirement. By their nature, the time between granting planning permission and the completion of UCS sites is short compared to larger schemes and given the outstanding supply of 278 dwellings, the Council is confident that those dwellings will be completed with further such sites permitted in the future.

- 6.10 Following the completions in 2002-2003 and the number of dwellings outstanding with planning permission, it was not clear when the rise in completions was going to level off. As such the previous calculation used to project completions on UCS sites used the most recent data from 2002-2003. As the level of completions fell during 2003-2004, it is considered more appropriate this year to use an average of the completions over the previous 4 years to project forward during the Plan period.
- 6.11 The total number of dwellings completed on UCS sites since 2000 has totalled 470, with an average yield of 118 dwellings per annum. If this average were to continue during the remaining 7 years of the Plan period then that would equate to a further 826 new dwellings being provided on identified UCS sites, or 49% of the remaining outstanding potential capacity of 1672. In reality it is expected that more than 49% of the remaining identified sites will be developed given the shift policy shift towards maximising the use of previously developed land and the type of site contained within the study in relation to the 'sequential test' as contained within PPG3.
- 6.12 While the proportion of dwellings completed on UCS sites only represented 18% of the total number of completions during 2003-2004, this can largely be attributed to the substantial increase in the number of dwellings completed as a whole. Even so, since the study was undertaken, the Urban Capacity Study sites have contributed 27% of the total number of dwellings completed within the District (470 of a total 1714 since 2000). It is not suggested that this proportion will continue during the rest of the Plan period due to the level of completions expected from the West of Waterlooville MDA, but it does illustrate how successful the Urban Capacity Study has been in identifying potential sites for development during the Plan period.

**Figure 5. Past completions on UCS sites**



(Source: HCC)

- 6.13 With an outstanding supply of 278 dwellings already granted planning permission, it is not expected that the fall in completions experienced in 2003-2004 will continue into 2004-2005.

## 7. Additional Sites

- 7.1 With just under a third of annual housing completions currently being provided on sites identified within the Urban Capacity Study, there remains a significant proportion of completions coming forward on sites either allocated in the adopted Local Plan or on windfall sites not previously identified as a development opportunity. Sites located outside the policy boundaries, and replacement dwellings where a net gain occurs, are included within the overall windfall completion figure. These sources of supply are considered further below.

### Living over the Shop (LOTS)

- 7.2 Based on the Civic Trust methodology, derived from a report '*Dwellings Over and in Shops in London*' (1998), it was estimated that a potential 109 dwellings could come forward within the main shopping area of Winchester between 2000 and 2011. Taking an average over the 11 years, it is predicted that 10 units will come forward per annum during the Plan Period and as such, the outstanding figure predicted as of April 2004 has fallen to 69.

### Windfall sites

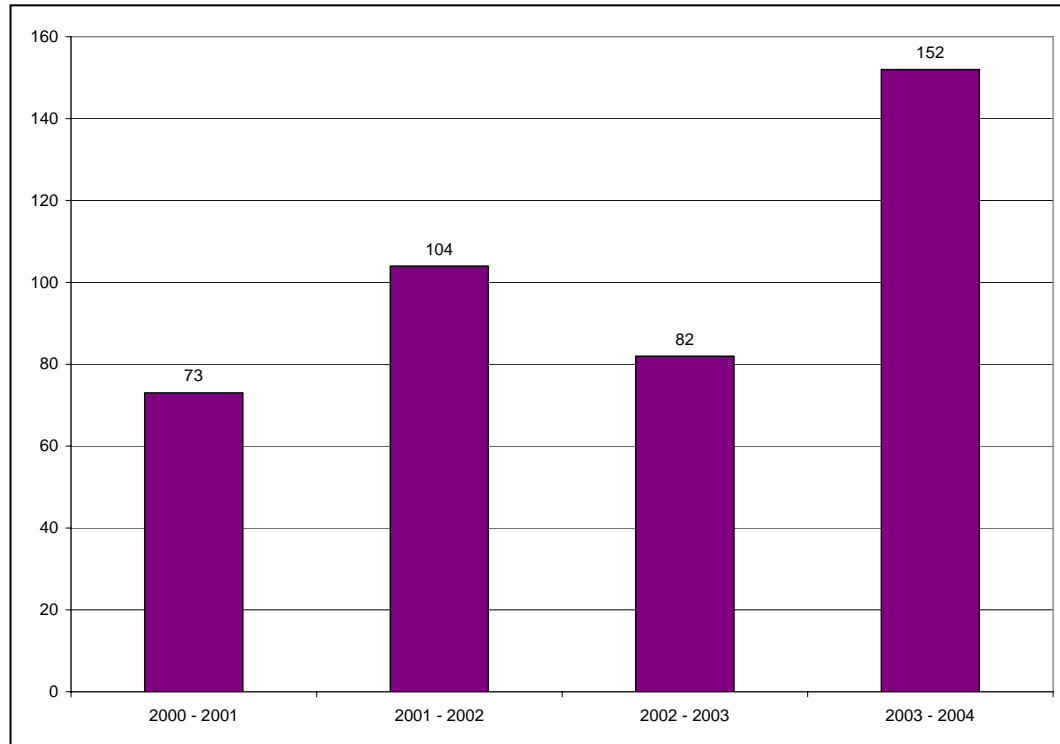
- 7.3 Sites coming forward for development that were not originally identified either in the Local Plan or Urban Capacity Study are classed as 'windfall' sites and continue to provide an important source of housing gain within the District. All sites granted planning permission by the Local Authority will have met the requirements of national and local planning policy even though they were not identified previously as 'good opportunities' or suitable for allocation in the Local Plan.
- 7.4 Between April 2000 and March 2003, 259 dwellings were completed on windfall sites. During the last financial year, of the 603 net completions within the District, 152 or 25% were completed on windfall sites. This completion rate represents a significant increase on the previous 3 years as shown below in table 3.

**Table 3: Completions on windfall sites 2000 – 2004**

Year	Total completions on Windfall sites	% of Total completions
2000 – 2001	73	30%
2001 – 2002	104	28%
2002 – 2003	82	16%
2003 – 2004	152	25%
<b>Total</b>	<b>411</b>	

- 7.5 The fluctuations that have occurred in the quantity of dwellings completed on windfall sites shows there is no clear trend in the rate of windfall completions. Therefore, using the average of completions over the last 4 years, an estimate of the total number of dwellings to be completed on windfall sites within the Plan Period can be drawn. With an average completion rate of 103 per annum, it can be estimated that a further 721 dwellings could come forward during the Plan Period on sites not currently identified by the Local Planning Authority. As windfall sites are unpredictable by their nature, this figure can only be taken as an estimate based on past trends, although with 447 dwellings currently outstanding with planning permission on these sites, there is clearly a significant quantity of development in the pipeline to be developed within the Plan period.
- 7.6 The increase in the number of dwellings completed on windfall sites offsets the lower completion rate experienced on Urban Capacity Sites during the last financial year. The two sources of supply are derived from the same type of development opportunity, in compliance within Local Plan policies, with the only difference being that the UCS sites were identified by the City Council and the windfall sites were not. This rate of development across the two sources of supply and the outstanding supply with planning permission, clearly shows that there is the capacity for such development opportunities within the District within the Plan period.

**Figure 6. Completions on windfall sites (2000 – 2004)**



(Source: HCC)

### **Replacement dwellings**

- 7.7 Policies contained within the Housing Chapter of the Local Plan Review allow for the renewal of housing stock within both the defined settlements and countryside. The completion data for each financial year includes replacement dwellings, and even though there is no overall net gain from the development, the existing dwelling may be demolished one year and replaced the next, skewing the completion figures slightly.
- 7.8 As of April 2004, the number of dwellings to be completed on sites where the loss had already taken place was 9. The loss on these sites has already been included in the net completion figure for the previous years and therefore the outstanding figure of 9 dwellings can be considered as a gain.

### **Sites outside the policy boundaries**

- 7.9 Local Plan policies presume against development within the countryside unless it accords with specific requirements of the Local Plan. The majority of sites granted planning permission outside of the defined built-up areas and development frontages are either through the replacement of existing housing stock (replacement dwellings) or residential accommodation for agricultural / forestry workers where a demand has been identified. The number of completions within the countryside during 2003-2004 totalled 49 with a further 28 dwellings being lost. This leaves a net gain of 19 units for the year. Such a high loss of dwellings compared to those being completed illustrates that the majority of permissions granted within the countryside are for replacement dwellings.
- 7.10 As of April 2004, there remain 150 dwellings (net) permitted and outstanding on sites granted planning permission outside the policy boundaries and development frontage.

## Allocated sites

7.11 Sites originally allocated for housing in the adopted Local Plan (1998) continue to provide residential completions on an annual basis. In 2003-2004 there were 318 completions on existing allocations compared to 258 the previous year. The table below illustrates development on the sites since 2000-01 and the remaining potential that will continue to come forward.

**Table 4: Sites allocated in the adopted Local Plan (1998)**

ID	Location	Address	PP	Gain 00-03	Loss 00-03	Gain 03/04	Loss 03/04	Remaining Potential	Appl'n Number (W)
1779	Denmead	Adj St Georges Field	P	24	0	0	0	0	1777/05&/08
1782	Durley	Durley Sawmill Site	P	31	0	0	0	0	1473/16
1783	Whiteley	Land at Hill Coppice	P	60	0	0	0	2	11458/06
1787	Otterbourne	South of Greenacres Drive	P	12	0	0	0	0	10629/03
1818	Denmead	R/O Harvest Home	P	0	0	31	0	57	1319/12
1847	Whiteley	Whiteley Farm	P	108	0	0	0	0	11433/31
	Whiteley	Land Off Whiteley Way	P	0	0	1	0	0	11433/54
2068	Whiteley	Whiteley Farm	P	0	0	117	0	163	11433/52
	Whiteley	Whiteley Remainder	O/P	0	0	0	0	35	Outline perm
	Whiteley	Whiteley Green						90	No permission
1859	Denmead	Land at Mill Close	P	11	0	0	0	0	1653/10
1764	Knowle	Knowle Hospital 1A	P	66	4	6	0	0	14097/06
1875	Knowle	Knowle Hospital 1AF	P	62	0	0	0	0	14097/03
1876	Knowle	Knowle Hospital 1B	P	45	0	0	0	0	14097/04
1877	Knowle	Knowle Hospital 2EB	P	13	0	0	0	0	14097/11
1878	Knowle	Knowle Hospital 2AF	P	19	0	0	0	0	14097/09
1879	Knowle	Knowle Hospital 2A	P	31	0	11	0	0	14097/20
1946	Knowle	Knowle Hospital 2E	P	0	0	72	0	0	14097/24
2067	Knowle	Knowle Hospital 3B	P	0	0	48	0	0	14097/26
2162	Knowle	Knowle Hospital 2B	P	0	0	32	0	1	14097/14
2163	Knowle	Knowle Hospital Phase 4	P	0	0	0	0	40	14097/30
2164	Knowle	Knowle Hospital Phase 7	P	0	0	0	0	47	14097/31
	Knowle	Remainder	O/P	0	0	0	0	91	Outline perm
1914	Littleton	Hookers Nursery	P	15	0	0	0	0	3501/08
Total				497	4	318		526	

N.B. Knowle 1B: Number of units permitted increased from 43 to 45 dwellings.

Whiteley Area K 2068, number of units increased from 276 to 280 dwellings.

7.12 Of the 603 net completions that occurred within the District, sites allocated in the Local Plan accounted for 53% of the units completed in 2003-2004. Each of the two major allocations at Whiteley and Knowle continue to form an important source of supply within the District, and will do so into 2004-2005 at least. With regard to Knowle and the outstanding phases yet to gain detailed planning permission, negotiations between the developer and the City Council to amend the proposed scheme and thus the number of dwellings to come forward on those remaining elements of the allocation are still ongoing. Details of any increase in the number of dwellings to be provided within the allocation will be included within future Monitoring Reports, once detailed planning permission has been granted.

7.13 Should the rate of completions continue, all the allocated sites could be completed by 2006, at which point it is envisaged the MDA at West of Waterlooville will start providing completions on an annual basis and contributing to the total completion rate. Of the 526 dwellings left to come forward on allocated sites, 310 already have detailed planning permission.

7.14 It should be noted that the Broadway/Friarsgate mixed-use development scheme is not included within the table of sites allocated under the adopted Local Plan (1998). The mixed-use scheme is expected to yield approximately 360 dwellings during the Local Plan Review period and is included in the sources of supply calculation. This estimated supply from the development has risen significantly from the 100 dwellings included within the previous Housing Monitoring Report No.2 and is based on preliminary discussions between the developer and the City Council.

## **8. Affordable Housing**

- 8.1 The provision of sufficient affordable dwellings for the local community forms a key role in the Housing Strategy adopted by the City Council. The Housing Needs survey undertaken by David Coultie Associates in 2002 identified a need for 779 affordable dwellings to be provided within in the District annually. Through the Review of the Local Plan, the City Council has endeavoured to increase and improve the delivery of affordable dwellings throughout the District.
- 8.2 Circular 6/98 sets out the thresholds for affordable housing in settlements with a population of 3000 or more. Where the population is less than 3000, the settlement is considered small and the local planning authority is able to set lower thresholds at their discretion. At present, the thresholds for affordable housing under the adopted (1998) Local Plan apply the lower threshold contained within Circular 6/98 of 15 units or 0.5 hectare in the large settlements, and 5 units or 0.17 hectares in the small settlements.
- 8.3 With such a need for affordable housing identified, the Local Plan Review has sought to reduce these thresholds to help meet the large need for affordable housing within the District. In the large settlements it is proposed that the threshold be reduced from 15 to 5, and in the small settlements, from 5 to 2. In conjunction with this reduction, it is proposed that the proportion of affordable housing provided be increased from 30% to 35% in the settlements generally, and 40% in Winchester, to achieve a greater proportion of affordable housing within the District.
- 8.4 The proposed revised thresholds and proportions have been adopted non-statutorily for Development Control purposes through the Revised Deposit Local Plan. The changes are subject to objections to the Local Plan Review and therefore can only be given limited weight in planning decisions until a recommendation is made by the Local Plan Inspector, expected in mid 2005. The proposed changes illustrate the City Council's aspirations to increase the proportion of affordable housing within the District.
- 8.5 The following Table illustrates the location and quantity of affordable dwellings permitted during 2003-2004.

**Table 5: Affordable housing permitted April 03 – March 04**

Site	Total Units	Number of affordable dwellings	% of affordable dwellings on site
Sparkford Road, Winchester	33	33	100%
Spring Lane, Swanmore	24	7	29%
Ashling Park Road, Denmead	21	7	33%
Lupin Gardens, Winchester	18	6	33%
Chilbolton Court Winchester	41	8	20%
Springvale Road Kings Worthy	23	7	30%
Salters, Winchester	58	17	29%
The Friary, Winchester	24	8	33%
Dever Close, Micheldever	4	4	100%
Nothfields, Twyford	6	6	100%
Vears Lane, Colden Common	7	2	29%
Parkhill Farm Cottages	7	2	29%
Sutton Park, Sutton Scotney	32	16	50%
Bridgets Lane, Martyr Worthy	10	10	100%
Grange Road, Winchester	32	10	31%
47 West Street, New Alresford	16	5	31%
The Dean, New Alresford	18	6	33%
Geranium Nurseries, Denmead	19	6	32%
<b>Total</b>	<b>393</b>	<b>160</b>	

- 8.6 During 2003-2004 the City Council permitted 160 new affordable dwellings within the District, an increase from 28 dwellings during 2002-2003. The units were permitted primarily as part of larger residential development schemes, and it is intention of the City Council to reduce the thresholds which trigger this requirement to provide affordable housing and to increase this proportion in future years.

#### **Affordable housing completions April 2002 – March 2003**

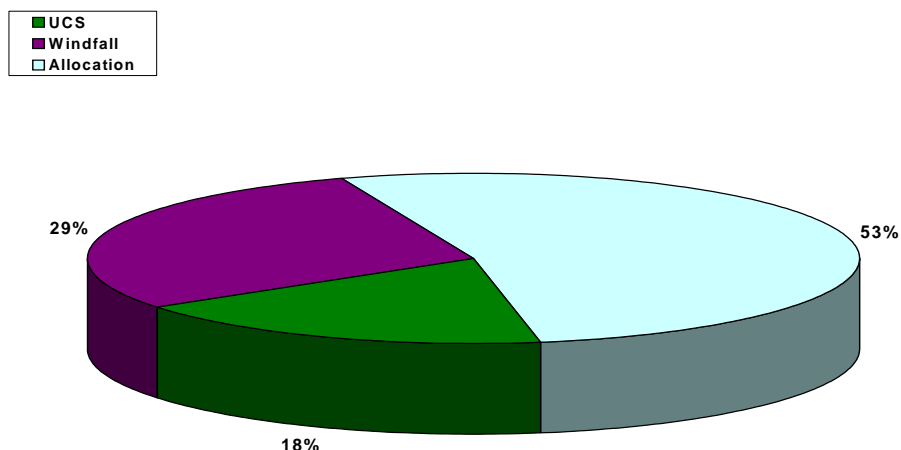
- 8.7 Of the 603 (net) dwellings completed between April 2003 and March 2004, 50 were provided by Registered Social Landlords as affordable housing. This equates to 8% of the total number of dwellings completed during the financial year.

## 9. Conclusions

### Completions 2003 - 2004

- 9.1 The total number of dwellings completed within the District during 2003-2004 exceeded the annual rate achieved during the previous 5 years. While the number of dwellings completed on sites identified in the Urban Capacity Study fell below what had been predicted, the number of dwellings completed on windfall sites made up for this shortfall and was supplemented by a strong completion rate on allocated sites.

**Figure 7. Proportion of dwellings completed by source**



(Source: HCC)

- 9.2 Of the 603 net completions in 2003-2004, 109 (18%) were completed on Urban Capacity Sites, 176 (29%) on windfall sites and 318 (53%) on sites allocated within the Local Plan. The following table illustrates the number of completions from these sources over the past three years. It should be noted that the 'windfall' figure includes dwellings completed outside the policy boundaries and replacement sites, as neither of these sources of supply are identified or allocated by the Council.

**Table 6: Residential Completions 2000 - 2003**

Year	UCS	Windfall	Allocations	Total
2000/2001	79	73	89	241
2001/2002	116	104	146	366
2002/2003	166	82	258	506
2003/2004	109	176	318	603

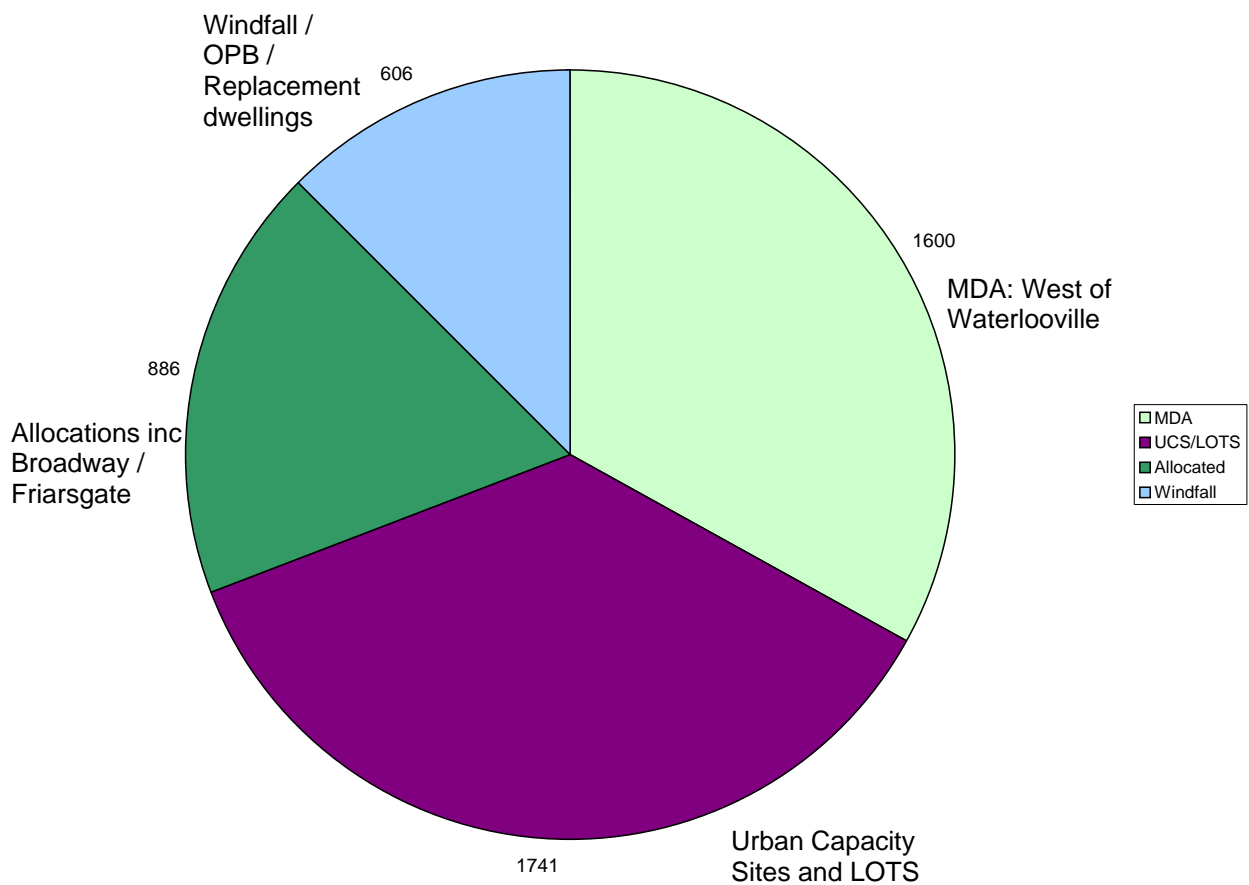
- 9.3 The table illustrates that the total number of dwellings completed within the District has increased year on year from 2000 and given the supply already in the pipeline with planning permission, is expected to increase once more in 2004-2005.



### Sources of future housing supply

9.4 As of April 2004, the City Council has provided for 3865 of the 7295 dwellings that are required to meet the District's strategic requirement during the Plan Period (1996-2011), leaving an outstanding baseline requirement of 3,430 dwellings. Currently, the City Council has identified enough land within the District on UCS sites, allocated sites or windfall sites that have already been granted planning permission to meet this requirement without the need to allocate additional greenfield land within the District for housing, or to release any 'reserve' housing provision. The following chart illustrates the potential sources of this identified housing supply within the District.

**Figure 8: Sources of supply**



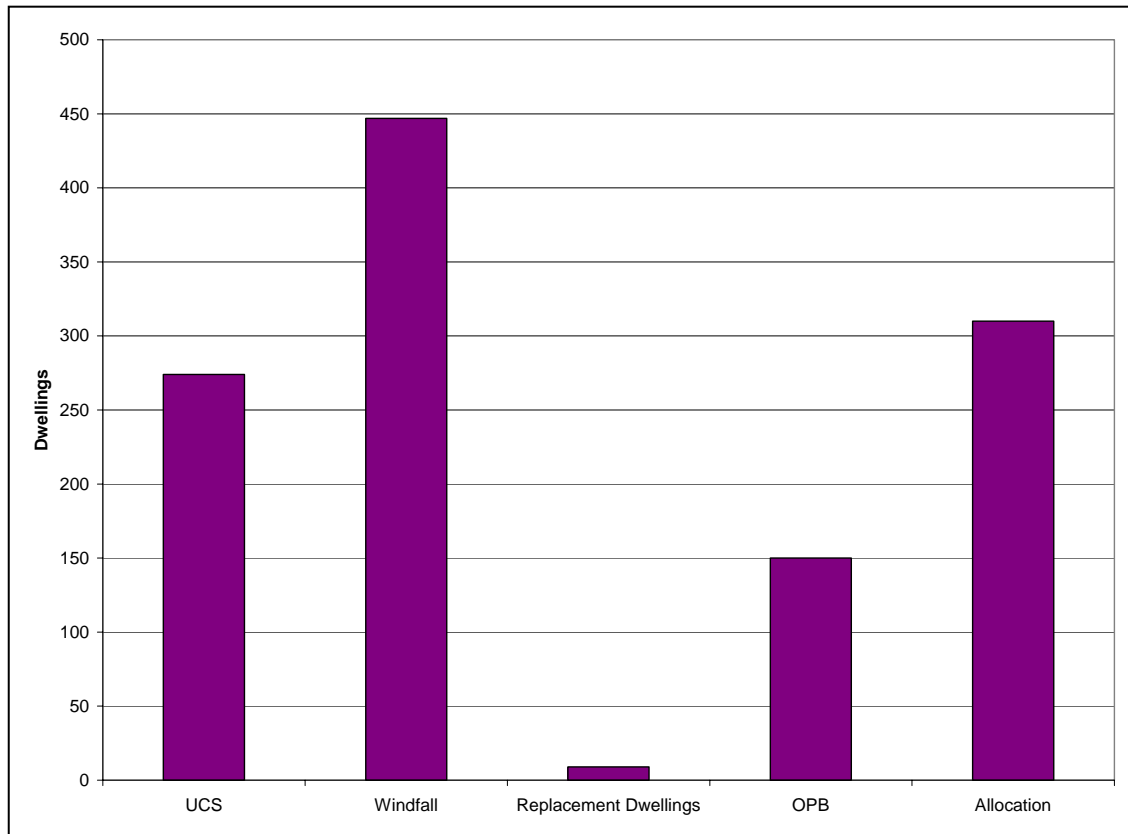
9.5 The chart illustrates the proportion of dwellings, by source, that could be provided within the District during the Plan period. The total figures include sites that have already been granted planning permission, as well as sites identified by the City Council that could be completed by 2011. It should be noted that the total figure of 4,833 does not include any projection of supply, but only identified sources of supply. Figure 9 provides a breakdown of the sources of supply already in the pipeline with planning permission.

9.6 The total potential supply identified by the City Council exceeds the remaining element of the Structure Plan requirement of 3,430 by 1,403 dwellings. Although it now seems unlikely that all of the sites identified in the Urban Capacity Study will be developed by 2011, experience suggests that the contribution of windfall sites will offset any underperformance of UCS sites. Even if the total projection is discounted to reflect this, it is not considered necessary to identify any additional land for housing through the Local Plan Review in order to meet the strategic requirement.

## Development in the pipeline

- 9.7 As of April 2004, there were 1190 dwellings outstanding with planning permission, which equates to 35% of the remaining Structure Plan requirement (3,430). The following graph illustrates the source of these permissions.

**Figure 9: Development in the pipeline (with planning permission )**



- 9.8 While the total number of dwellings in the pipeline has fallen from the 1253 existing at April 2003, this can be partly attributed to the high level of completions that occurred during 2003/04, particularly on allocated sites. The breakdown of the supply in the pipeline in comparison to what was outstanding at April 2003 shows that there has been a rise on UCS sites and windfall sites, illustrating the supply of land that has been created through the policies contained within the Local Plan Review. Typically these are small infill development opportunities, often created through the subdivision of existing curtilages, and the policies contained within the Local Plan Review have allowed new areas of developable land to come forward to aid the delivery of the strategic requirement. With regard to allocated sites, as there is a finite supply of dwellings from this source, the outstanding supply in the pipeline will fall as dwellings are completed. It should be noted, however, that only large allocated sites with detailed planning permission have been included within the pipeline data (Figure 9), with the total supply remaining included within the Figure 8 above. Other sites included in Figure 8 have an additional estimated capacity of 576 dwellings (including an estimated 360 at Broadway/Friarsgate), giving the total of 886 contained in Figure 8.
- 9.9 The number of dwellings outstanding with planning permission at April 2004 represents 2.4 years of the annual completion rate needed to meet the outstanding baseline strategic requirement (490 dwellings per annum). However, within this requirement of 3,430 dwellings, or 490 per annum, there is a requirement to provide for 2000 dwellings at the West of Waterlooville MDA. Looking only at the non-MDA requirement, the supply needed is 1,430, or 204 dwellings per annum with the total number of non-MDA dwellings with planning permission at April 2004 equates to 6 years of the annual completion

rate needed. The number of dwellings in the pipeline will of course increase significantly once planning permission has been granted for the MDA.

### **Meeting the strategic requirement (1996-2011)**

- 9.10 With 3,430 dwellings still to be provided by 2011, the average number of completions needed to meet the strategic requirement over the next 7 years equates to 490 dwellings per annum. This annual requirement is lower than the completion rate that has been achieved over the last 2 years, and lower than the predicted yield expected to occur in 2004-2005, given the outstanding supply and large site phasing estimates. It is acknowledged that the supply from sites allocated within the Local Plan will slow during the Plan period, although it will increase again when the MDA at West of Waterlooville starts providing completions.
- 9.11 As there was no planning permission granted in respect of the MDA at West of Waterlooville at April 2004, the 2000 dwellings required in the MDA distorts the picture somewhat. Of the 1,430 non-MDA dwellings still needed to be provided by 2011, 1190, or 83%, already have planning permission at April 2004. Even applying a non-implementation rate of 4.7% (based on past trends within the District) to this supply would suggest that 1134, or 79% of the strategic requirement has already been granted planning permission: 7 years from the end of the Plan period.
- 9.12 Given the high proportion of development already in the pipeline, plus the outstanding potential on UCS sites, potential windfall sites and the Broadway/Friarsgate mixed-use development yet to come forward, it is expected that the number of completions on non-MDA sites will comfortably exceed the non-MDA requirement of 1,430 dwellings by 2011. The only uncertainty relates to the number of dwellings likely to be developed at the West of Waterlooville MDA during the Local Plan Review period. It is currently expected that any shortfall in the delivery of 2000 dwellings at West of Waterlooville will be off-set by completions from other sources, achieving the full strategic requirement during the Plan period without the need for further greenfield allocations.

## **10 Way forward / future monitoring**

- 10.1 The Housing Monitoring Report will be produced annually taking into account the residential permissions and completions from the previous year (April–March) and will continue to provide an annual update of where new housing development is being provided and its progress to meeting the District's strategic requirement for housing. The Council will, in future, be required to produce an Annual Monitoring Report by December of each year. Future Housing Monitoring Reports will be incorporated into the Annual Monitoring Report process.
- 10.2 The Local Plan Review indicates that a full review of the Urban Capacity Study will be undertaken by 2006. This work will need to form part of the process of producing an evidence-base for the Council's Local Development Framework and new policies to reflect the provisions of the emerging South East Plan. The timing of the review of the UCS may therefore need to be adjusted to tie in with this process.