

CABINET

4 FEBRUARY 2009

DRAFT ASSESSMENT OF THE NEED FOR LOCAL RESERVE SITE RELEASES

REPORT OF THE HEAD OF STRATEGIC PLANNING

Contact Officer: Steve Opacic Tel No: 01962 848101

RECENT REFERENCES:

CAB1363 – Assessment of the Need for Local (Housing) Reserve Site Releases 2007 (Cabinet 13 December 2006).

CAB1435 - Local (Housing) Reserve Site Releases 2007 – Results of Consultation (Cabinet 28 March 2007)

EXECUTIVE SUMMARY:

Policy H.2 of the Winchester District Local Plan Review allocates 4 'Local Reserve Sites' which are to be released only if monitoring indicates that they will be needed to meet the Structure Plan's housing requirement for the District. The Council has adopted a Supplementary Planning Document indicating that the possible need for one or more of the sites to be released is to be reviewed annually. An 'Assessment of the Need for Local Reserve Site Release' was published for consultation in January 2007, following which Cabinet resolved that it was not necessary to release any Local Reserve Sites at that stage.

No report was produced in 2008 as work was still on-going on the Strategic Housing Land Availability Assessment (SHLAA). The initial results of the SHLAA have now been produced and contributed to the production of the 2009 Assessment, which is appended to this report. Government advice (PPS3) now also requires local authorities to identify a 5-year supply of available land and the Assessment fulfils this purpose too. It therefore looks 5 years ahead, beyond the Local Plan period, and concludes that an adequate supply of land can be maintained and that no Local Reserve Sites need to be released at this stage. It is recommended that the Assessment be published for consultation, alongside the draft SHLAA.

RECOMMENDATIONS:

- 1 That the Head of Strategic Planning be given delegated authority to make minor editorial changes to the 'Assessment of the Need for Local Reserve Site Release & Land Availability Assessment 2009', in consultation with the Portfolio Holder for Planning and Access, prior to its publication, including any minor changes resulting from the completion of the SHLAA.
- 2 That the results of the draft 'Assessment of the Need for Local Reserve Site Release & Land Availability Assessment 2009' (Appendix 1) be noted and that the document be published for consultation, along with the Strategic Housing Land Availability Assessment.

CABINET4 FEBRUARY 2009DRAFT ASSESSMENT OF THE NEED FOR LOCAL RESERVE SITE RELEASESDETAIL:1. Introduction

1.1. The Winchester District Local Plan Review 2006 includes a policy (H.2) allocating four sites as 'Local Reserve Sites', as follows:

- | | | |
|---|---|---------------|
| • | Pitt Manor, Winchester | 200 dwellings |
| • | Worthy Road/Francis Gardens, Winchester | 80 dwellings |
| • | Little Frenchies Field, Denmead | 70 dwellings |
| • | Spring Gardens, New Alresford | 35 dwellings |

1.2. Policy H.2 makes clear that these sites are only to be released if needed to meet a potential shortfall of housing to meet the Structure Plan's housing requirement for the District. The Local Plan Review therefore requires that housing provision and land availability is monitored regularly, to assess whether one or more of the Local Reserve Sites should be released. This was to be done in conjunction with the production of the Annual Monitoring Report (AMR), in December of each year.

1.3. A detailed 'Assessment of the Need for Local Reserve Site Release' was undertaken in 2006 and published for consultation in 2007, in order to reach a conclusion as to whether any of the Local Reserve Sites needed to be released. The Assessment concluded, and Cabinet subsequently agreed following consultation, that no Local Reserve Sites (LRS) needed to be released at that time.

1.4. It had been intended that such assessments would be undertaken annually but no assessment was produced in 2008 because work was underway on a 'Strategic Housing Land Availability Assessment' (SHLAA) as required by Planning Policy Statement 3: Housing (PPS3). It had been intended that the results of the SHLAA would be available to produce a Local Reserve Sites assessment in 2008 but the SHLAA proved to be a more extensive exercise than expected, which was only completed in draft in late 2008.

1.5. A further requirement of PPS3 is that local authorities should be able to demonstrate an up-to-date 5-year supply of deliverable sites for housing. The production of the SHLAA enables monitoring to be undertaken to establish whether adequate housing land is available and for the purposes of ensuring that adequate provision for development is made through the Local Development Framework (LDF). Local Plan Policy H.2 only relates to the period covered by the Structure Plan and Local Plan (to March 2011), but PPS3's requirement to maintain a 5-year land supply extends the period beyond 2011. The Assessment of the need to release Local Reserve Sites is

therefore also a statement of the 5-year land supply situation in Winchester District, in accordance with PPS3 requirements.

- 1.6. It is being recommended that the Assessment of the need to release Local Reserve Sites is published for consultation, alongside the draft SHLAA. This will enable people to comment on the methodology and results of the SHLAA, which have been used in assessing the adequacy of housing land availability. Work is currently underway to finalise the SHLAA so that it can be published for consultation. This may result in minor changes to the estimated contribution of SHLAA sites, but these are expected to be very limited and will not affect the overall conclusions. Delegated authority is sought to incorporate these changes in the Assessment, as necessary.

2. Conclusions of the Assessment

- 2.1. The Assessment compares the requirements for housing provision (set out in the Hampshire County Structure Plan and the emerging South East Plan) with the estimated supply of housing from various sources. Government advice is followed in terms of calculating the housing requirement and supply, particularly in relation to the 'deliverability' of sites, which is a key issue emphasised in PPS3. Appendix 1 sets out the methodology used in more detail.
- 2.2. PPS3 requires that local authorities should be able to demonstrate a 5-year supply of deliverable housing sites. Government advice is that consideration should be given to 2 monitoring periods: from the beginning and end of the current monitoring year, which in this case means considering base-dates of April 2008 and April 2009. Comparison of the 5-year requirements with the available supply suggests that considerably more than 5 years' supply is available in the 2008-2013 5-year period, with a smaller surplus in the 2009-2014 period:

Land Requirements and Supply

Period:	PUSH	Non-PUSH	District
2008-2013			
Requirement	N/A	N/A	2412
Supply	1648	1844	3492
Surplus (years supply)	N/A	N/A	1080 (7.2 yrs)
2009-2014			
Requirement	1685	1375	3060
Supply	1867	1664	3531
Surplus (years supply)	+182	+289	471 (5.7 yrs)

- 2.3. Adequate provision has been made to meet the Hampshire County Structure Plan requirements, which form the bulk of the 2008-2013 requirement. When the South East Plan comes into effect in 2009 it will replace the Structure Plan and bring about a significantly higher housing requirement. It will also split the District's requirement between the PUSH (Partnership for Urban South Hampshire) and non-PUSH parts of the District.
- 2.4. Given the 30+% increase in the District housing requirement between the Structure Plan and South East Plan, it is not surprising that the new requirement is less easily

met. Work on the LDF Core Strategy shows that major new greenfield allocations will be needed to meet the housing requirements in the South East Plan, particularly within the PUSH area. Nevertheless, the development of the West of Waterlooville MDA is expected to enable an adequate supply of land in the PUSH area until the other strategic allocations come on-stream.

3. Conclusion

- 3.1. The Assessment therefore concludes that no Local Reserve Sites need to be released at that stage. However, there is a need to bring forward strategic housing allocations in the medium term, through the LDF Core Strategy, and this is being progressed. It is recommended that the City Council invites the comments of stakeholders and interested parties on the conclusions of this Assessment. These comments will then be considered before the matter is brought back to Cabinet for a formal decision on whether any Local Reserve Site releases are needed for the coming year.
- 3.2. There is a planning application currently under consideration for one of the Local Reserve Sites (Francis Gardens), and indications that others may shortly be submitted. It is therefore important that the Council produces a land availability assessment, to provide evidence to help determine these applications or to inform any future appeals.

OTHER CONSIDERATIONS:

4. CORPORATE STRATEGY (RELEVANCE TO):

- 4.1. The Council's Corporate Strategy (2008 – 2013) identifies a High Quality Environment as a priority, including to 'use the planning system to promote the building of new homes to both meet local needs and Government set targets while protecting local character through sensitive, high quality design and appropriate densities'.

5 RESOURCE IMPLICATIONS:

- 5.1 None directly.

BACKGROUND DOCUMENTS:

Statistics relating to housing provision, held in the Strategic Planning Division.

APPENDICES:

Appendix 1: Assessment of the Need for Local Reserve Site Release & Land Availability Assessment 2009.

Winchester District Local Plan Review

**Assessment of the Need for Local Reserve Site Release
& Land Availability Assessment**

February 2009

1 **Background**

- 1.1 The Winchester District Local Plan Review 2006 includes a policy (H.2) allocating four sites as 'Local Reserve Sites', as follows:
- Pitt Manor, Winchester - 200 dwellings
 - Worthy Road/Francis Gardens, Winchester - 80 dwellings
 - Little Frenchies Field, Denmead - 70 dwellings
 - Spring Gardens, New Alresford - 35 dwellings
- 1.2 These sites are only to be released if monitoring indicates that the Hampshire County Structure Plan's 'baseline' housing requirement for the District is unlikely to be met within the Local Plan period. The Local Plan Review therefore requires that housing provision and land availability is monitored regularly, to assess whether one or more of the Local Reserve Sites should be released. This is to be done in conjunction with the production of the Annual Monitoring Report (AMR), in December of each year.
- 1.3 An assessment of the need for the release of Local Reserve Sites was last produced in January 2007. It had been intended that such assessments would be undertaken annually but no assessment was produced in 2008. This was because work was underway on a 'Strategic Housing Land Availability Assessment' (SHLAA) as required by Planning Policy Statement 3: Housing (PPS3). It had been intended that the results of the SHLAA would be available to produce a Local Reserve Sites assessment in 2008 but the SHLAA proved to be a more extensive exercise than expected, which was only completed in draft in late 2008.
- 1.4 A further requirement of PPS3 is that local authorities should be able to demonstrate an up-to-date 5-year supply of deliverable sites for housing. The production of the SHLAA enables monitoring to be undertaken to establish whether adequate housing land is available and for the purposes of ensuring that adequate provision for development is made through the Local Development Framework (LDF).
- 1.5 Although Local Plan Policy H.2 only relates to the period covered by the Structure Plan and Local Plan (to March 2011), PPS3's requirement to maintain a 5-year land supply effectively extends the requirement to

monitor housing provision and maintain an adequate supply indefinitely. PPS3 and subsequent advice also establishes requirements for assessing whether sites are 'deliverable'. This assessment of the need to release Local Reserve Sites is therefore also intended as a statement of the 5-year land supply situation in Winchester District, in accordance with PPS3 requirements.

- 1.6 The Annual Monitoring Report (published separately) includes a 'trajectory' of expected future housing development rates. The information contained in the AMR is based on the initial results of the SHLAA. This Assessment of the need to release Local Reserve Sites is being published for consultation alongside the draft SHLAA to enable people to comment on the methodology and results of the SHLAA, which have been used in assessing the adequacy of housing land availability.
- 1.7 The methodology for assessing land availability which is used in this assessment draws on published Government advice on the matter, the main sources being:
 - 'Planning Policy Statement 3 (PPS3): Housing' (Department of Communities and Local Government 2006);
 - 'Strategic Housing Land Availability Assessment Practice Guidance' (Department of Communities and Local Government 2007);
 - 'Demonstrating a 5 Year Supply of Deliverable Sites' (advice produced by the Department of Communities and Local Government for the Planning Inspectorate 2007);
 - 'Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008' (Department of Communities and Local Government).

All these documents can be viewed on the Communities and Local Government web site (www.communities.gov.uk) or the Planning Inspectorate's web site (www.planning-inspectorate.gov.uk).

2 Process and Consultation

- 2.1 The process for assessing the need for the release of Local Reserve Sites (LRSs) is set out in the 'Implementation of Local (Housing) Reserve Sites Policy', adopted as a Supplementary Planning Document (SPD) in July 2006. The procedure envisages the publication of this Assessment in December, alongside the AMR, followed by public consultation. Representations on this Assessment would then be considered by the Council, before reaching a decision on whether to release any of the Local Reserve Sites in early spring.
- 2.2 More recent requirements, as set out in PPS3 and other Government advice, must also be taken into account. The programme for producing

this Assessment, and for consulting on it, is slightly later than envisaged by the Local Reserve Sites SPD due to the need to complete work on the SHLAA.

- 2.3 This Assessment is therefore published for consultation and representations on it are invited by **xxx April 2009**. These should be in writing and sent to:

Head of Strategic Planning
Winchester City Council
City Offices
Colebrook Street
Winchester
SO23 9LJ

email: ldf@winchester.gov.uk

3 Policy Requirements for Housing Provision

- 3.1 The Hampshire County Structure Plan 1996-2011 (Review) requires the provision of 7,295 dwellings within Winchester District in the period of the Structure Plan (1996-2011). This is the 'baseline' requirement which the Local Reserve Sites exist to help meet, if needed. Because the Structure and Local Plans extend only to 2011 it is necessary for this Assessment to look further ahead than this, to meet the requirement to demonstrate a 5-year supply of housing land.
- 3.2 The Structure Plan's housing requirement (7,295 dwellings from 1996-2011) would need an average annual rate of development of 486 dwellings per annum. Net completions in Winchester District from April 1996 to March 2008 have totalled 6,107 dwellings, which is almost 5% above the annualised Structure Plan requirement of 5,832 (486 x 12 years). At April 2008 the remaining Structure Plan requirement was 1,188 dwellings (7,295 total requirement minus completions of 6,107).
- 3.3 The South East Plan will replace the Structure Plan when it is adopted, which is expected to be in early 2009. The housing requirements of the South East Plan are higher for Winchester District than those in the Structure Plan. They also specify separate requirements for the part of the District in the 'PUSH' (Partnership for Urban South Hampshire) area and the non-PUSH part of the District. Once adopted, the South East Plan's housing requirements apply from 2006-2026.
- 3.4 The housing requirements in the South East Plan have increased as the document has been subject to consultation and examination, as follows:

- Winchester District requirement: South East Plan as submitted to Government 2006 = 10,439 dwellings (522 dwellings per annum)
- Winchester District requirement: Examination in Public Panel's recommendations to Government 2007 = 12,239 dwellings (612 dwellings per annum)
- Winchester District requirement: Secretary of State for Communities' Proposed Changes 2008 = 12,740 dwellings (637 dwellings per annum)

The annual requirement in the Secretary of State's Proposed Changes is 31% higher than the Structure Plan's annual requirement. Even if the requirement changes again before the South East Plan is finally adopted it is clear that its requirements will be significantly higher than those in the Structure Plan.

- 3.5 There has been recent consultation on the Secretary of State's Proposed Changes, during which the City Council highlighted and objected to various factual errors in the reasoning for the Secretary of State's increased housing requirement for the non-PUSH part of the District. The actual requirement will not be known with certainty until the South East Plan is finally adopted but, because of the outstanding objections to the Secretary of State's Proposed Changes, these are not used to calculate the South East Plan's housing requirements. Instead the EIP Panel Report recommendations are used in this Assessment.
- 3.6 This is consistent with advice in 'Demonstrating a 5 Year Supply of Deliverable Sites' (paragraph 5):

"Local Planning Authorities should use, where available, housing provision figures in adopted Development Plans, adjusted to reflect the level of housing that has already been delivered (within the lifetime of the current plan). Where housing figures are not available in the Development Plan for the following 5 years, Local Planning Authorities should make the best available estimate of the level of housing required over the full 5-year period. For example, this may include having regard to the evidence underpinning the housing provision policies in the emerging Regional Spatial Strategy, projecting forward based upon current Development Plan figures or drawing on other relevant and up-to-date information."

The 'Development Plan' consists of the Structure Plan and Local Plan which both only cover the period to March 2011, not a full 5-year period. Accordingly, it is necessary to make the best available estimate of the 'missing' requirement and the EIP Panel Report's recommendations, and the evidence underpinning them, are considered the best basis for this. Projecting forward current Development Plan figures is not a realistic option, given the likely increase in the scale of the requirement.

- 3.7 There have been significant fluctuations in housing provision over the Structure Plan period, as illustrated by the trajectory in the AMR 2008. Housing completions declined rapidly from a peak of 850 in 1997/98 to a low of 241 in 2000/01. They since recovered every year until 2004/05, when they peaked at 694, and have since dropped back to about 500 or more in the last 3 years. Completions have averaged 569 dwellings per annum in the last 5 years.
- 3.8 Prospects for the housing market are currently very uncertain, with house prices nationally currently falling. The current shortage of mortgage availability is stifling the housing market, despite a continuing need for housing. However, the local housing market is traditionally stronger and the Central Hampshire and New Forest Housing Market Monitoring Report 2008 (DTZ, December 2008) shows that in almost all parts of Winchester District house prices continued to rise in the period August 2007-August 2008. Nevertheless, the volume of housing transactions has fallen by half in Central Hampshire as a whole (about a third in Winchester District). DTZ considers that the national economy will show negative growth during 2009, with perhaps marginal positive growth in 2010.
- 3.9 The 'Residential Property Focus' (Savills Research, Winter 2008) estimates that average UK house prices will fall by 11% in 2009. However, the report suggests this will result in the market overcorrecting, leading to a 'bounce back' in 2011 once economic growth is restored and the credit crisis has eased. Savills suggest that house price inflation could be at 10% by 2012 and quote Treasury forecasts which also envisage economic growth of 2-3% by 2011-12. Savills estimate that the situation in the South east will be more positive, with small house price increases in 2010, reaching 14% by 2011, before levelling off.
- 3.10 It is clear that house building rates are likely to level off or drop for the next year or 2, but latent demand could be released once mortgage availability improves, leading to demand returning quite quickly. Whilst there is uncertainty about future prospects, what is certain is that the Government has not so far reduced the housing requirements. Therefore, land availability must be judged against planned targets unless these are changed through the adoption of the South East Plan. The predicted 'bounce-back' of the housing market, especially in the South East, would be within the 5-year period under consideration so it remains important to maintain an adequate land supply.
- 3.11 Government advice in 'Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008' is that assessment of housing land availability should be forward looking, not just be based at a

previous base date. Therefore the situation at a base date of April 2009 is considered, as well as at a base date of April 2008:

- **An April 2008 base-date produces a 5-year requirement of 2412 dwellings** (Structure Plan from 2008-2011 [3 years] + SE Plan 2011-2013 [2 years] = 1188 remaining from Structure Plan + 1224 SE Plan requirement [EIP Panel Report] = 2412 dwellings)
- **An April 2009 base-date produces a 5-year requirement of 3060 dwellings** (South East Plan [EIP Panel Report] from 2009-2014 = 3060 dwellings. Note: this is based on an annual average requirement of 612 dwellings per annum and does not take account of completions up to 2009 as this data is not yet available)

3.12 The figures above are District-wide requirements. It is not possible to calculate PUSH/non-PUSH requirements using the Structure Plan because it only gives a District-wide figure. The 5-year requirement under the South East Plan (EIP Panel Report) is 1685 dwellings for the PUSH area, and 1375 dwellings for the non-PUSH part of the District (totalling 3060 for the District). Once the South East Plan is adapted, it requirements for different parts of the District will not be interchangeable.

3.13 The sections below consider the prospects for achieving the required level of provision and whether, at the respective base dates, it appears that any action is needed to maintain an adequate land supply, including whether the Local Reserve Sites need to be drawn upon.

4 Housing Supply

4.1 The Council's Annual Monitoring Report (AMR) was published in December 2008 and uses the interim results of the Strategic Housing Land Availability Assessment (SHLAA). These documents have been produced in accordance with Government advice, in particular the 'Strategic Housing Land Availability Assessment Practice Guidance' (Department of Communities and Local Government 2007). They indicate 5 key sources of housing land supply, which are considered below.

Commitments and Planning Permissions

4.2 These are sites which, at April 2008, have planning permission or are allocated in a statutory development plan. They have, therefore, been through the planning process and have a strong certainty of being developed. Large sites (10 or more dwellings) are individually assessed by Hampshire County Council on an annual basis (see Annex A). The likely timing and profile of development takes account of known progress, constraints, developers' plans and discussions with the local planning

authority. The estimated supply from sites which are committed/permited is as follows:

Table 1: Large Sites (10 or more dwellings)

Period:	PUSH	Non-PUSH	District
2008-2013	1186	755	1941
2009-2014	1429	763	2192

Table 2: Small Sites (less than 10 dwellings)

Period:	PUSH	Non-PUSH	District
2008-2013	125	344	469
2009-2014	71	196	267

- 4.3 For all sites with planning permission, the Council has written to the applicant in an attempt to double check that there remains development interest and to clarify expected implementation dates. Although this was in late 2007, it has formed a useful input to developing profiles for the larger sites. It also helps to identify whether there needs to be any non-implementation allowance made for smaller sites. On the basis of this information, combined with work on the take-up of small site permissions undertaken for the Local Plan Review, a non-implementation discount of 3% has been applied to small sites with planning permission (included in the figures above). For large sites, any delay in implementation is already taken into account in the profile for each site.

Sites Identified in the SHLAA

- 4.4 The Strategic Housing Land Availability Assessment (SHLAA) is published for consultation alongside this document. The methodology used to produce it reflects Government advice ('Strategic Housing Land Availability Assessment Practice Guidance'). As the SHLAA identifies specific sites with development potential the Council can be certain that there is no double-counting with sites which already have planning permission (dealt with above).
- 4.5 The SHLAA only assesses sites capable of accommodating 5 or more dwellings. This is because of the size of the District, the potential number of sites involved and the difficulty in estimating capacity and development timing for a large number of small sites. The SHLAA maps each site which it estimates will contribute to dwelling supply in any of three time periods: 2006-2011, 2011-2016, and 2016-2021.

- 4.6 The periods being assessed (2008-2013 and 2009-2014) do not match the SHLA time periods. Therefore, for the purposes of estimating the contribution of sites to a 5-year land supply, an appropriate proportion of the undeveloped dwellings expected in the relevant SHLAA period has been calculated. The results are as follows.

Table 3: SHLAA Sites (5 or more dwellings)

Period:	PUSH	Non-PUSH	District
2008-2013	295	637	932
2009-2014	304	543	847

Small Sites Allowance

- 4.7 As the SHLAA only considers sites capable of accommodating 5 or more dwellings, it is appropriate to allow for the contribution of smaller sites. These have traditionally formed a significant and consistent component of land supply and are expected to continue to do so. In order to avoid any risk of double-counting with small sites which already have planning permission (Table 2 above), the small site allowance only relates to the period from 2011 onwards. Most small sites with planning permission are expected to be completed by 2011 and the few that are not have been discounted to avoid any overlap between small sites with planning permission and the small sites allowance.

Table 4: Small Sites Allowance (less than 5 dwellings)

Period:	PUSH	Non-PUSH	District
2008-2013	42	108	150
2009-2014	63	162	225

Strategic Allocations

- 4.8 In order to meet the housing requirements of the South East Plan it will be necessary to make substantial new greenfield housing releases. The West of Waterlooville Major Development Area is already planned and its contribution is included within the large site commitments (Table 1 above). The Local Development Framework (LDF) Core Strategy will establish the development strategy for the District over the next 15-20 years. The Core Strategy will also make a number of additional 'strategic allocations' in accordance with this strategy, at Winchester, Whiteley and West of Waterlooville, which may amount to 6000 or more dwellings.
- 4.9 It is anticipated that these areas will start to deliver housing from 2012/13 onwards. Although this is within the 5-year period, no allowance is made

for these strategic sites as the Core Strategy has yet to be independently examined and then adopted. These sites could not, therefore, be regarded as ‘deliverable’ within the terms of Government guidance.

- 4.10 Nevertheless, the fact that major new land allocations are needed and will have a long lead-in period before being delivered should be taken into account in the assessment of land availability – it would not be realistic to think that the major increases in provision required by the South East Plan can be delivered immediately, and nor should they be delivered in an unplanned way.

Table 5: Total 5-Year Land Supply

Period:	PUSH	Non-PUSH	District
2008-2013			
Commitments (large)	1186	755	1941
Commitments (small)	125	344	469
SHLAA Sites	295	637	932
Small Sites Allowance	42	108	150
Strategic Sites	-	-	-
TOTAL	1648	1844	3492
2009-2014			
Commitments (large)	1429	763	2192
Commitments (small)	71	196	267
SHLAA Sites	304	543	847
Small Sites Allowance	63	162	225
Strategic Sites	-	-	-
TOTAL	1867	1664	3531

5 Risk Assessment

- 5.1 The methodologies used to determine the housing requirement and supply reflect Government advice. This emphasises the deliverability of sites and the Council has sought to ensure that only deliverable sites are included. Almost all of the sites are specific identifiable sites which either have planning permission, are allocated in the adopted development plan or have been identified and tested through the SHLAA process. The only exception is the small site allowance. Nevertheless, small housing sites are a consistent source of housing in the District, which have proved over time to be at least as reliable and resilient as larger allocations.
- 5.2 Given the emphasis on deliverability, it is not necessary to include any discounting to allow for uncertainty. While such an assessment cannot be a precise science, if anything it errs on the side of caution. For example, no allowance is made for new strategic allocations which have

yet to progress through the planning process, even though these may contribute housing during the 5-year period.

5.3 The main source of uncertainty relates to the current economic climate, not to the availability of land. The likely deliverability of most sites was assessed in Spring 2008. This is a valid basis for the 2008-2013 assessment. However, the housing market and the general economic situation is very uncertain, although account has been taken of economic forecasts. Despite the uncertainty, there are a number of reasons to believe that the assessments are as robust as can be achieved in the current economic climate:

- There remains considerable need/demand for housing which is being frustrated by the lack of available finance rather than by lack of housing land. Some commentators predict a rapid 'bounce back' once financial liquidity returns (as early as 2011) and this could offset any delays in the early part of the 5-year period;
- Winchester has one of the strongest housing markets in Hampshire and housing transactions have not been affected as badly as in other areas. It is also a wealthy area where some people are less reliant on mortgages. The District is, therefore, likely to suffer less than other parts of Hampshire or the country;
- Even if delivery is delayed, this will shift supply from the 2008-2013 period (where there is currently a surplus) to the 2009-2014 period (where there is a shortfall);
- If financial liquidity does not return there will be no demand for the levels of housing required within the 5-year period, as buyers will not be able to finance acquisitions and new house-building will decline. Releasing additional land in these circumstances would do nothing to address the fundamental problem and may further deflate the local housing market.

5.4 Even if the financial situation results in some sites being delayed, the comparison of requirements and supply below (Table 6) indicates that supply comfortably exceeds the requirements, for both the 2008 and 2009-based assessments. There is, therefore, scope for a number of the sites to be delayed, or even not developed at all, without affecting the conclusion that an adequate 5-year land supply can be demonstrated.

6 Conclusion

6.1 Comparison of the 5-year requirements with the available supply produces the following results:

Table 6: Land Requirements and Supply

Period:	PUSH	Non-PUSH	District
2008-2013			
Requirement	N/A	N/A	2412
Supply	1648	1844	3492
Surplus (years supply)	N/A	N/A	1080 (7.2 yrs)
2009-2014			
Requirement	1685	1375	3060
Supply	1867	1664	3531
Surplus (years supply)	+182	+289	471 (5.7 yrs)

- 6.2 It is clear that adequate provision has been made to meet the Hampshire County Structure Plan requirements, which form the bulk of the 2008-2013 requirement. Given that Policy H.2 of the Local Plan Review is directed specifically at meeting the Structure Plan requirement, there is no justification for releasing Local Reserve Sites. When the South East Plan comes into effect in 2009 it will replace the Structure Plan and will require a new set of planning policies to achieve its requirements. These will be provided through the LDF Core Strategy.
- 6.3 Although advice in 'Regional Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008' (Department of Communities and Local Government) suggests the need to consider land availability at a 2009 base-date, this requires an assumption to be made about the content of the adopted South East Plan. As the Plan has not yet been adopted, the weight accorded to the 2009-2014 should be less than for the 2008-2013 calculation.
- 6.4 The imminent adoption of the South East Plan will increase the housing requirement from 2009 onwards, reducing the amount by which supply exceeds the requirement (although supply still comfortably exceeds the requirement). Such a reduction is not surprising given the 30+% increase in the District requirement between the Structure Plan and South East Plan. Not only has the requirement increased, much of the increase has arisen recently, through the EIP Panel's recommendation and Secretary of State's Proposed Changes.
- 6.5 Major new greenfield allocations will be needed to meet the housing requirements in the South East Plan. Within the PUSH area there will be a need to allocate at least 4000 dwellings, in addition to the 1500 dwellings already planned for the Winchester District part of the West of Waterlooville MDA. Therefore, of a total requirement of 6740 dwellings, at

- least 5500 will be on major greenfield allocations. A significant lead time is needed to plan for these developments and currently only West of Waterlooville MDA is at an advanced planning stage. The development of the MDA is expected to enable an adequate supply of land in the PUSH area until the other strategic allocations come on-stream.
- 6.6 Some difficulty in meeting the South East Plan requirement would, therefore, be understandable in the short-term, especially within the PUSH area. However, the land releases that will be needed to meet these requirements are of a 'strategic' scale and should therefore be addressed in the LDF Core Strategy, rather than by making ad hoc land releases in advance. The LDF process is underway and the Core Strategy will release adequate strategic allocations to meet the requirement. This is the most appropriate and timely way to bring forward the areas that will be needed for development.
- 6.7 In view of the considerations above, the Council proposes not to release any of the Local Plan's Local Reserve Sites at this stage. The need to bring forward strategic housing allocations in the medium term, through the LDF Core Strategy, is however fully recognised. The Council is already seeking to progress its Core Strategy as quickly as possible, given the various requirements for evidence collection and recent changes to procedures. Discussions are underway with the prospective developers of various potential strategic allocations at Winchester, Whiteley and West of Waterlooville so that, if these sites feature in the proposed submission version of the Core Strategy, they can be delivered quickly by willing developers.
- 6.8 The City Council invites the comments of stakeholders and interested parties on the conclusions of this Assessment. It will consider these comments before formally deciding whether any Local Reserve Site releases are needed for the coming year.

CAB1790 - Annex A

Large sites estimated supply: PUSH

ADDRESS	STATUS	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Totals
ABBEY MILL STATION ROAD BISHOPS WALTHAM SOUTHAMPTON	NOT STARTED	0	0	40	30	0	0	2008 – 2013 70
								2009 – 2014 70
WEST OF WATERLOOVILLE LONDON ROAD WATERLOOVILLE	NOT STARTED	0	100	249	299	300	250	2008 – 2013 948
								2009 – 2014 1198
TOUCHWOOD CHURCH ROAD SHEDFIELD SOUTHAMPTON	NOT STARTED	0	0	10	0	0	0	2008 – 2013 10
								2009 – 2014 10
BUENA VISTA HAMBLEDON ROAD DENMEAD	NOT STARTED	0	11	0	0	0	0	2008 – 2013 11
								2009 – 2014 11
CORTUSEL LTD NEW ROAD SWANMORE SOUTHAMPTON	UNDER CONSTRUCTION	7	0	0	0	0	0	2008 – 2013 7
								2009 – 2014 0
NEWLANDS HAMBLEDON ROAD DENMEAD WATERLOOVILLE	NOT STARTED	0	9	0	0	0	0	2008 – 2013 9
								2009 – 2014 9

ADDRESS	STATUS	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Totals
AUDRUICQ WINCHESTER ROAD BISHOPS WALTHAM	UNDER CONSTRUCTION	5	6	0	0	0	0	2008 – 2013 11
								2009 – 2014 6
WHITELEY FARM WHITELEY FAREHAM	1000 DWELLINGS BUILT/OCCUPIED, REST NOT STARTED	0	0	25	25	0	0	2008 – 2013 50
								2009 – 2014 50
AREA 2 LADY BETTYS DRIVE WHITELEY FAREHAM	NOT STARTED	0	0	0	0	0	25	2008 – 2013 0
								2009 – 2014 25
KNOWLE VILLAGE MAYLES LANE KNOWLE FAREHAM	UNDER CONSTRUCTION	20	40	10	0	0	0	2008 – 2013 70
								2009 – 2014 60
Total Supply		32	166	334	354	300	275	2008 – 2013 1186 2009 – 2014 1429

Large sites estimated supply: Rest of District

ADDRESS	STATUS	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Totals
PENINSULA BARRACKS WINCHESTER	135 BUILT/OCCUP IED, 2 NOT STARTED	0	0	0	0	2	0	2008 – 2013 2
								2009 – 2014 2
47 WEST STREET ALRESFORD	11 DWELLINGS COMPLETED REST NOT STARTED	0	3	0	0	0	0	2008 – 2013 3
								2009 – 2014 3
AREA BETWEEN BROADWAY & FRIARSGATE WINCHESTER	NOT STARTED	0	0	100	169	0	0	2008 – 2013 269
								2009 – 2014 269
SOUTHDOWN SCHOOL SHEPHERDS LANE COMPTON WINCHESTER	UNDER CONSTRUCTI ON	13	0	0	0	0	0	2008 – 2013 13
								2009 – 2014 0
TOWNSEND NORTHEND LANE DROXFORD	NOT STARTED	-1	10	0	0	0	0	2008 – 2013 9
								2009 – 2014 10

ADDRESS	STATUS	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Totals
LAND AT MOORSIDE ROAD WINNALL WINCHESTER	NOT STARTED	0	12	0	0	0	0	2008 – 2013 12
								2009 – 2014 12
55 CHILBOLTON AVENUE WINCHESTER	UNDER CONSTRUCTI ON	13	0	0	0	0	0	2008 – 2013 13
								2009 – 2014 0
19-20A JEWRY STREET WINCHESTER	UNDER CONSTRUCTI ON	10	0	0	0	0	0	2008 – 2013 10
								2009 – 2014 0
ROYAL OBSERVER CORPS ABBOTTS ROAD WINCHESTER	NOT STARTED	0	14	0	0	0	0	2008 – 2013 14
								2009 – 2014 14

ADDRESS	STATUS	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Totals
1-7 CHILBOLTON AVENUE WINCHESTER	UNDER CONSTRUCTI ON	20	29	0	0	0	0	2008 – 2013 49
								2009 – 2014 29
FREEMANS YARD SCHOOL LANE CHERITON ALRESFORD	NOT STARTED	0	12	12	0	0	0	2008 – 2013 24
								2009 – 2014 24
LAND OFF HOOKPIT FARM LANE KINGS WORTHY	NOT STARTED	0	25	0	0	0	0	2008 – 2013 25
								2009 – 2014 25
WINCHESTER TYRE AND EXHAUST 23 CITY ROAD WINCHESTER	NOT STARTED	0	14	0	0	0	0	2008 – 2013 14
								2009 – 2014 14
POLICE HEADQUARTERS ROMSEY ROAD WINCHESTER	NOT STARTED	0	0	0	0	50	100	2008 – 2013 50
								2009 – 2014 100
16A ROAD WINCHESTER	NOT STARTED	0	14	0	0	0	0	2008 – 2013 14
								2009 – 2014 14

ADDRESS	STATUS	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Totals
LAND SURROUNDING SHEILDAIG, HILL CREST & HEATHF WARNFORD ROAD CORHAMPTON SOUTHAMPTON	UNDER CONSTRUCTI ON	20	6	0	0	0	0	2008 – 2013 26
								2009 – 2014 6
122-128 LOVEDON LANE KINGS WORTHY WINCHESTER	NOT STARTED	0	16	0	0	0	0	2008 – 2013 16
								2009 – 2014 16
CRANWORTH HOUSE PARKERSELL CRANWORTH ROAD WINCHESTER	NOT STARTED	0	10	0	0	0	0	2008 – 2013 10
								2009 – 2014 10
4-7 MORNINGTON DRIVE WINCHESTER	NOT STARTED	0	10	0	0	0	0	2008 – 2013 10
								2009 – 2014 10
10A STONEY LANE WINCHESTER	NOT STARTED	0	9	0	0	0	0	2008 – 2013 9
								2009 – 2014 9
38-40 CHILBOLTON AVENUE WINCHESTER	UNDER CONSTRUCTI ON	10	0	0	0	0	0	2008 – 2013 10
								2009 – 2014 0

ADDRESS	STATUS	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	Totals
DOWNLANDS ESTATEDOWNLANDS ESTA DOWNLANDS WAY SOUTH WONSTON WINCHESTER	NOT STARTED	0	10	25	0	0	0	2008 – 2013 35
								2009 – 2014 35
61 GREENACRES SPECIAL SCHOOL ANDOVER ROAD WINCHESTER	UNDER CONSTRUCTI ON	8	11	0	0	0	0	2008 – 2013 19
								2009 – 2014 11
WINTON SCHOOL WINTON CLOSE WINCHESTER	UNDER CONSTRUCTI ON	0	35	42	0	0	0	2008 – 2013 77
								2009 – 2014 77
HAMPSHIRE COUNTY LIBRARY 81 NORTH WALLS WINCHESTER	NOT STARTED	0	13	0	0	0	0	2008 – 2013 13
								2009 – 2014 13
ORCHARD HOUSE SARUM ROAD WINCHESTER	NOT STARTED	-1	10	0	0	0	0	2008 – 2013 9
								2009 – 2014 10
-								2008 – 2013 755
								2009 – 2014 763
Total supply		92	263	179	169	52	100	