

Appendix A
Winchester District Strategic Housing Land Availability
Assessment

Winchester City Council
November 2011

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 2012). 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 December 2010, which will inform the 5 year housing land supply in the Council's 2011 Annual Monitoring Report. It includes a number of changes since the previous SHLAA publication:-

- It includes new sites submitted up to July 2011.
- It removes any sites given planning permission between April 2010 and March 2011 as these are now set out in the Annual Monitoring Report's figures on planning permissions.
- 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.

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- The development ratio has been retained and applied to the net developable area of all sites to account for other requirements on site (infrastructure, open space provision, etc). However, where it is clear that the result does not take account of other factors, such as the surrounding character of the area, an adjustment of the capacity of the site has been made.
- The working assumption for densities on sites inside the settlement boundaries is 30 dwellings per hectare (dph) for all settlements apart from Winchester, Bishops Waltham, New Alresford and Whiteley..
- The site initially submitted in relation to the Hedge End SDA is now dealt with as part of the 'other settlements' section and not separately. This is because the SDA is no longer being allocated and if the City Council were to allocate the area, it would count towards the Winchester District housing target.

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 the 1 July 2012 for the next review of the SHLAA.

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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 2011 to 2026. This accords with the advice in the Practice Guidance (to consider 3 x 5-year periods) but does not include the full period which the Core Strategy will cover (to 2031).
- 1.6 The SHLAA has been carried out in two stages. The first stage assessed the potential of sites within the existing settlement boundaries (as 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 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 The 2010 update refined 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) was used which further reduced the developable area to account for the requirements of infrastructure and open space. This update continues to use this approach, however, where it is clear that the density multiplier has calculated a density which is significantly different to what can realistically be expected to come forward on a site, an adjustment has been made.

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 2012.

2 Methodology

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

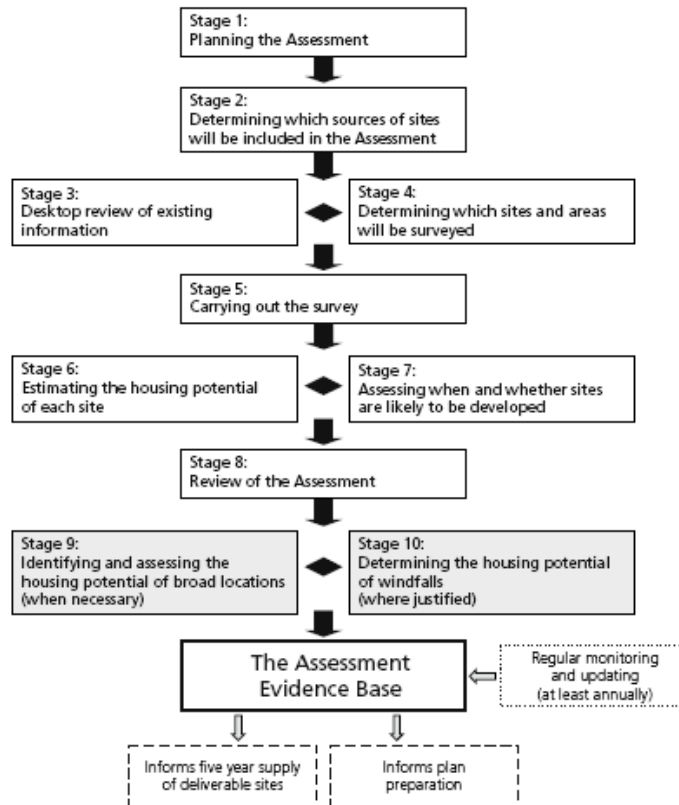


Figure 1 - Stage 1: Planning the Assessment

- 2.2 The DCLG guidance recommends that local authorities should work with neighbouring authorities, existing housing market partnerships and other stakeholders. Neighbouring Local Authorities were invited to work together on the SHLAA.
- 2.3 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

- 2.4 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

- 2.5 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 may be considered surplus to requirements.
- 2.6 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.
- 2.7 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.
- 2.8 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.
- 2.9 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

- 2.10 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).
- 2.11 The information from this review was used to help determine a suitable methodology for the SHLAA. The information helped with the identification of

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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.

- 2.12 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.
- 2.13 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%).
- 2.14 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.
- 2.15 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

- 2.16 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)

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- The site is a key facility or service (e.g. school, village hall, medical or health care service)
- Where there are Tree Preservation Order (TPO) on the sites which are likely to constrain any development
- Where the site is significantly compromised by overhead cables

2.17 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.	Outdoor amenity and open spaces; allotments and city farms; agriculture, forestry or fisheries; 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).

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Built and Natural Environment			
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, or Ramsar.
Tree Preservation Order (TPO)	Site is not affected by a TPO		Will directly affect trees with TPO.
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, or battlefield.	On a site of a scheduled monument, English Heritage registered park or garden or battlefield.
Flooding	Within Floodzone1		Within a zone 2 or 3 SFRA which will need flood risk assessment but which is not suitable for vulnerable use (which includes housing).
Infrastructure and Access			
Access:	There is direct	There is some form	No obvious way to

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	access to an adopted road.	of access via a track/private road.	access site – landlocked.
Other Constraints			
Site ownership/developer intentions	The site appears to be in single ownership, and 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

2.18 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.

2.19 Statutory Constraints

- Sites of Special Scientific Interest (SSSI) as protected by the Wildlife and Countryside Act (amended by CROW Act 2000)

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- 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

2.20 Physical Constraints

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

2.21 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

2.22 Other Constraints identified included:-

- Employment site
- Agricultural Land Value
- Greenfield Land

2.23 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

2.24 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

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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.

- 2.25 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.

Stage 5: Carrying out the Survey

- 2.26 Between October 2007 to April 2008 sites above the 5 dwelling threshold were visited where access allowed, bar those that were excluded from the initial sieve as having major constraints which would seriously impede any development (as explained in Stage 2). Due to the difficulty of multiple ownerships it was considered that the delivery of these sites is significantly constrained and therefore unless a landowner had specifically identified their site as having potential, these sites were not visited. Due to the nature of the District and the resources available, it was not feasible to do a detailed street by street survey, but a general examination of the area was carried out during the site survey, through which some additional sites were also identified.
- 2.27 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 both within and outside the settlement boundaries from the March 2010 SHLAA were visited for the 2010 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 6: Estimating the housing potential of each site.

- 2.28 Estimating the housing potential for each site identified and surveyed is the next stage in the process.
- 2.29 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

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Plan policies will all be reviewed through the emerging LDF documents, these constraints were therefore noted, but not removed from the gross area.

- 2.30 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) to take account of the diverse nature of the settlements and land supply. The guidance states that the estimations should be guided by existing or emerging plan policy. For Winchester, Policy H7 is therefore relevant. 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.
- 2.31 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. The 2011 update has reduced the estimated densities for sites in Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase and Wickham from 40 dwellings per hectare to 30. This is to reflect the general character of these settlements.

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	30
All other settlements	Within the settlement	30
Outside remaining settlement boundaries	Outside any settlement	30

- 2.32 These densities were applied to all sites, except in a small number of cases where site specific information indicated that an alternative density was more realistic.
- 2.33 The resulting housing estimates for the sites were then refined further by using a density multiplier recommended by URBED ("Tapping the Potential: Best Practice in Assessing Urban Housing Capacity", 1999, The Urban and Economic Development Group) to produce a more accurate estimate the housing capacity

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for each site. The density multiplier (shown in Table 3 below) accounts for the requirement for infrastructure and open space, which increases with the size of the site, therefore a larger site is more likely to require more open space for example.

Table 3 - 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

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

- 2.34 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'.
- 2.35 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.
- 2.36 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

- 2.37 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).
- 2.38 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.
- 2.39 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.

2.40 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 (updated 2010)

2.41 The Employment Land Review was produced by SQW Consultants in 2007 for Winchester City Council and updated in 2010. 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).

2.42 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.

2.43 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.

2.44 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 Settlement Strategy

2.45 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'.

2.46 PPG 3 on transport states that walking distances under 2 kilometres has the best

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potential to reduce short car journeys.

- 2.47 A rural development strategy will be set out in the Pre-Submission Core Strategy which is due to be published in the near future. The strategy will name the settlements which are considered the most sustainable and can accommodate the further housing development needed.
- 2.48 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

- 2.49 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.
- 2.50 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

- 2.51 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.
- 2.52 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.

- 2.53 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.
- 2.54 For this 2011 update, the owners or agents of all sites were contacted 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. If no response has been received, the site has been moved back to the next five year period.

Stage 7c Assessing the achievability for housing

- 2.55 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'.
- 2.56 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.
- 2.57 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 oversupply, but otherwise the demand for family and other housing continues to be high.
- 2.58 The Council has 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 and an updated study is due to be completed in late 2011.
- 2.59 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

2.60 To be deliverable, sites must be available now. Therefore, the owners of all sites (where the owners could be located) were contacted to ask whether they were interested in developing their site for housing, and if so, during which five-year period they anticipate that they may develop the land. This included internal consultations on land owned by Winchester City Council.

Achievable within 5 years

2.61 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)

2.62 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. 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

2.63 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 for sites outside settlement boundaries, but were identified for future consideration.

Stage 8: Review of the assessment

- 2.64 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.
- 2.65 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 December 2010 SHLAA, additional sites have been added to the SHLAA, and those granted planning permission up to March 2011 have been removed as they will be accounted for within the Council's Annual Monitoring Report.
- 2.66 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.
- 2.67 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.
- 2.68 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

- 2.69 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.
- 2.70 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.
- 2.71 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

- 2.72 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 was made in the previous SHLAA.
- 2.73 However, government advice against including windfall sites relates particularly to the first 10 years of the plan period. As the Core Strategy period is proposed to be amended to 2011-2031, and the SHLAA only covers part of this period, it will be necessary to make an allowance for the latter part of the plan period (large and small sites). As the SHLAA only considers sites of 5 or more dwellings, there is also a strong case for making a small site allowance, at least for the latter 10 years of the plan period.
- 2.74 Work is underway to establish a reasonable allowance for small sites expected in the period 2021-2031 (after the first 10 years of the plan period) and for large sites in the period 2026-2031 (not covered within this SHLAA). This is not yet complete and is not, therefore, included within the this SHLAA, but will be taken into account

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in the emerging Core Strategy and future Annual Monitoring Reports.

3 Housing Land Supply

- 3.1 The Tables below summarise the estimated housing capacity of SHLAA sites, broken down into the PUSH and Non-PUSH areas (Table 4 - Estimated Housing Capacity (Summary) Within Settlements, Table 5 - Estimated Housing Capacity (Summary) Outside Settlements) and Table 6 - Estimated Housing Capacity by Settlement (PUSH) and Table 7 - Estimated Housing Capacity by Settlement (Non-PUSH)

Table 4 - Estimated Housing Capacity (Summary) Within Settlements

	2011-2016	2016-2021	2021-2026	2026 and Beyond	Totals
Within Settlements					
PUSH	26	100	92	31	249
Non-PUSH	169	190	120	0	479

Table 5 - Estimated Housing Capacity (Summary) Outside Settlements

	2011-2016	2016-2021	2021-2026	2026 and Beyond	Totals
Outside Settlements					
PUSH	9,583	3,312	2,353	1,266	16,514
Non-PUSH	3,429	17,421	1,125	578	22,553

Table 6 - Estimated Housing Capacity by Settlement (PUSH)

PUSH	2011-2016	2016-2021	2021-2026	2026 and Beyond	Total
Within settlements					
Bishops Waltham	6	18	0	31	
Colden Common	9	31	47	0	
Denmead	0	8	12	0	
Knowle	0	0	0	0	
Swanmore	5	17	5	0	
Waltham Chase	0	0	15	0	
Whiteley	0	25	13	0	
Wickham	6	0	0	0	
Totals	26	100	92	31	249
Outside settlements					
Bishops Waltham	2562	169	0	0	
Boarhunt	6	0	0	0	
Botley	0	487	0	0	
Colden Common	266	0	0	0	
Curbridge	81	16	0	0	
Curdridge	14	288	0	0	
Denmead	1123	253	0	0	
Durley	1938	12	0	0	
Knowle	571	63	0	0	

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Purbrook Heath	249	0	0	0	
Shedfield	0	43	0	0	
Shirrel Heath	99	0	0	0	
Soberton Heath					
Swanmore	142	109	0	0	
Waltham Chase	803	52	0	0	
Whiteley	425	1715	2353	1266	
Wickham	1294	106	0	0	
Wickham Common	10	0	0	0	
Totals	9,583	3,312	2,353	1,266	16,514

Table 7 - Estimated Housing Capacity by Settlement (Non-PUSH)

Non PUSH	2011-2016	2016-2021	2021-2026	2026 and Beyond	Total
Within settlements					
Compton Down	0	0	0	0	
Corhampton	25	0	0	0	
Droxford	9	0	0	0	
Hambledon	0	0	0	0	
Hursley	0	0	0	0	
Kings Worthy	30	13	0	0	
Littleton	0	0	0	0	
Micheldever	0	0	0	0	
Micheldever Station	0	0	0	0	
New Alresford	23	14	7	0	
Old Alresford	0	0	0	0	
Otterbourne	0	0	0	0	
South Wonston	0	0	0	0	
Sparsholt	8	0	7	0	
Sutton Scotney	33	0	0	0	
Twyford	0	0	0	0	
West Meon	0	0	18	0	
Winchester	41	162	88	0	
Totals	169	190	120	0	478
Outside settlements					
Compton Down	15	129	0	0	
Corhampton	22	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	248	796	0	0	
Old Alresford	35	0	0	0	
Otterbourne	429	117	0	0	
South Wonston	0	52	0	0	
Sparsholt	96	0	0	0	
Sutton Scotney	124	0	0	0	

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Twyford	195	56	0	0	
West Meon	38	0	0	0	
Winchester	1192	7884	1125	578	
Warnford	52	0	0	0	
	3429	17421	1125	578	22553

Sites removed from the SHLAA

3.2 A total of 13 sites have been removed from this update; either because planning permission has now been granted or the owner is no longer interested in developing the site.

Table 8 - Sites removed from the SHLAA (non-Push)

Non PUSH			
Within settlements			
Hambledon	458	Landfall, Green Lane, Hambledon, PO7 4SS	Owner no longer interested
Micheldever Station	463	Land between New Cottage and the Dove Inn	Planning Permission
Micheldever station	2060	Beechwood, Andover Road, Micheldever Station, SO21 3AY	Owner no longer interested
Sparsholt	1791	Woodrows, Westley Lane, Sparsholt, Winchester. SO21 2NJ	Planning Permission
Winchester	399	West Hayes Lodge, Sarum Road, Winchester, SO22 5EZ	Planning Permission
Winchester	1903	Winchester Laundry and Cleaning Co, Hyde Abbey Road	Planning Permission
Winchester	1826	Royal Hampshire County Hospital A	No longer available
Winchester	1913	Land Adjacent To St John's Croft, Blue Ball Hill	Planning Permission

Table 9- Sites removed from the SHLAA (Push)

PUSH			
Within settlements			
Whiteley	2146	Whiteley Village	Planning Permission
Outside settlements			
Curdrige	300	Land at Rose Folly, Outlands Lane	Site sold to a new owner
Denmead	1917	Land adjoining Malmaims House, Hambledon Road	Owner no longer interested in promoting the site

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Denmead	1918	Land adjoining Malmaims House, Hambledon Road	Owner no longer interested in promoting the site
Denmead	303	Little Frenchies Field	Planning Permission
Swanmore	2396	Land behind Honeysuckle House and Seckford House, Chapel Road and to south of Dodds Lane	Owner no longer interested in promoting the site

4 Conclusion

- 4.1 The SHLAA results indicate that there is enough capacity within the settlement boundaries in the District to deliver 730 dwellings over the next 15 years. The Council is currently reviewing its housing needs, having undertaken the 'Blueprint' exercise, to produce a new housing requirement for the District through its Core Strategy. 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).
- 4.2 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 will need to identify more sites to provide for the additional dwellings required. The results of the Blueprint exercise and the revised housing requirement that is established based on this will lead to alternative housing requirements being established through the LDF Core Strategy.
- 4.3 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.
- 4.4 The emerging Core Strategy's proposed Strategic Allocations, or alternatives, will 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.
- 4.5 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.
- 4.6 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).
- 4.7 Based on net developable area, the sites in the countryside could provide a total of

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39,067 dwellings (16,514 in PUSH and 22,553 in Non PUSH). 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.

5 Monitoring

- 5.1 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.