Winchester City Council

Local Plan

Assessment of Windfall Trends and Potential

February 2021

1. Introduction

What does the assessment cover?

1.1 This assessment aims to identify housing windfall trends within the area of the Winchester District outside the South Downs National Park. This is done by analysing completions between April 2012 to March 2019 and the implications for the contribution that such sites may make to housing supply in the future.

1.2 Windfall, as stated in the National Planning Policy Framework (NPPF), can be considered as a source for some of the housing required in the District, but must be backed up by solid evidence that shows there is a '…reliable source of supply' for the future. Therefore, this assessment is a valuable part of the evidence base for the Local Plan 2038.

1.3 It is also important to consider the previous uses of sites because, according to the NPPF (paragraph 70), consideration should be given to policies to resist the development of residential gardens. This assessment, therefore, also aims to identify what type of sites development in the past has come from (including gardens) in order to make more accurate predictions about future windfall development.

1.4 The aims of the assessment are:

- To analyse and compare the previous uses of developed sites between April 2012 and March 2020, in order to help understand where windfall has arisen in the past and is likely to come from in the future.

- To take account of and consider the Strategic Housing and Employment Land Availability Assessment (SHELAA) and the National Planning Policy Framework (NPPF) and how they affect the treatment of future windfall allowances.

- To provide a 'compelling' evidence base to inform the Local Plan 2038

- To draw conclusions as to what (if any) allowance should be made for housing from windfall sources in the Local Plan period.

What are Windfall Sites?

1.5 The NPPF (2019) defines windfall sites as ‘sites not specifically identified in the development plan’. This is different from the previous windfall studies undertaken for Local Plan Part 2, where the SHLAA/SHELAA sites were separated from windfall because they were ‘known’ sites. Under the current NPPF definition SHLAA/SHELAA sites are not ‘specifically identified in the development plan’ so form an element of windfall development. Therefore the past windfall trends analysed by this assessment include SHLAA/SHELAA sites that have been developed within the policies applying at the time (those within settlement boundaries). However, so as to avoid any double-counting of SHELAA sites, the future estimates of windfall development are discounted by subtracting the number of dwellings that are included in the 2020 SHELAA where these are within the boundary of the relevant settlement(s). This ensures that identified SHELAA sites which could be developed within planning policies are not also counted within the future windfall estimates.

2. Methodology

2.2 Each site developed within Winchester District between 1st April 2012 and 31st March 2019 has been identified using the detailed housing completion data provided by Hampshire County Council (HCC) Land Availability Monitoring System (LAMS). This includes information on the location and type of development, as well as the detailed planning application description. This allows a breakdown of housing completions by development type and by area. Any site not previously identified by the SHLAA/SHELAA, or allocated for development in a Local Plan, was classified as windfall.

2.3 This assessment starts by presenting the past housing completions data from 2012/13 to 2018/19 for the three spatial planning areas of the District identified in the current Local Plan. These three areas have different characteristics and constraints, and will therefore, present different trends in past windfall development. As such, in order to be more robust in this paper’s findings, each area has been analysed separately.

2.4 From this, the housing completions for each of the three areas are then categorised into seven types of housing completions. These categories are:

- **Residential garden land** – This includes new dwellings in existing residential plots and redevelopment of dwelling(s) to provide a net gain of residential accommodation on a notably larger footprint than the previous building,

- **Residential redevelopment** – This includes demolitions, replacement dwellings and additional dwellings created through redevelopment, as well as additions and conversions into multiple dwellings.

- **Redevelopment of redundant/commercial/leisure uses** – This includes redevelopment of public houses, leisure uses and redundant commercial premises.

- **Conversions** – This includes conversion to flats, change of use from office to residential.

- **Allocated housing site** – This includes sites formally allocated for residential development in any current or former editions of the Local Plan. This includes the Winchester District Local Plan 2006, as well as the current Local Plan which consists of the Core Strategy (March 2013) and the Development Management and Site Allocations Plan (April 2017).

- **Undeveloped Land** – This includes development on land that was undeveloped and was not allocated for development in any versions of the Winchester District Local Plan.

2.5 Housing completions which were built on an ''allocated housing site'' are identified so that they can be excluded from the windfall assessment, as they would not fall within the definition of windfall development.

2.6 From here, the data from the remaining five housing completions categories (identified as windfall/unidentified housing development) are then analysed in order to identify trends and whether these are likely to continue in the years ahead for the three areas of the District. Large 'one-off' type past windfall developments are omitted from the trend calculations to avoid distorting the projections.

2.7 The past trend figures are discounted according to the scope for them to be maintained, to ensure the projected windfall figure achieves an appropriate balance between being too optimistic or too pessimistic and can be considered a 'reliable source of supply'. It is then demonstrated how the resulting windfall projections from each of the three areas of the District may be included in the forthcoming plan period and the Council's future housing supply projections/trajectory.

3. Winchester Town

Introduction

3.1 The current Local Plan requires the identification of sites for around 4,000 new dwellings in the Winchester Town spatial area, of which 2,000 houses have been already approved at Barton Farm (WT1). The remaining Winchester Town housing requirement is to be achieved through development and redevelopment of sites within the defined built-up area of the town. Local Plan Part 2 allocated various sites within the defined boundary of Winchester. Windfall development was also expected to contribute to the total supply, with a windfall allowance of 910 dwellings over the plan period (65 per annum). Table 1 demonstrates the current delivery.

Source of Completions

3.2 This section seeks to identify the sources of completions that have occurred within the Winchester Town area. There are two categories identified these are:

- Allocations within the Local Plan
- Windfall

3.3 Table 1 and Figure 2 below show that windfall has been a major source of new development in Winchester over the study period. Overall 618 dwellings have been from windfall developments averaging 88 dwellings per annum and making up over half of the overall completions within Winchester Town. This is over 30% more than the 'cautious' estimate derived from the previous windfall study (65 dwellings per annum). In addition, 23% of planning permissions awaiting implementation are categorised as windfall. When excluding the Barton Farm development (WT2), windfall accounts for 91% of unimplemented planning permissions within Winchester Town, suggesting that windfall will continue to provide significant future completions.

3.4 Completions from allocated sites have increased significantly since 2016/17 which is primarily due to the first phase of Barton Farm nearing completion. The large number of completions from this source is expected to continue and grow as more phases of Barton Farm and other sites allocated within Winchester Town are implemented.

Year	Allocation	Windfall	Total
2012-2013	9	19	28
2013-2014	77	107	184
2014-2015	4	56	60
2015-2016	65	118	183
2016-2017	82	104	186
2017-2018	132	57	189
2018-2019	120	157	277
Total	**489**	**618**	**1107**

Table 1: Housing Completions by Source 2012 - 2019

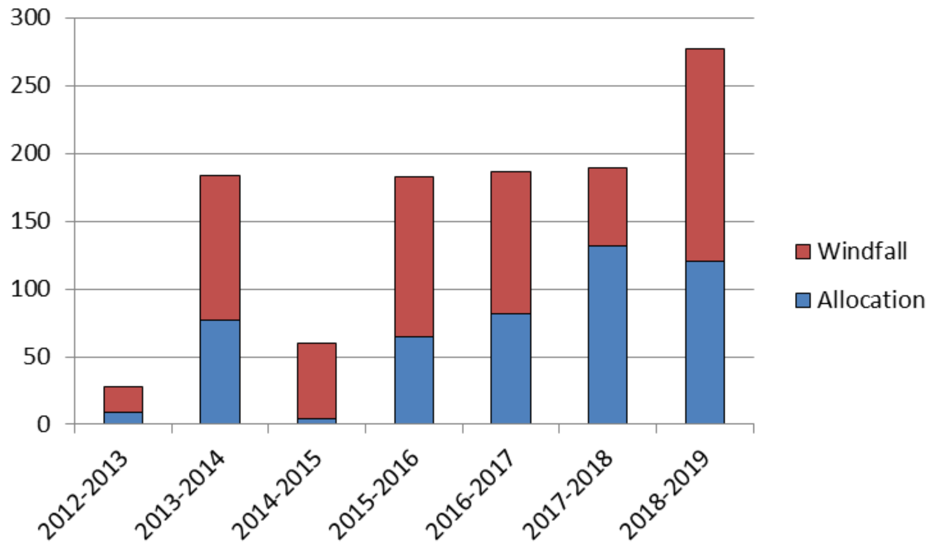

Figure 1: Net Housing Completions by type 2012 – 2019

Site Size

3.5 This section analyses the size of sites that have occurred within the defined settlement boundary of Winchester. There are two categories identified these are:

- Large Sites (Comprising of 10 dwellings or more)
- Small Sites (Comprising of 9 dwellings or less)

3.6 The proportion of large and small site completions 2012-2019 (Figure 2) has varied over the study period. Delivery of dwellings seems to be reasonably steady on small sites (averaging 47 dwellings per annum) but has fluctuated for large sites depending on the sites coming forward at particular times. The contribution of large sites is expected to increase as development at Barton Farm gathers pace and other large sites allocated in Local Plan Part 2 come on stream.

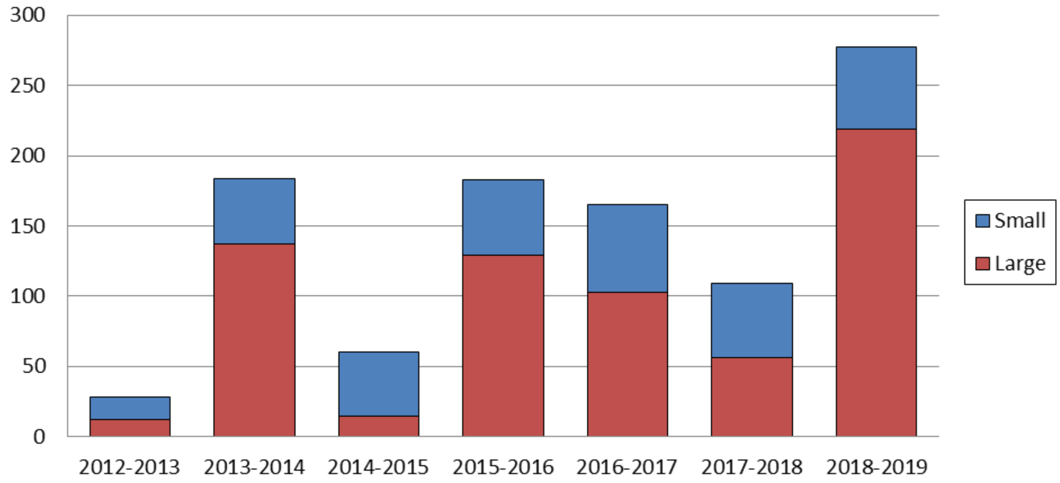

Figure 2: Large and Small Site Completions 2012 - 2019

3.7 As is to be expected, a majority of the large sites delivered since April 2012 have been allocated sites, making up 63 percent in total, whereas windfall made up 94 percent of completions on small sites. As can be seen in Figure 3 below the quantity of windfall completions on large sites has been sporadic averaging 40 dwellings per annum whereas small sites, whilst delivering less than the large sites in some years, have been far more consistent delivering on average 47 dwellings per annum. It is expected that small sites will continue to deliver a stable source of windfall completions in Winchester Town for the foreseeable future.

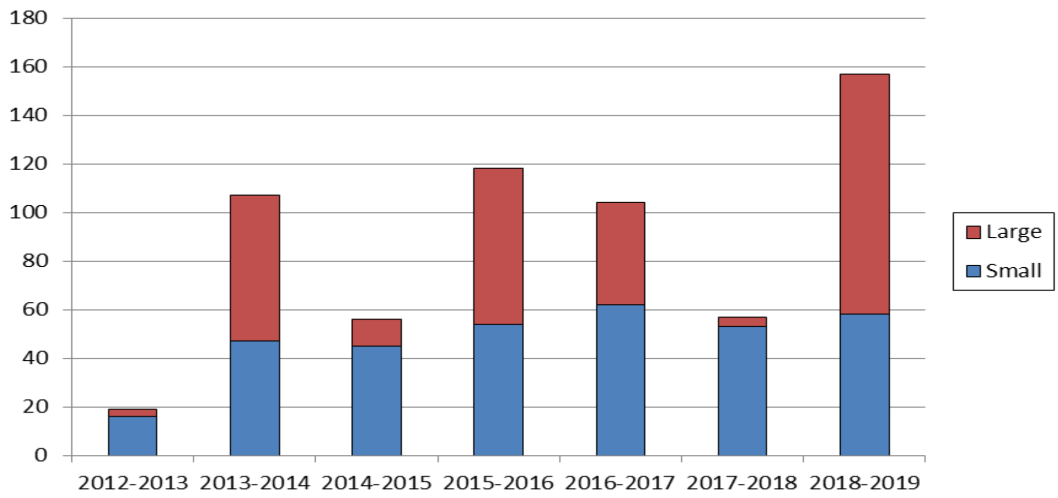

Figure 3: Large and Small Site Windfall Completions 2012 - 2019

Previous Uses

3.8 This section aims to analyse the historic previous uses of developed land in order to understand where development has come from in the past and to assess how this may change in the future. As can be seen in the table and figure below, the highest percentage of development in the Winchester Town area has occurred on sites that were allocated within the Local Plan. The second highest was 'redevelopment of redundant/commercial/leisure uses' which comprised of 22% of the overall completions.

Previous Use	No of Dwellings	Percentage
Allocated housing site	489	44%
Conversions	155	14%
Undeveloped Land	43	4%
Redevelopment of redundant/ commercial/ leisure uses	241	22%
Residential garden land	31	3%
Residential redevelopment	148	13%
Total	**1107**	**100%**

Table 2: Total completions by Use 2012 - 2019

3.9 Table 3 and Figure 4 below show that most types of previous uses have delivered consistently since the start of the study period, with the exception of 'Residential Redevelopment' which in 2014-2015 saw a net loss of dwellings. This was due to more dwellings being demolished in this period than were built, however in subsequent years the number of completions have increased from this source.

Previous Use	2012 - 2013	2013 - 2014	2014 - 2015	2015 - 2016	2016 - 2017	2017 - 2018	2018 - 2019	Total	Average
Allocated housing site	9	77	4	65	82	132	120	**489**	N/A
Conversions	3	7	25	35	33	29	23	**155**	22.14
Undeveloped Land	6	0	22	3	12	0	0	**43**	6.14
Redevelopment of redundant/ commercial/ leisure uses	5	68	14	53	22	7	72	**241**	38.28
Residential garden land	1	4	6	2	5	9	4	**31**	4.42
Residential redevelopment	4	28	-11	25	32	12	58	**148**	17.28
Total	**28**	**184**	**60**	**183**	**186**	**189**	**277**	**1107**	**88.26**

Table 3: Annual completions by Use 2012 - 2019

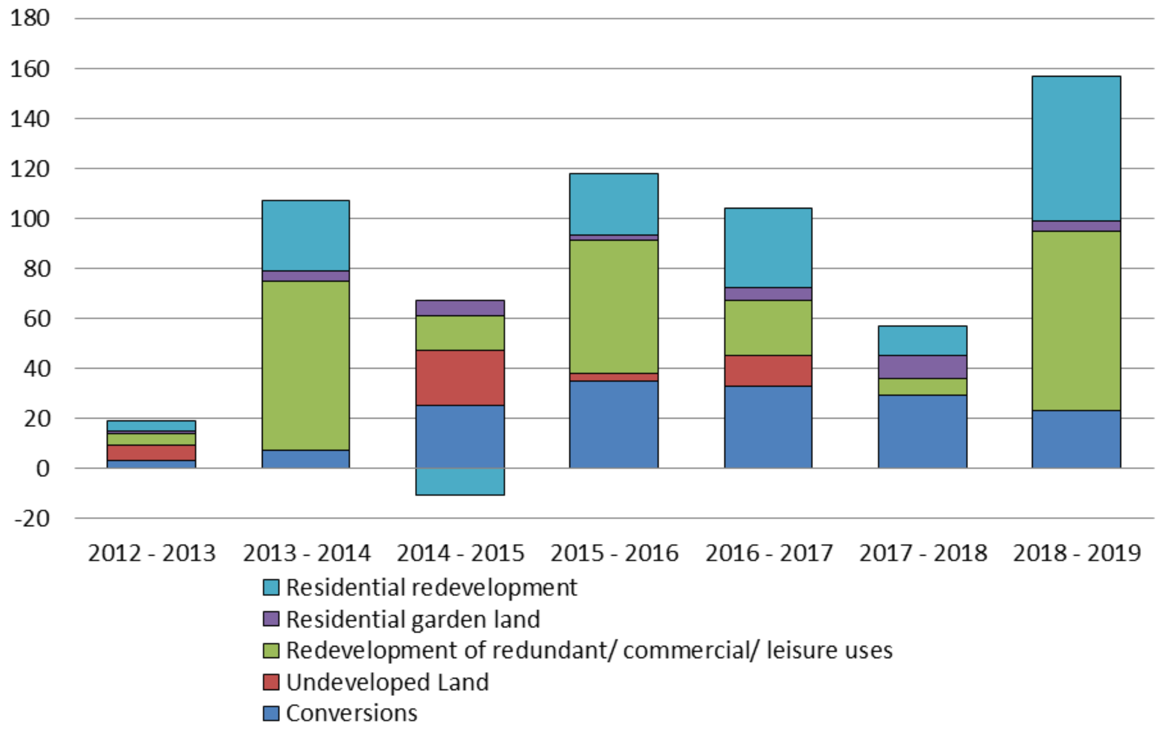

Figure 4: Windfall Completions by Source 2012 - 2019

Calculating the Windfall Potential for Winchester Town

3.10 Tables 2 and 3, along with Figure 4 show a steady supply of residential development in Winchester from redevelopment of redundant commercial and leisure uses. This is expected to be maintained and this rate is projected forward. In fact this is likely to be a cautious estimate as demand for commercial development is expected to fall due to Covid-19 and changes to town centres, although at this stage the scale of this is unknown.

3.11 There is also a much lower but still steady supply from residential garden development. Given the small scale of this and the potential for the new local plan to include policies that could limit such development in future, this element is not included within the future estimate of windfall development. With regard to residential redevelopment, this remains strong throughout the study period but more sporadic by its nature with one year seeing a negative in the number of completions.

3.12 As for conversions, there was a steady increase in this type of windfall development in the early part of the study period, which may be partly due to the relaxation of regulations regarding the change of use of office to residential. The adoption of an Article 4 Direction across Winchester, which became effective in 2017, preventing further losses of office use does not seem to have significantly reduced the contribution of this source of windfall, which includes non-office conversions. Further relaxations of permitted development/prior notification regulations have occurred in recent years, although these are mostly too recent to be reflected in completions. Given the impact of Covid there may be ongoing relaxations of permitted development rights but a cautious estimate for future windfall provision from conversion sites, based on recent trends, is used given the uncertainty around this issue.

3.13 Development on undeveloped land that was not allocated in previous editions of the Local Plan is only seen in some years of the study period. Therefore, this type of windfall development should not be used to calculate future windfall supply as it is not a constant source of supply.

3.14 There were no unusually large sites completed in any of the categories of windfall development, so no sites need to be discounted for this reason. One such site may have been the former Police Headquarters but there were no completions here within the assessment period. Allocations will not be accounted for in any future windfall development calculations as these are not windfall developments.

3.15 Based on the trend analysis above, future windfall calculations have been carried out using the most reliable sources of continued future supply, but excluding residential garden development. This includes residential redevelopment, redevelopment of redundant/commercial and leisure uses, and conversions. By doing this, the calculations provide a justified windfall/unidentified allowance for Winchester:

- Residential Redevelopment average net gain of 17.28 dwellings per annum
- Redevelopment of redundant/commercial and leisure uses. average net gain of 38.28 dwellings per annum
- Conversions average net gain of 22.14 dwellings per annum

3.16 It is expected that the ‘redevelopment of commercial uses’ and ‘conversion’ categories will continue to provide windfall development to at least the level seen in the recent past, due to changes to the commercial property market and Government relaxations of regulations on changes of use. Therefore these trends are projected forward in full, giving a (rounded) total of 60 dwellings per annum (38.28 + 22.14 = 60.42).

3.17 The ‘residential garden land’ and ‘residential redevelopment’ categories have produced smaller and more sporadic levels of completions, but have still delivered windfall housing even though previous Government advice required residential gardens to be excluded from windfall projections. There are currently no local plan policies resisting development of gardens in principle but, given uncertainty about the details of future local plan policies and the small numbers involved, ‘residential garden land’ completions are not projected forward to ensure the estimate is cautious rather than optimistic. The ‘residential redevelopment’ category is carried forward at the level of previous trends, producing a (rounded) total for ‘residential redevelopment’ of 17 dwellings per annum.

3.18 Therefore, the total estimated contribution of windfall sites in Winchester Town is 77 dwellings per annum, including SHELAA sites. It is not normal to apply the windfall estimate to the early years of the Plan period, as dwellings completed in this period will already have consent and so are counted as ‘commitments’. Applying the windfall allowance for the 15 years from 2023/24 to 2037/38 would result in a windfall total of 1,155 dwellings over the Plan period (77 dwellings per annum x 15 years 2023/24 to 2037/38). In order to avoid any double counting with SHELAA sites, those SHELAA sites within the settlement boundary of Winchester (116 dwellings) are subtracted from this total, leaving a (rounded) **total windfall estimate of 1,035 dwellings (69 dwellings per annum over 15 years)**, excluding SHELAA sites. This is realistic in terms of recent trends (88 dwellings per annum) and generally consistent with previous estimates (65 dwellings per annum).

4. South Hampshire Urban Areas

4.1 The majority of the housing requirement for the South Hampshire Urban Areas will be delivered through the strategic allocations at West of Waterlooville and North Whiteley. There are also a number of existing completions and smaller development opportunities, which will achieve the target of 6,000 dwellings over the existing Local Plan period.

Source of Completions

4.2 This section seeks to identify the sources of completions that have occurred within the South Hampshire Urban Areas. There are two categories identified these are:

- Allocations within the Local Plan
- Windfall

4.3 Whiteley is effectively a relatively new settlement, resulting from allocations in previous Local Plans. A majority of the development which has occurred within the settlement has been on allocated sites, as there is little potential for windfall sites. Similarly, West of Waterlooville consists entirely of new allocations, so there are no windfall completions in that area.

4.4 This is demonstrated in Table 4 which shows that allocations have been the primary source of the limited new development in Whiteley over the study period. These are from the final build out of the allocations in policy S.11 in the Local Plan 2006 which have now been completed. Allocations have been the sole source of completions at West of Waterlooville.

Year	Whiteley		North Whiteley		West of Waterlooville		Total
	A	W	A	W	A	W	
2012 – 2013	5	0	0	0	14	0	**19**
2013 – 2014	0	0	0	0	107	0	**107**
2014 – 2015	0	0	0	0	93	0	**93**
2015 – 2016	0	0	0	0	76	0	**76**
2016 – 2017	0	-1	0	0	131	0	**130**
2017 - 2018	0	0	0	0	121	0	**121**
2018 - 2019	0	0	0	0	178	0	**178**
Total	**5**	**-1**	**0**	**0**	**720**	**0**	**724**

Table 4: Net Housing Completions by type 2012 - 2019

Site Size

4.5 This section analyses the size of sites that have occurred across the South Hampshire Urban Areas. There are two categories identified these are:

- Large Sites (Comprising of 10 dwellings or more)
- Small Sites (Comprising of less than 9 dwellings)

4.6 As can be seen below the dwellings that have been developed are on large previously-allocated sites, with the single loss being from a small site. The North Whiteley strategic allocation in LPP1 and the allocation SHUA1 in LPP2 (Whiteley Green Housing Allocation) will be the most likely sites for future completions in Whiteley. At West of Waterlooville, the land allocated by LPP1 continues to be developed and will provide completions for some years to come.

Year	Whiteley		North Whiteley		West of Waterlooville		Total Large Sites	Total Small Sites	Total
	Large	Small	Large	Small	Large	Small			
2012 – 2013	5	0	0	0	14	0	**19**	**0**	**19**
2013 – 2014	0	0	0	0	107	0	**107**	**0**	**107**
2014 – 2015	0	0	0	0	93	0	**93**	**0**	**93**
2015 – 2016	0	0	0	0	76	0	**76**	**0**	**76**
2016 – 2017	0	-1	0	0	131	0	**131**	**-1**	**130**
2017 - 2018	0	0	0	0	121	0	**121**	**0**	**121**
2018 - 2019	0	0	0	0	178	0	**178**	**0**	**178**
Total	**5**	**-1**	**0**	**0**	**720**	**0**	**725**	**-1**	**724**

Table 5: Net Completions by Site Size

Previous Uses

4.7 This section aims to analyse the historic previous uses of developed land in order to understand where development came from in the past and may come from in the future. As can be seen in the table below the highest percentage of development in the South Hampshire Urban Areas has occurred on sites that were allocated within the Winchester Local Plan. It seems to be very unlikely that this will change over the new plan period given that, as of 31st March 2019, there were only two windfall sites with planning permission. The remainder of permissions are on sites that are allocated in the Local Plan.

Previous Use	No of Dwellings	Percentage
Allocated housing site	725	100%
Conversions	0	0%
Previous open space	0	0%
Redevelopment of redundant/ commercial/ leisure uses	0	0%
Residential garden land	0	0%
Residential redevelopment	-1	0%
Total	**724**	**100%**

Table 6: Net Completions - Previous Uses

Calculating the Windfall Potential for South Hampshire Urban Areas

4.8 Table 6 shows that the supply of residential development in the South Hampshire Urban Areas has come from allocated housing sites. There have been no net completions from windfall sites since the start of the current Local Plan period. It is not possible to project windfall potential for the South Hampshire Urban Area as there has been none over the monitoring period. Given the nature of the development at Whiteley and West of Waterlooville there is expected to be very little scope for windfall development of any significance. Therefore no future windfall allowance is justified for the South Hampshire Urban Areas.

5. Market Town and Rural Areas

Introduction

5.1 This spatial area includes the 50 or so smaller settlements within the District, which range from market towns of a few thousand population to small hamlets of a few dwellings originally serving the agricultural industry.

5.2 Policy MTRA1 sets out the development strategy for the ‘MTRA’ area which is aimed at identifying and meeting local needs, providing a range of housing (Policy CP1 sets a target of 2,500 dwellings for the MTRA area), retaining and expanding employment opportunities and local facilities, maintaining local character, and ensuring new development is appropriate.

5.3 The settlements within the MTRA area are divided into categories:

- MTRA2 - Market Towns and Larger Villages
- MTRA3 - Other named Settlements in the Market Towns and Rural Area
- MTRA4 - Other Settlements within the defined Countryside

MTRA 2 - Market Towns and Larger Villages

5.4 The two main settlements in the Market Towns and Rural Area are New Alresford and Bishops Waltham, which both have higher levels of population, service provision and connections with surrounding communities. Not only do they generate a range of development needs, but they also have more opportunities for these to be delivered.

5.5 Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase, and Wickham each have quite different characteristics, but all act as a focal point for their own communities and sometimes smaller surrounding villages.

Source of Completions

5.6 This section seeks to identify the sources of completions that have occurred within the defined settlement boundaries of the MTRA2 Settlements. There are two categories identified these are:

- Allocations within the Local Plan
- Windfall (including SHELAA Sites)

5.7 Across the MTRA2 settlements windfall has been the biggest contributor to completions, as can be seen in Table 7 and Figure 5 below, with 468 dwellings delivered between April 2012 and March 2019. This illustrates that the previous windfall study's conclusion that reliable windfall completions could only be expected in Kings Worthy, at 5 dwellings per annum, was highly over-cautious. Allocations provided a further 380 dwellings. The allocated site completions in the early study period are from the Local Plan 2006 and are in the final phase of those developments. Table 7 shows the source of completions along with a breakdown of each MTRA2 settlement.

Year	Bishop's Waltham		Colden Common		Denmead		Kings Worthy		New Alresford		Swanmore		Waltham Chase		Wickham		Total
	A	W	A	W	A	W	A	W	A	W	A	W	A	W	A	W	
2012 – 2013	0	10	0	0	48	3	0	5	0	-1	0	2	0	4	0	0	**71**
2013 – 2014	0	2	0	4	32	0	0	14	26	1	0	4	0	0	0	2	**85**
2014 – 2015	0	31	0	0	0	2	0	5	7	6	0	4	0	0	0	1	**56**
2015 – 2016	0	0	0	14	0	21	0	4	0	9	0	25	0	1	0	40	**114**
2016 – 2017	0	50	0	13	0	-1	0	5	0	17	9	56	30	0	0	13	**192**
2017 - 2018	0	1	0	4	10	4	27	8	0	15	50	7	0	-1	0	0	**125**
2018 - 2019	0	6	9	1	0	6	23	15	0	19	32	1	77	16	0	0	**205**
Total	**0**	**100**	**9**	**36**	**90**	**35**	**50**	**56**	**33**	**66**	**91**	**99**	**107**	**20**	**0**	**56**	**848**

A = Allocation **W = Windfall**

Table 7: Net MTRA2 Settlement Housing Completions by type 2012 – 2019

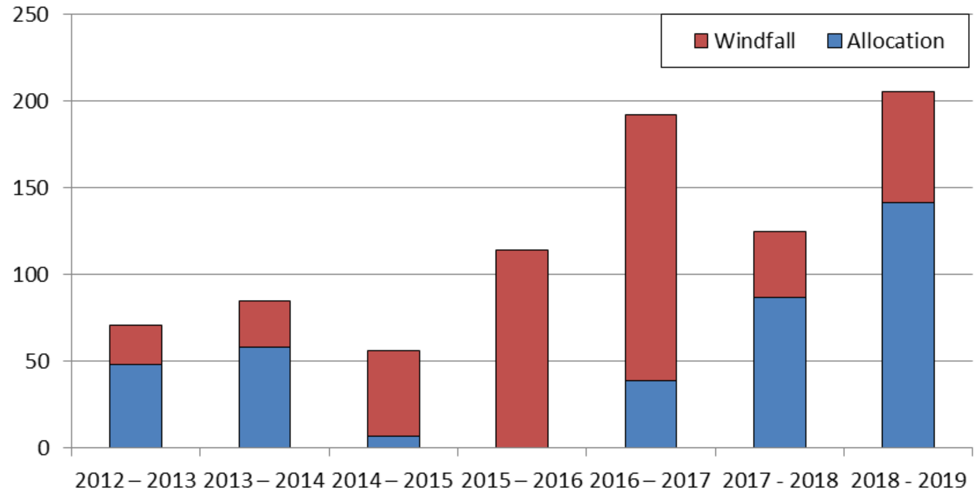

Figure 5: Net MTRA2 Settlement Housing Completions by type 2012 - 2019

5.8 Windfall completions have been fairly consistent across the MTRA2 settlements whereas completions from allocations started off strongly with the final build out from allocations in the previous Local Plan, followed by a steady decline and dropping to nothing in the 2015 – 2016 monitoring year. With the adoption of Local Plan Part 2 in 2017 the allocations have started to come online in some settlements and are expected to continue to increase in the coming years.

5.9 The settlements with the largest amount of windfall completions are Bishops Waltham and Swanmore, with Kings Worthy and Wickham also having substantial delivery. However the Swanmore totals are distorted by a large windfall development at Swanmore College (70 dwellings), which cannot be considered a normal windfall development and should not be projected forward into future windfall estimates. All other developments are of a scale consistent with what might be expected for the size and nature of the settlements. The delivery of windfall has varied between the MTRA2 Settlements and over time but, taking the MTRA2 settlements as a whole, windfall completions have been a very consistent source, averaging about 57 dwellings annually (excluding the Swanmore College development).

Site Size

5.10 This section analyses the size of sites that have occurred within the defined settlement boundaries of the MTRA2 Settlements. There are two categories identified are:

- Large Sites (Comprising of 10 dwellings or more)
- Small Sites (Comprising of less than 9 dwellings)

5.11 Across the MTRA2 settlements large sites have been the biggest contributor to completions, as can be seen in Table 8 with 602 dwellings delivered since April 2012. The settlement with the most completions from large sites was Swanmore with 161 dwellings completed since 2012, the sources of which are land at Swanmore College (a windfall site) and land at The Lakes (an allocation within LPP2).

Year	Bishop's Waltham		Colden Common		Denmead		Kings Worthy		New Alresford		Swanmore		Waltham Chase		Wickham		Total Large Sites	Total Small Sites	Total
	Large	Small	Large	Small	Large	Small	Large	Small	Large	Small	Large	Small	Large	Small	Large	Small			
2012 – 2013	0	10	0	0	48	3	2	3	0	-1	0	2	0	4	0	0	**50**	**21**	**71**
2013 – 2014	0	2	0	4	32	0	0	14	26	1	0	4	0	0	0	2	**58**	**27**	**85**
2014 – 2015	24	7	0	0	0	2	0	5	7	6	0	4	0	0	0	1	**31**	**25**	**56**
2015 – 2016	0	0	14	0	11	10	0	4	0	9	20	5	0	0	31	9	**76**	**37**	**113**
2016 – 2017	49	1	12	1	0	-1	0	5	0	17	56	9	30	1	0	13	**147**	**46**	**193**
2017 - 2018	0	1	0	4	10	4	27	8	0	15	53	4	-1	0	0	0	**89**	**36**	**125**
2018 - 2019	0	6	9	1	0	6	23	15	0	19	32	1	87	6	0	0	**151**	**54**	**205**
Total	**73**	**27**	**35**	**10**	**101**	**24**	**52**	**54**	**33**	**66**	**161**	**29**	**116**	**11**	**31**	**25**	**602**	**246**	**848**

Table 8: Net Completions by Site Size

5.12 With regard to windfall completions 53% have originated from small sites. This is to be expected as by their very nature most windfall sites usually occur on small parcels of land comprising of no more than five dwellings or more, with larger windfall sites occuring infreqently.

Previous Uses

5.13 This section aims to analyse the historic previous uses of developed land in order to understand were development may come from in the future. As can be seen in the table and figure below the highest percentage of development in the MTRA2 settlements has occurred on sites that were allocated within the Winchester Local Plan. The next largest contributions were from ‘redevelopment of redundant commercial, etc uses’ and ‘undeveloped land’, which each comprised about 15% of the overall completions (about 28% of windfall completions each).

Previous Use	Bishop's Waltham	Colden Common	Denmead	Kings Worthy	New Alresford	Swanmore	Waltham Chase	Wickham	Total
Allocated housing site	0	9	90	50	33	91	107	0	**380**
Conversions	4	0	6	2	12	0	0	12	**36**
Undeveloped Land	38	0	14	0	0	76	0	0	**128**
Redevelopment of redundant/commercial/leisure uses	35	26	0	0	27	6	5	35	**134**
Residential garden land	4	4	8	18	10	10	1	3	**58**
Residential redevelopment	19	6	7	36	17	7	14	6	**112**
Total	**100**	**45**	**125**	**106**	**99**	**190**	**127**	**56**	**848**

Table 9: Net Completions by Site Type

5.14 Figure 6 shows the breakdown of the source of windfall completions across the MTRA2 settlements. As noted above, ‘redevelopment of redundant commercial, etc uses’ and ‘undeveloped land’ contributed the largest number of completions of the windfall types, but ‘residential development’ and ‘residential garden land’ have been the most consistent with completions in at least one settlement every year. It would be expected that these types of site would continue assuming that the current development strategy of encouraging development within the defined settlement boundaries is carried forward into in the emerging Local Plan.

Previous Use	2012 – 2013	2013 – 2014	2014 – 2015	2015 – 2016	2016 – 2017	2017 - 2018	2018 - 2019	Total	Average
Bishop's Waltham									
Allocated housing site	0	0	0	0	0	0	0	0	N/A
Conversions	0	0	2	0	1	1	0	4	1
Undeveloped Land	0	0	24	0	14	0	0	38	9.5
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	0	35	0	0	35	5
Residential garden land	1	2	1	0	0	0	0	4	0.5
Residential redevelopment	9	0	4	0	0	0	6	19	2.7
Colden Common									
Allocated housing site	0	0	0	0	0	0	9	9	N/A
Conversions	0	0	0	0	0	0	0	0	0
Undeveloped Land	0	0	0	0	0	0	0	0	0
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	14	12	0	0	26	3.7
Residential garden land	1	0	0	0	0	2	1	4	0.5
Residential redevelopment	-1	4	0	0	1	2	0	6	0.8
Denmead									
Allocated housing site	48	32	0	0	0	10	0	90	N/A
Conversions	0	0	0	2	0	1	3	6	0.8
Undeveloped Land	2	0	1	11	0	0	0	14	2
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	0	0	0	0	0	0
Residential garden land	0	1	1	2	0	1	3	8	1.14
Residential redevelopment	1	-1	0	6	-1	2	0	7	1
King's Worthy									
Allocated housing site	0	0	0	0	0	27	23	50	N/A
Conversions	0	0	0	0	0	2	0	2	0.28
Undeveloped Land	0	0	0	0	0	0	0	0	0
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	0	0	0	0	0	0
Residential garden land	2	1	0	2	4	1	8	18	2.57
Residential redevelopment	3	13	5	2	1	5	7	36	5.14
New Alresford									
Allocated housing site	0	26	7	0	0	0	0	33	N/A
Conversions	0	0	0	3	0	2	7	12	1.71
Undeveloped Land	0	0	0	0	0	0	0	0	0
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	0	9	10	8	27	3.85
Residential garden land	0	1	2	1	3	0	3	10	1.42
Residential redevelopment	-1	0	4	5	5	3	1	17	2.42
Swanmore									
Allocated housing site	0	0	0	0	9	50	32	91	N/A
Conversions	0	0	0	0	0	0	0	0	0
Undeveloped Land	0	0	0	23	50	3	0	76	10.8
Redevelopment of redundant/ commercial/ leisure uses	0	4	0	0	2	0	0	6	0.85
Residential garden land	2	0	4	2	6	2	0	16	2.28
Residential redevelopment	0	0	0	0	4	2	1	7	1
Waltham Chase									
Allocated housing site	0	0	0	0	30	0	77	107	N/A
Conversions	0	0	0	0	0	0	0	0	0
Undeveloped Land	0	0	0	0	0	0	0	0	0
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	0	0	0	5	5	0.71
Residential garden land	0	0	1	0	0	0	0	1	0.14
Residential redevelopment	4	0	0	0	0	-1	11	14	2
Wickham									
Allocated housing site	0	0	0	0	0	0	0	0	N/A
Conversions	0	1	0	6	5	0	0	12	1.17
Undeveloped Land	0	0	0	0	0	0	0	0	0
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	32	3	0	0	35	5
Residential garden land	0	1	1	1	0	0	0	3	0.42
Residential redevelopment	0	0	0	1	5	0	0	6	0.85

Figure 6: Net Completions by MTRA2 Settlement and Site Type

Calculating the Windfall Potential for MTRA2 Settlements

5.15 Table 9 and Figure 6 show that 'redevelopment of commercial/leisure uses' produced the largest single number of windfall dwellings, amounting to about 29% of total windfall completions. Like 'conversions', which were produced in much smaller numbers, this type of windfall development occurs mainly in the larger settlements of Bishops Waltham and New Alresford, although there was a relatively large scheme in Wickham. Taken together these categories have delivered a steady supply of residential development (36% of all windfall), particularly in the larger MTRA2 settlements. It is expected that they will continue to provide windfall development at similar levels to those seen in the recent past, due to changes to the commercial property market and Government relaxations of regulations on changes of use.

5.16 The categories of 'residential development' and 'residential garden development' also together contributed about 36% of windfall completions. These categories have been the most consistent in terms of completions, producing windfall dwellings across all the settlements, albeit in quite small numbers for each settlement. This was despite previous Government advice requiring residential gardens to be excluded from windfall projections. While there are currently no local plan policies resisting development of gardens in principle, these are not projected to continue to provide windfall housing in the MTRA2 settlements due at uncertainty about the nature of future local plan policies at this stage.

5.17 Development on 'undeveloped land' that was not allocated in previous editions of the Local Plan has produced significant numbers of windfall completions but is not seen in all years of the study period and is more sporadic. In fact, if the unusually large site at Swanmore College is discounted, this type of site produces a relatively low number of completions. Therefore this type of windfall completions should not be projected forward so as to avoid replicating an unusually large site and to reflect the fact that most undeveloped land in the settlements will be open spaces, which are protected by planning policy.

5.18 Based on the trend analysis above, future windfall calculations have been carried out using the most reliable sources of continued future supply. This includes residential redevelopment, redevelopment of redundant/commercial and leisure uses, and conversions. By doing this, the calculations provide a justified windfall allowance for the MTRA2 Settlements:

- Residential Redevelopment average net gain of 16 dwellings per annum
- Redevelopment of redundant/commercial and leisure uses. average net gain of 19.14 dwellings per annum
- Conversions average net gain of 5.14 dwellings per annum

5.19 The 'residential garden land' and 'residential redevelopment' categories have together produced the highest and most consistent levels of windfall completions in the MTRA2 Settlements. However, it is not known at this stage whether the new Local Plan may introduce policies that resist garden development / redevelopment, so a cautious approach is taken, with no future projection being made for 'residential garden land'. It is expected that 'residential redevelopment' will continue to provide windfall development at the levels seen in the recent past. Therefore, residential redevelopment is projected forward in full, giving a total of 16 dwellings per annum across the MTRA2 Settlements.

5.20 It is expected that the 'redevelopment of commercial uses' and 'conversion' categories will also continue to provide windfall development to at least the level seen in the recent past, particularly in Bishops Waltham and New Alresford. This is likely to be a cautious estimate given the impact of Covid and changes to town and village centres. Therefore these trends are projected forward in full, also giving a (rounded) total of 24 dwellings per annum (19.14 + 5.14 = 24.28).

5.21 Therefore, the total estimated contribution of windfall sites in the MTRA2 Settlements is 40 dwellings per annum, including SHELAA sites. It is not normal to apply the windfall estimate to the early years of the Plan period, as dwellings completed in this period will already have consent and so are counted as 'commitments'. Applying the windfall allowance for the 15 years from 2023/24 to 2037/38 would result in a windfall total of 600 dwellings over the Plan period (48 dwellings per annum x 15 years 2023/24 to 2037/38). In order to avoid any double counting with SHELAA sites, those SHELAA sites within the settlement boundaries of the MTRA2 Settlements (113 dwellings) are subtracted from this total, leaving a (rounded) total windfall estimate of 480 dwellings (32 dwellings per annum over 15 years), excluding SHELAA sites. This is modest in terms of recent trends (67 dwellings per annum) although considerably higher than the previous overly-cautious estimate (5 dwellings per annum).

5.22 A potential windfall supply for the MTRA2 settlements as a whole has been calculated as **480 dwellings (32 dwellings per annum over 15 years)**, excluding SHELAA sites. Delivery is likely to be higher in the larger MTRA2 Settlements (Bishops Waltham and New Alresford) and some other settlements may have more scope for windfall than others. In order to provide an estimate at the individual settlement level, this total has split into general estimates for each of the 8 MTRA2 Settlements, taking account of previous windfall development and the likely capacity for ongoing windfall, as follows (although individual settlement estimates should be treated with caution):

- Bishops Waltham - 80 dwellings (5 per annum)
- Colden Common - 50 dwellings (3 per annum)
- Denmead - 50 dwellings (3 per annum)
- Kings Worthy - 60 dwellings (4 per annum)
- New Alresford - 80 dwellings (5 per annum)
- Swanmore - 50 (3 per annum)
- Waltham Chase - 50 (3 per annum)
- Wickham - 60 dwellings (4 per annum)
- **MTRA2 Settlements total - 480 dwellings (32 per annum)**

MTRA 3 - Other Settlements in the Market Towns and Rural Area

5.23 The remainder of the settlements in the Market Towns and Rural Area are very varied in terms of their size, character and level of service provision. Some have large populations but a poor level of service provision whilst others have more services which often reflects their historic importance. Many others are very modest both in terms of their population and the level of service provision. This is typical of a diverse rural area where there is a high degree of personal mobility and choice, which creates a complex pattern of settlement dependencies.

5.24 The smaller rural settlements are subject to policy MTRA3, which has no housing or other specific development targets. Development which is commensurate with the size, character and function of the settlements may be permitted and they fall into two types:

- MTRA3(a) - Villages with defined settlement boundaries within which development and redevelopment opportunities will be supported;
- MTRA3(b) - Villages in which infilling of small sites within continuously developed road frontages may be supported.

5.25 The settlements which fall within MTRA3 and are outside the South Downs National Park are:

- **MTRA3(a)**: Compton Down, Hursley, Knowle, Littleton, Micheldever, Micheldever Station, Old Alresford, Otterbourne, South Wonston, Southdown, Southwick, Sparsholt, Sutton Scotney;
- **MTRA3(b)**: Bighton, Bishop's Sutton, Compton Street, Crawley, Curbridge, Curdridge, Durley, Durley Street, East Stratton, Gundleton, Headbourne Worthy (part), Hundred Acres, Newtown, North Boarhunt, Northbrook, Northington, Swarraton, Otterbourne Hill, Shawford, Shedfield, Shirrell Heath, Soberton Heath, Stoke Charity, Wonston and Woodmancott.

MTRA3a Settlements

Source of Completions

5.26 This section seeks to identify the sources of completions that have occurred within the MTRA3a Settlements that have defined settlement boundaries. There are two categories identified, these are:

- Allocations within the Local Plan
- Windfall

5.27 Across the MTRA3a settlements windfall sites have been the biggest contributor to completions, as can be seen in Table 10, with 80 dwellings delivered between April 2012 and March 2019. The previous windfall study did not recommend any windfall allowance for the MTRA3a settlements and has, therefore, proved over-cautious. There were are relatively large number of completions at Micheldever Station, mostly from an affordable housing site. Allocated sites contributed a further 42 dwellings, all from a site in Sutton Scotney identified within the Winchester Local Plan 2006. Table 10 shows the source of completions along with a breakdown for each MTRA3a settlement.

Settlement	Type		Total
	Allocations	Windfall	
Compton Down	0	0	**0**
Hursley	0	6	**6**
Knowle	0	6	**6**
Littleton	0	11	**11**
Micheldever	0	4	**4**
Micheldever Station	0	26	**26**
Old Alresford	0	0	**0**
Otterbourne	0	3	**3**
South Wonston	0	10	**10**
South Down	0	4	**4**
Southwick	0	1	**1**
Sparsholt	0	2	**2**
Sutton Scotney	42	7	**49**
Total	**42**	**80**	**122**

Table 10: Net Housing Completions by type in MTRA3a settlement

	Year							Total
	2012 – 2013	2013 – 2014	2014 – 2015	2015 – 2016	2016 – 2017	2017 - 2018	2018 - 2019	
Allocation	0	0	15	0	0	0	27	**42**
Windfall	26	19	8	6	3	13	6	**81**
Total	**26**	**19**	**23**	**6**	**3**	**13**	**32**	**122**

Table 11: Net Housing Completions by type 2012 – 2019

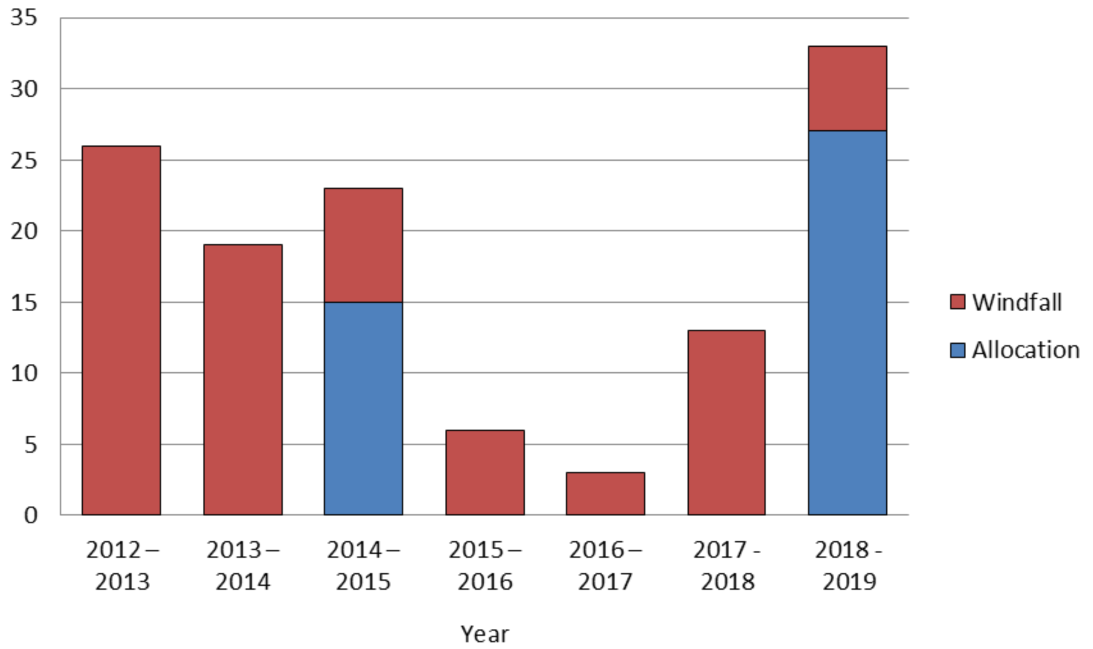

Figure 7: Net Housing Completions by type 2012 – 2019

Site Size

5.28 This section analyses the size of sites that have occurred within the defined settlement boundaries of the MTRA3a Settlements. There are two categories identified, these are:

- Large Sites (Comprising of 10 dwellings or more)
- Small Sites (Comprising of less than 9 dwellings)

5.29 Across the MTRA3a settlements large sites have been the biggest contributor to completions, as can be seen in Table 12 with 66 dwellings delivered since April 2012. The settlement with most completions from large sites was Sutton Scotney with 42 dwellings completed since 2012, the source of which is Old Station Yard, Oxford Road, an allocated site from the 2006 Local Plan. Setting this single allocation aside, small sites produced the majority of windfall completions at a reasonably consistent rate.

	2012-13	2013-14	2014-15	2015-16	2016-17	2017 - 18	2018 - 19	Total
Small	8	13	8	6	3	13	5	**56**
Large	18	6	15	0	0	0	27	**66**
Total	**26**	**19**	**23**	**6**	**3**	**13**	**32**	**122**

Table 12: Net Completions by Site Size

5.30 With regards to windfall completions, 70% have originated from small sites. This is to be expected as by their very nature windfall sites usually occur on small parcels of land comprising of no more than five dwellings or more.

5.31 The proportion of large and small site completions each year from 2012 to 2019 (Figure 8) has varied greatly. There is no particular trend regarding large sites, especially as only a few sites were involved, however small sites have delivered more consistently over the study period providing 56 dwellings in total.

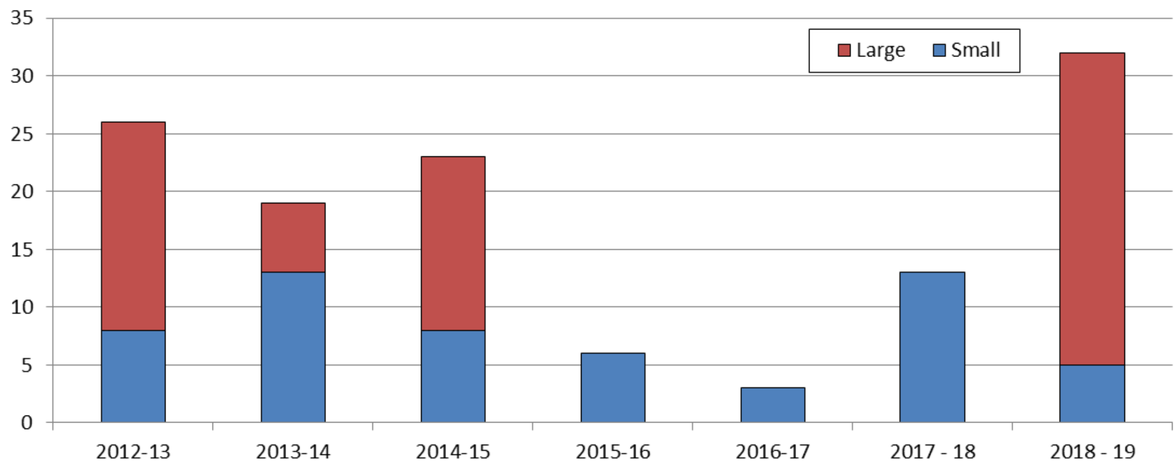

Figure 8: Completions by Site Size 2012 - 2019

5.32 Windfall has been the primary source of completions across the MTRA3a settlements and, given that there are no allocations in Local Plan Part 2, this trend is likely to continue.

Previous Uses

5.33 This section aims to analyse the historic previous uses of developed land in order to understand were development may come from in the future. As can be seen in Table 13 below the highest percentage of development in the MTRA3a settlements has occurred on a single site that was allocated within the Winchester Local Plan 2006 (Old Station Yard, Sutton Scotney). The highest source for windfall sites was 'residential garden land' which comprised 33% of the overall completions (50% of windfall completions).

Previous Use	No of Dwellings	Percentage
Allocated Housing Site	42	34%
Conversions	6	5%
Undeveloped Land	0	0%
Redevelopment of redundent/commercial/ leisure uses	28	23%
Residential Garden Land	40	33%
Residential Redevelopment	6	5%
Total	122	100%

Table 13: Net Completions - Previous Uses

5.34 Table 14 shows the breakdown of the source of windfall completions across the study period. 'Residential garden land' and 'residential redevelopment' have been the most consistent with completions every year for garden land, although much smaller numbers for redevelopment. These sources are likely to continue provided that the current development strategy of encouraging development within the defined settlement boundaries is maintained in the emerging Local Plan.

Previous Use	2012 – 2013	2013 – 2014	2014 – 2015	2015 – 2016	2016 – 2017	2017 - 2018	2018 - 2019	Total	Average
Allocated housing site	0	0	15	0	0	0	27	42	N/A
Conversions	5	0	0	0	0	1	0	6	0.85
Undeveloped Land	0	0	0	0	0	0	0	0	0
Redevelopment of redundant/ commercial/ leisure uses	15	6	3	0	0	4	0	35	4
Residential garden land	5	12	3	4	4	8	4	40	5.7
Residential redevelopment	1	1	2	2	-1	0	1	6	0.85

Table 14: Previous Uses 2012 - 2018

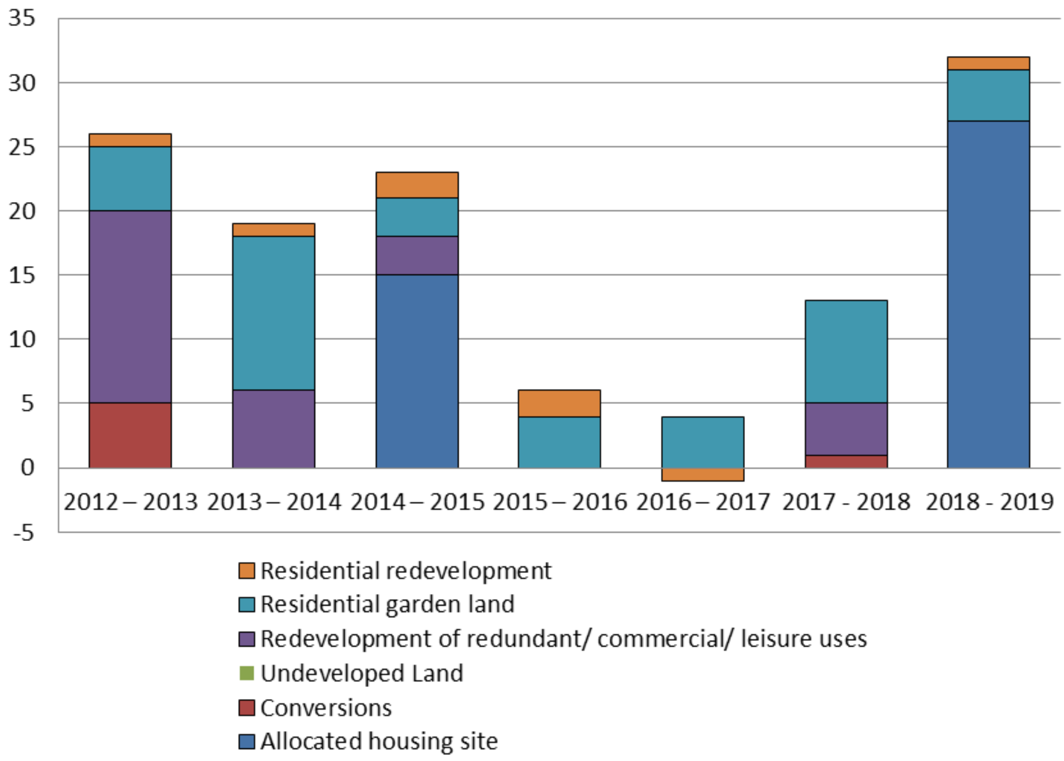

Figure 9: Historic Trends of Previous Use 2012 - 2019

Calculating the Windfall Potential for MTRA3a Settlements

5.35 Tables 13 and 14, along with Figure 9, show a steady supply of residential development in the MTRA 3a settlements from ‘residential garden land’ and there is also a lower supply from ‘residential redevelopment’. With regard to ‘redevelopment of commercial / leisure sites’, this has been quite strong throughout the study period but more sporadic, with conversions making a more modest and sporadic contribution.

5.36 Undeveloped land has not provided any completions in the assessment period and is not expected to in future. Allocations will not be accounted for in any future windfall/unidentified development calculations as these are not windfall developments.

5.37 Based on the trend analysis above, future windfall calculations have been carried out using the most reliable sources of continued supply, except for residential garden development which is subject to future policies in the new Local Plan. Projections are carried forward for the contribution of residential redevelopment, redevelopment of redundant/commercial and leisure uses, and conversions. By doing this, the calculations provide a justified windfall allowance for the MTRA3a Settlements:

- Residential Redevelopment average net gain of 0.85 dwellings per annum
- Redevelopment of redundant/commercial and leisure uses. average net gain of 4 dwellings per annum
- Conversions average net gain of 0.85 dwellings per annum

5.38 The ‘residential garden land’ and ‘residential redevelopment’ categories have together produced the highest and most consistent levels of windfall completions in the MTRA3a settlements. However, it is not yet known whether the new Local Plan will introduce policies that limit garden development, so this category is not included in future projections. It is expected that residential redevelopment will continue to provide windfall development at the levels seen in the recent past. Therefore, this category is projected forward in full, giving a (rounded) total of 1 dwelling per annum across the MTRA3a Settlements.

5.39 It is expected that the ‘redevelopment of commercial uses’ and ‘conversion’ categories will also provide some future windfall development. However, these categories have been more sporadic in the past and, given the smaller nature of these settlements, a 50% reduction has been applied to past trends to ensure the estimate is realistic rather than optimistic. Therefore these trends are projected forward at a reduced level, giving a (rounded) total of 2 dwellings per annum (4 + 0.85 = 4.85 x 50% = 2.42).

5.40 Therefore, the total estimated contribution of windfall sites in the MTRA3a settlements is 3 dwellings per annum. There are no SHELAA sites within the MTRA3a settlements. It is not normal to apply the windfall estimate to the early years of the Plan period, as dwellings completed in this period will already have consent and so are counted as ‘commitments’. Applying the windfall allowance for the 15 years from 2023/24 to 2037/38 would result in a windfall total of 45 dwellings over the Plan period (3 dwellings per annum x 15 years 2023/24 to 2037/38). This is very modest in terms of recent trends (11 dwellings per annum), although no allowance for windfall was made in the previous windfall study.

5.41 A potential windfall supply for the MTRA3a settlements as a whole has been calculated as **45 dwellings (3 dwellings per annum over 15 years)**, excluding

SHELAA sites. Delivery is likely to be higher in some MTRA3a settlements than others, but given the large number and small scale of the settlements involved it is not realistic to split this modest total into estimates for each settlement.

MTRA3b Settlements

Source of Completions

5.42 This sections seeks to identify the sources of completions that have occurred through infilling within the MTRA3b Settlements. There are three categories identified these are:

- Allocations within the Local Plan
- Sites identified in the SHLAA
- Windfall

5.43 Across the MTRA3b settlements windfall has provided all completions, as can be seen in Table 15, with 79 dwellings delivered between April 2012 and March 2019. The previous windfall study did not recommend any windfall allowance for the MTRA3b settlements and has, therefore, proved over-cautious. Table 15 shows the source of completions along with a breakdown of each MTRA3b settlement.

Type	Settlement															Total
	Bighton	Compton Street	Crawley	Curdridge	Durley	Gundleton	Headbourne Worthy	Lower Upham	North Boarhunt	Northington	Otterbourne Hill	Shawford	Shedfield	Shirrell Heath	Soberton Heath	
Allocations	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SHLAA	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Windfall	3	2	1	8	-1	1	1	15	3	1	1	3	23	8	10	79

Table 15: Net Housing Completions by type 2012 – 2019

	Year							Total
	2012 – 2013	2013 – 2014	2014 – 2015	2015 – 2016	2016 – 2017	2017 - 2018	2018 - 2019	
Allocation	0	0	0	0	0	0	0	**0**
SHLAA	0	0	0	0	0	0	0	**0**
Windfall	8	10	1	5	11	18	26	**79**
Total	**8**	**10**	**1**	**5**	**11**	**18**	**26**	**79**

Table 16: Net Housing Completions by type and year 2012 – 2019

5.44 Although there are 25 settlements that are subject to MTRA3b (excluding those in the South Downs National Park), Table 15 notes that there were only completions in 14 of these. In addition, Lower Upham is included in Table 15 because, while most of the settlement is in the National Park, there were completions on one site outside the National Park (Torbay Farm). It can be seen from Table 16 that windfall sites contributed completions in all years, albeit in small numbers and at varying rates.

Site Size

5.45 This section analyses the size of sites that have occurred within the MTRA3b Settlements. There are two categories identified, these are:

- Large Sites (Comprising of 10 dwellings or more)
- Small Sites (Comprising of less than 9 dwellings)

5.46 Across the MTRA3b settlements small sites have been the biggest contributor to completions, as can be seen in Table 17 with 41 dwellings delivered since April 2012. The settlement with the most completions from small sites was Soberton Heath with 10 dwellings completed since 2012.

	Year							Total
	2012-13	2013-14	2014-15	2015-16	2016-17	2017 - 18	2018 - 19	
Small	6	2	1	5	11	3	13	**41**
Large	2	8	0	0	0	15	13	**38**
Total	**8**	**10**	**1**	**5**	**11**	**18**	**26**	**79**

Table 17: Net Completions by Site Size

5.47 The proportion of large and small site completions from 2012 to 2019 (Figure 10) has varied greatly. There is no particular trend regarding large sites, however small sites have delivered more consistently over the study period providing 41 dwellings in total.

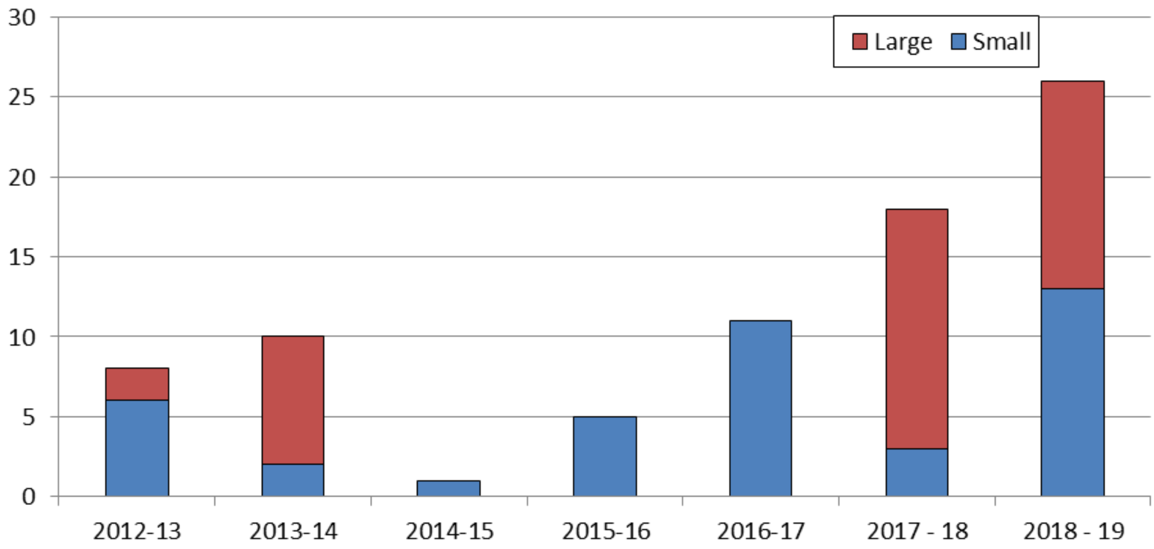

Figure 10: Large and Small Site Completions 2012 – 2019

Previous Uses

5.48 This section aims to analyse the historic previous uses of developed land in order to understand were development may come from in the future. As can be seen in the table and figure below the highest percentage of development in the MTRA3b settlements has occurred on sites that were 'Redevelopment of redundant/commercial/ leisure uses' (41% of windfall). The second highest was 'previous open space' which comprised of 27% of the overall completions.

Previous Use	No of Dwellings	Percentage
Allocated Housing Site	0	0%
Conversions	9	11%
Previous Open Space	21	27%
Redevelopment of redundent/commercial/ leisure uses	32	41%
Residential Garden Land	12	15%
Residential Redevelopment	5	6%
Total	79	100%

Table 18: Net Completions - Previous Uses

5.49 Table 19 shows the breakdown of the source of windfall completions across the study period. 'Residential garden land' has been the most consistent, although with a small number of completions in most years. While there may be scope for this to continue, this depends on whether the current development strategy of providing for modest infill within the MTRA3b settlements is applied in the emerging Local Plan.

Previous Use	2012 – 2013	2013 – 2014	2014 – 2015	2015 – 2016	2016 – 2017	2017 – 2018	2018 – 2019	Total	Average
Allocated housing site	0	0	0	0	0	0	0	0	N/A
Conversions	3	0	1	3	1	0	1	9	1.28
Previous open space	0	0	0	0	8	0	13	21	3
Redevelopment of redundant/ commercial/ leisure uses	2	8	0	0	0	15	7	32	4.57
Residential garden land	2	2	0	1	3	0	4	12	1.71
Residential redevelopment	1	0	0	1	-1	3	1	5	0.71

Table 19: Previous Uses by Year 2012 - 2018

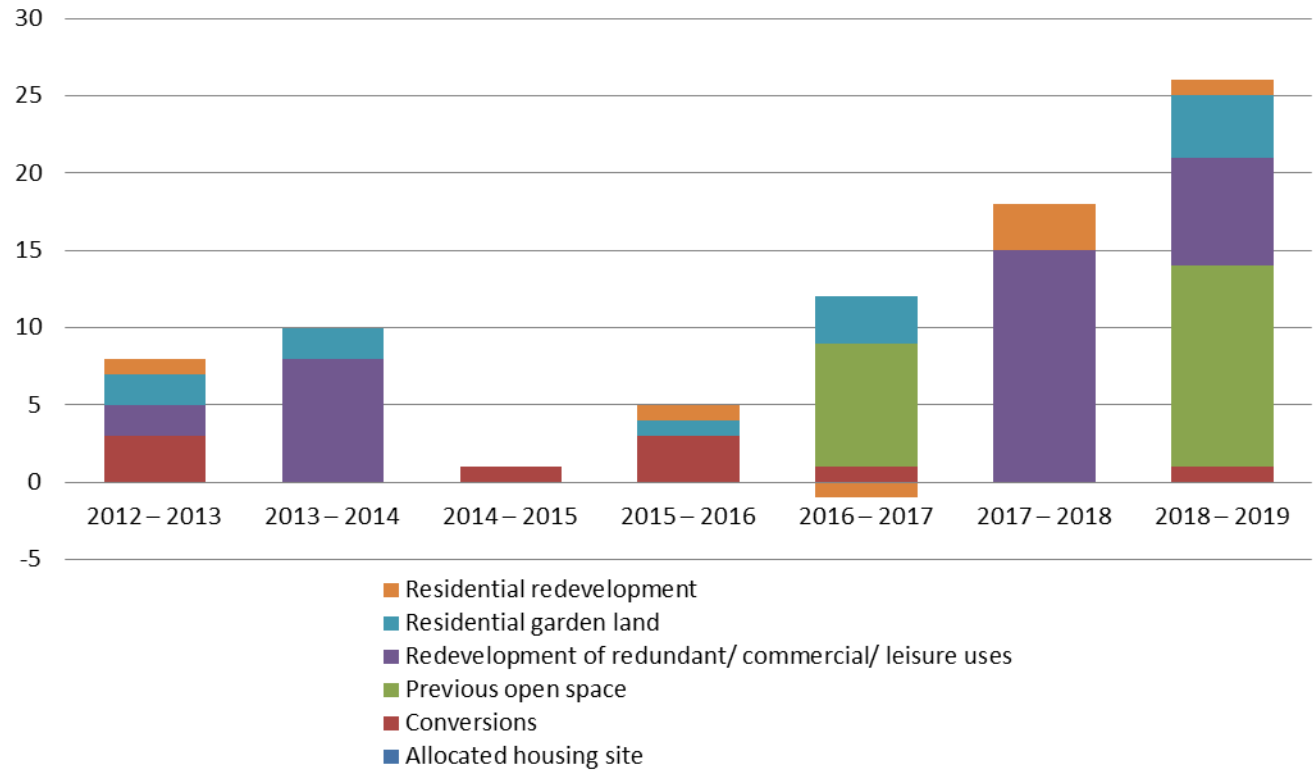

Figure 11: Historic Trends of Previous Use 2012 - 2019

Calculating the Windfall Potential for MTRA3b Settlements

5.50 Tables 18 and 19, along with Figure 11, show a small but steady supply of residential development in the MTRA3b settlements from ‘residential garden land’. However, whether this can continue will depend on the policies in the new Local Plan and a cautious approach is taken at this stage, with no future estimate made for this type of windfall provision. There is also a lower but still reasonably steady supply from ‘conversions’. With regard to ‘residential redevelopment’, this is the lowest source of delivery throughout the study period and is quite sporadic by its nature, with one year seeing a negative in the number of completions.

5.51 The ‘previous open space’ and ‘redevelopment of redundant/ commercial/ leisure uses’ categories have delivered the largest number of dwellings since 2012. However a number of the sites were affordable housing exception sites, which cannot be assumed to continue as a secure source of supply in the MTRA3b area, and the redundant commercial sites are few in number and too sporadic to use as a basis for projecting forward. Allocations will not be accounted for in any future windfall/unidentified development calculations as these are not windfall developments.

5.52 Based on the trend analysis above, future windfall calculations have been carried out using only the most reliable sources of continued supply of ‘conversions’ (1.28 dwellings per annum). By doing this, the calculations provide what is considered a cautious windfall/unidentified allowance for the MTRA3b settlements.

5.53 This produces a rounded total of 1 dwelling per annum (15 dwellings over 15 years). There are no SHELAA sites within the MTRA3b settlements so no need to subtract these sites.

5.54 A potential windfall/unidentified supply of residential development for the MTRA3b settlements has been calculated as **15 dwellings (1 dwelling per annum over 15 years)**, excluding SHELAA sites. Delivery is likely to be higher in some MTRA3b settlements than others, but given the small windfall estimate and the large number and small scale of the settlements involved it is not realistic to split this total into estimates for each settlement.

MTRA 4 – The Countryside

5.55 The areas outside the provisions of MTRA2 and MTRA3 are defined as 'countryside' for the purposes of planning policy and are subject to LPP1 policy MTRA4. The area comprises of very small communities which are no more than a collection of houses or isolated dwellings that are not covered by policies MTRA2 and MTRA3 and are considered to be within the wider countryside.

5.56 Development is generally limited to that which has an essential need to be located in the countryside or the conversion of existing buildings. This may include development which is necessary for agricultural, horticultural or forestry purposes, and certain types of open recreational uses which require a countryside location.

Source of Completions

5.57 This section seeks to identify the sources of completions that have occurred within the MTRA4 area. There are three categories identified these are:

- Allocations within the Local Plan
- Sites identified in the SHLAA
- Windfall

5.58 Across the MTRA4 area windfall has been the biggest contributor to completions, as can be seen in Table 20 197 dwellings delivered since April 2012. Windfall and SHELAA sites were the only source to provide completions. Table 20 shows the source of completions along with a breakdown for each year. This pattern is as expected, as there are no allocations within the MTRA4 area.

Source	Year							Total
	2012 – 2013	2013 – 2014	2014 – 2015	2015 – 2016	2016 – 2017	2017 - 2018	2018 - 2019	
Allocation	0	0	0	0	0	0	0	**0**
SHLAA	0	15	0	0	0	13	0	**28**
Windfall	3	33	12	28	14	54	53	**197**
Total	**3**	**48**	**12**	**28**	**14**	**67**	**53**	**225**

Table 20: Net Housing Completions by type 2012 - 2019

Site Size

5.59 This section analyses the size of sites that have occurred within the MTRA4 Settlements. There are two categories identified these are:

- Large Sites (Comprising of 10 dwellings or more)
- Small Sites (Comprising of less than 9 dwellings)

5.60 Across the MTRA4 area large sites have been the biggest contributor to completions, as can be seen in Table 21, with 140 dwellings delivered since April 2012. The development with the largest number of completions was Worthy Down Camp with 30 dwellings completed. Most of the other large sites are 'exception sites' which are affordable housing, which comply with the criteria set out in policy CP4.

	2012-13	2013-14	2014-15	2015-16	2016-17	2017 - 18	2018 - 19	Total
Small	3	8	12	16	14	18	14	**85**
Large	0	40	0	12	0	49	39	**140**
Total	**3**	**48**	**12**	**28**	**14**	**67**	**53**	**225**

Table 21: Net Completions by Site Size

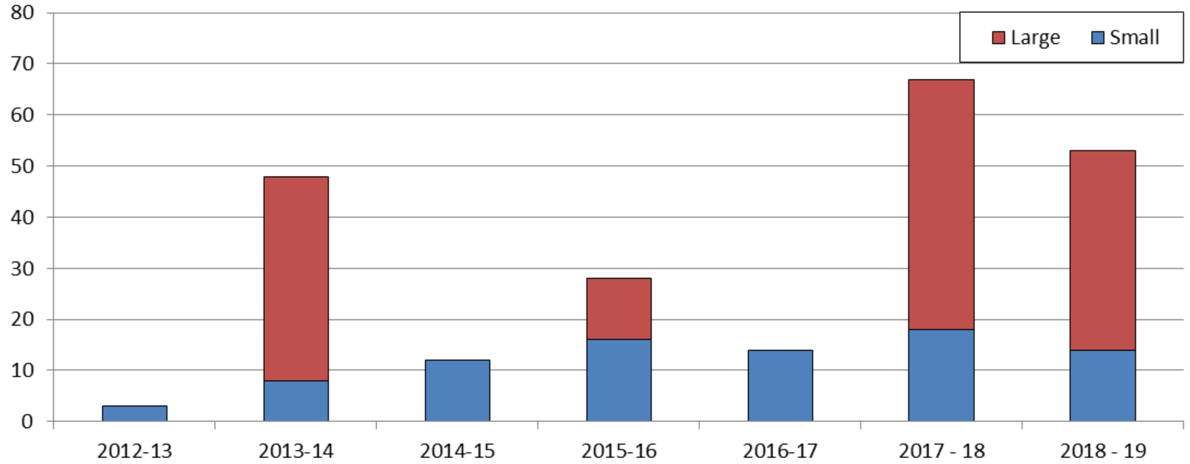

Figure 12: Large and Small Site Completions 2012 - 2019

5.61 The proportion of large site completions 2012-2019 (Figure 12) has varied greatly, with no particular trend regarding large sites. However small sites have delivered more consistently over the study period, providing 85 dwellings in total.

Previous Uses

5.62 This section aims to analyse the historic previous uses of developed land in order to understand were development may come from in the future. As can be seen in the table and figure below the highest percentage of development in the MTRA4 area has occurred on sites that were 'Previous Open Space'. The second highest was 'conversions' which comprised of 30% of the overall completions.

Previous Use	No of Dwellings	Percentage
Allocated Housing Site	0	0%
Conversions	67	30%
Previous Open Space	140	62%
Redevelopment of redundent/commercial/ leisure uses	1	0%
Residential Garden Land	4	2%
Residential Redevelopment	13	6%
Total	225	100%

Table 22: Net Completions - Previous Uses

5.63 Table 23 shows the breakdown of the source of windfall completions across the study period. Conversions and Previous Open Space have been the most consistent with completions in most years. The large number of completions on 'Previous Open Space' was primarily due to 'exception sites' but it would not be appropriate to assume that this trend will continue given the exceptional nature of these schemes. Completions from conversions have resulted largely from changes to permitted development rights and are expected to continue provided that there is no change in current permitted development rights relating to the conversion of agricultural buildings to residential.

Previous Use	2012 – 2013	2013 – 2014	2014 – 2015	2015 – 2016	2016 – 2017	2017 – 2018	2018 – 2019	Total	Average
Allocated housing site	0	0	0	0	0	0	0	0	N/A
Conversions	3	2	3	25	11	14	9	67	9.57
Previous open space	0	41	8	0	1	49	41	140	20
Redevelopment of redundant/ commercial/ leisure uses	0	0	0	0	1	0	0	1	0.14
Residential garden land	0	0	0	1	1	0	2	4	0.57
Residential redevelopment	0	5	1	2	0	4	1	13	1.85

Table 23: Previous Uses 2012 - 2019

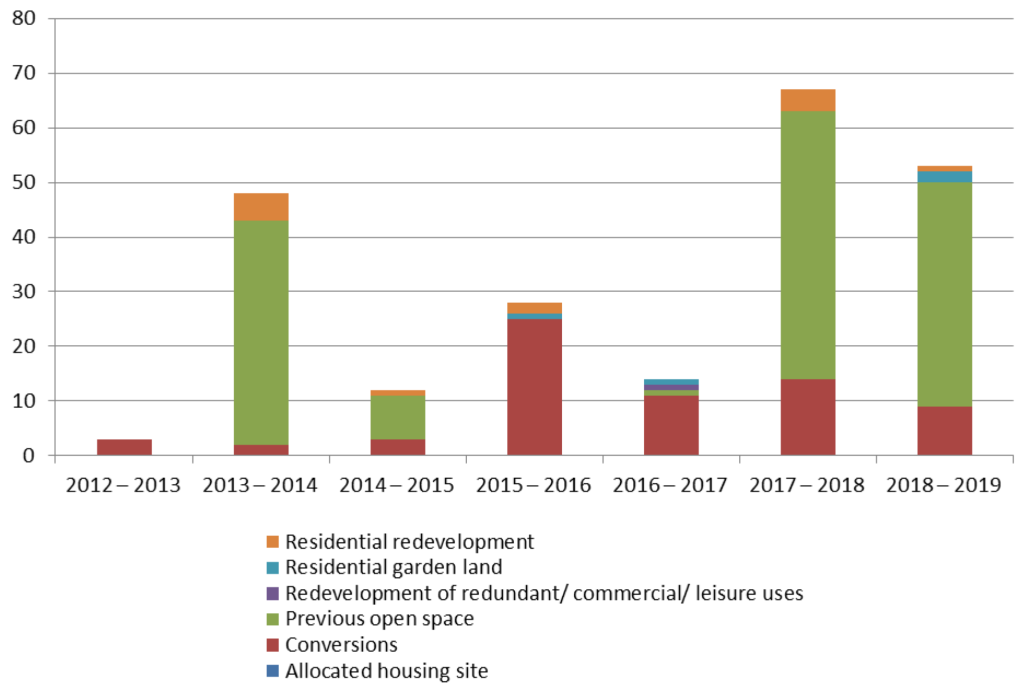

Figure 13: Historic Trends of Previous Use 2012 – 2019

Calculating the Windfall Potential for MTRA4 Area

5.64 Tables 22 and 23, along with Figure 13 show a steady supply of residential development in the MTRA4, particularly from large ‘previous open space’ sites. However, most of these are from affordable housing ‘exceptions sites’ or other ‘one-off’ sites which it would not be appropriate to project forward. Conversions are the most consistent source of housing completions in the MTRA4 area and are mostly on small sites. It is not expected that Government policies and regulations on permitted development will be tightened significantly, and may be relaxed further, so this category is expected to continue to deliver completions at a similar rate. With regard to all other sources of previous completions, these have produced very small numbers of dwellings and are more sporadic. It would not be justified to assume that these will provide a reliable source of future windfall supply.

5.65 Allocations will not be accounted for in any future windfall/unidentified development calculations as these are not windfall developments.

5.66 Based on the trend analysis above, future windfall calculations have been carried out using the only most reliable source of continued supply, 'conversion' sites (net gain of 9.57 dwellings per annum). By doing this, the calculations provide what is considered a realistic and justified windfall/unidentified allowance for the MTRA4 area.

5.67 From the above, this produces a total of 9.57 dwellings per annum. There are no SHELAA sites within the MTRA4 area so no need to subtract SHELAA sites. This produces a rounded total of 10 dwellings per annum (150 dwellings over 15 years). As such, a potential windfall/unidentified supply of residential development for the MTRA 4 area has been calculated as **150 dwellings (10 dwellings per annum over 15 years)**.

6. Local Circumstances and Justification for Including Windfall Allowance

6.1.1 A key reason and justification for the inclusion of an allowance for windfall development is that in the past it has formed a significant part of the overall number of new dwellings completed in the District. In the 7 years assessed (2012-2019) windfall sites across the District (excluding the South Downs National Park) have totalled 1441 dwelling completions. This averages 206 dwellings per annum, a considerably higher rate than estimated in the previous Windfall Study, which projected an average of 70 dwellings per annum.

6.1.2 There is no reason to believe that windfall development would not continue to form a notable part of the overall supply of new housing. The NPPF also recognises the role of windfall development in overall housing supply.

6.1.3 This paper has considered the likely scope for various types of sites to continue to provide windfall completions over the Local Plan period. This takes account of detailed work on the sources and nature of past windfall and the likelihood of this being maintained in the various settlements and rural area of the District. Where there is uncertainty about ongoing delivery a cautious approach has been taken and no allowance for future windfall is made.

6.1.4 Having undertaken a detailed analysis of past windfall trends and likely future delivery, it is concluded that a total windfall allowance for Winchester District (outside the South Downs National Park) of 115 dwellings per annum is justified and robust. The windfall estimate has already been reduced to ensure there is no double counting of sites identified within the SHELAA. The individual windfall allowances for each sub-area of the District are shown in Table 24 below.

Spatial Area	Annual Windfall Allowance
Winchester Town	69
South Hampshire Urban Areas	0
MTRA2 Settlements	32
MTRA3a & MTRA3b Settlements	4
MTRA4 Area	10
TOTAL	**115**

Table 24: Projected Annum Windfall Allowance by Sub-Area

6.1.5 While the estimated total of 115 dwellings per annum from windfall is significantly higher than the 70 per annum estimated by the previous windfall study, assessment of the delivery of windfall sites shows that the previous study was over-cautious in some of its projections. Windfall completions over the 7 years assessed have averaged over 200 dwellings per annum, so the future annual estimate of 115 is much lower than this and considered to be a realistically modest estimate.

6.1.6 It is not normal to apply the windfall estimate to the early years of the Plan period, as dwellings completed in this period will already have consent and so are counted as 'commitments'. Applying the windfall allowance for the 15 years from 2023/24 to 2037/38 would result in a District-wide (excluding the South Downs National Park area) windfall total of **1,725 dwellings over the Plan period (115 dwellings per annum x 15 years 2023/24 to 2037/38)**. So long as there is no significant change to Government or local policies that would inhibit continued windfall housing being delivered on the types of sites assessed, there is robust evidence for the inclusion of such an estimate in the emerging Local Plan.