

Windfall/Unidentified Housing Development

Analysis and Justification Background
Paper

July 2020



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Purpose of this paper	The purpose of this paper is to calculate and justify the inclusion of a windfall allowance for the Havant Borough Local Plan.
Why?	The calculations in this paper will be used to establish how unidentified sites can contribute to meeting the Borough's objectively assessed housing need.
Objectives	<ul style="list-style-type: none">▪ Use past housing completions data to identify trends and calculate the windfall allowance from 2025/26 to 2036/37 from the Borough's five areas.▪ From the above, establish the windfall allowance in Havant Borough's housing supply as a whole.

Any queries about the report should be sent to:

Email policy.design@havant.gov.uk

Telephone 023 9244 6539

Address: Havant Borough Council
Public Service Plaza
Civic Centre Way
Havant
PO9 2AX

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1. Summary and Background

- 1.1 This paper provides an updated analysis of previous windfall/unidentified residential development in the five areas of Havant Borough from 2006/07 to 2019/2020. It provides justification for the inclusion of some windfall development within Havant Borough's housing land supply during the plan period.
- 1.2 For the purposes of this paper, the five areas of the Borough are: Emsworth, Havant & Bedhampton, Hayling Island, Leigh Park and Waterlooville.
- 1.3 Unidentified developments (more commonly termed as windfall developments) are those typically not allocated and are unexpected in terms of their contribution to housing land supply. Historically, they have formed a significant part of the overall supply of residential development in Havant Borough. The extent, type and potential continuation of this varies from area to area. This paper will therefore seek to provide an analysis of windfall housing development by area.
- 1.4 The National Planning Policy Framework (NPPF) indicates that:

"Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area." [NPPF, paragraph 70]
- 1.5 The Council is of the view that there will be limited windfall (certainly that which cannot be supported by 'compelling evidence') in the first 5 years as a large proportion of such development will either already have planning permission, or be in the process towards a planning application. However, there will be a reliable supply from windfall development coming forward after the first 5 years of the plan period.
- 1.6 This paper will therefore look at past delivery rates from windfall (for the period 2006/07 to 2019/2020) and expected future trends, as well as explaining the local circumstances and justification for windfall inclusion. A windfall allowance will be used for the period 2025/26 to 2036/37. This excludes the 5-year period following the expected adoption of the Local Plan and will run until the end of the plan period.

2. Historic Windfall Delivery Rates and Expected Future Trend by Area

- 2.1 Past windfall rates have been obtained 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, as well as the description of the development.
- 2.2 The analysis of past trends covers the period from 1st April 2006 to 31st March 2020. This means there is fourteen years of reliable and comprehensive completion data which can be analysed. Data pre-dating 1st April 2006 is not as complete, includes some anomalies and has therefore not been included.
- 2.3 In addition, the 2006/07 to 2019/2020 period includes periods of economic downfall and recent economic recovery to reflect a full economic cycle.

Residential Garden Land

- 2.4 Annex 2 of the 2019 NPPF specifically excludes residential gardens within built up areas from the definition of previously developed land. However, the relatively suburban nature of the borough means that residential garden land within the settlement areas will continue to make an important contribution toward housing supply.
- 2.5 Private garden land was not actively surveyed for development potential as part of the Council's Strategic Housing Land Availability Assessment (SHLAA). This is due to the difficulties in assembling garden land and the certainty of deliverability/developability of sites. In the vast majority of cases, it would also fall below the study threshold (less than 5 dwellings). As such, it has not been practicable to identify the exact locations/sites for the purposes of the SHLAA and/or allocation through the emerging Local Plan. It is therefore more suitable for inclusion as unidentified/windfall development.

Summary of Approach

- 2.6 As the five areas have different characteristics and constraints, past housing completions data from 2006/07 to 2019/20, each area has been analysed separately. Housing completions from of the five areas are then categorised as follows:
- **Residential garden land** – This includes new dwellings in existing residential plots and redevelopment of dwelling(s) to provide new/further residential accommodation on a notably larger footprint than the previous building.
 - **Residential redevelopment** – This includes replacement dwellings, modest additions and then splits to multiple dwellings such as extensions to a single dwelling house followed by conversion to semi-detached (and similar).
 - **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 former editions of the Local Plan. This includes the Havant District Local Plan 2005, as well as the adopted Local Plan 2026 which consist of the Core Strategy (March 2011) and the Allocations Plan (July 2014).
- **Previous open space** – This includes development on land that was previously open space and was not allocated for development in any renditions of the Havant Borough Local Plan.

- 2.7 Any housing completions on an “allocated housing site” were excluded as ‘previously identified development’.
- 2.8 Data from the remaining housing completions categories (identified as windfall/unidentified housing development) is then analysed to identify trends likely to continue. Large ‘one-off’ type past windfall developments have been omitted to avoid overestimating the likely future windfall contribution.
- 2.9 Finally, an overall 10% reduction is applied to the resulting figure to ensure the projected windfall contribution is realistic rather than optimistic.

3. Emsworth

Analysis of Windfall/Unidentified Housing Development

Past Net New Residential Completions in Emsworth

3.1 Table 1 (below) outlines the number of net new residential completions in Emsworth in relation to those in Havant Borough from 2006/07 to 2019/2020.

Year	Borough net residential completions	Emsworth net residential completions	% of residential completions in Emsworth
2006/07	236	17	7%
2007/08	390	55	14%
2008/09	252	3	1%
2009/10	145	6	4%
2010/11	231	39	16%
2011/12	168	9	5%
2012/13	249	49	19.5%
2013/14	200	79	39.5%
2014/15	492	157	32%
2015/16	584	28	5%
2016/17	649	14	2%
2017/18	282	1	0.35%
2018/19	268	39	14.6%
2019/20	366	98	26.78%
2006-2020	4,512	594	13.16%

Table 1 – Net new residential completions in Emsworth in relation to those in Havant Borough (2006/07 to 2019/2020).

3.2 The number of net new residential completions in Emsworth (2006/07 to 2019/2020) have been categorised by type of development in Table 2 (below).

Year	Residential garden land (net)	Residential redevelopment (net)	Redevelopment of redundant/ commercial/ leisure use (net)	Conversion (net)	Allocated housing site Local Plan (net)	Previous open space (net)
2006/07	2	13	0	2	0	0
2007/08	15	23	0	17	0	0
2008/09	0	1	0	2	0	0
2009/10	2	0	0	4	0	0
2010/11	6	30	0	3	0	0
2011/12	1	8	0	1	-1	0
2012/13	1	3	0	5	40	0
2013/14	0	-1	2	1	77	0
2014/15	2	3	0	-1	153	0
2015/16	1	-2	1	4	24	0
2016/17	4	5	1	2	0	2
2017/18	2	0	0	-1	0	0
2018/19	5	-1	0	6	29	0
2019/20	2	-1	0	0	97	0
2006-2020	43	81	4	45	419	2
Average	3.07 (2.d.p)	5.78 (2.d.p)	0.28 (2.d.p)	3.21 (2.d.p)	n/a not windfall	0.14 (2.d.p)

Table 2 – Net new residential completions in Emsworth (2006/07 to 2019/2020) categorised by development type.

Residential Completions by Type - Emsworth (2006/07 to 2019/20)

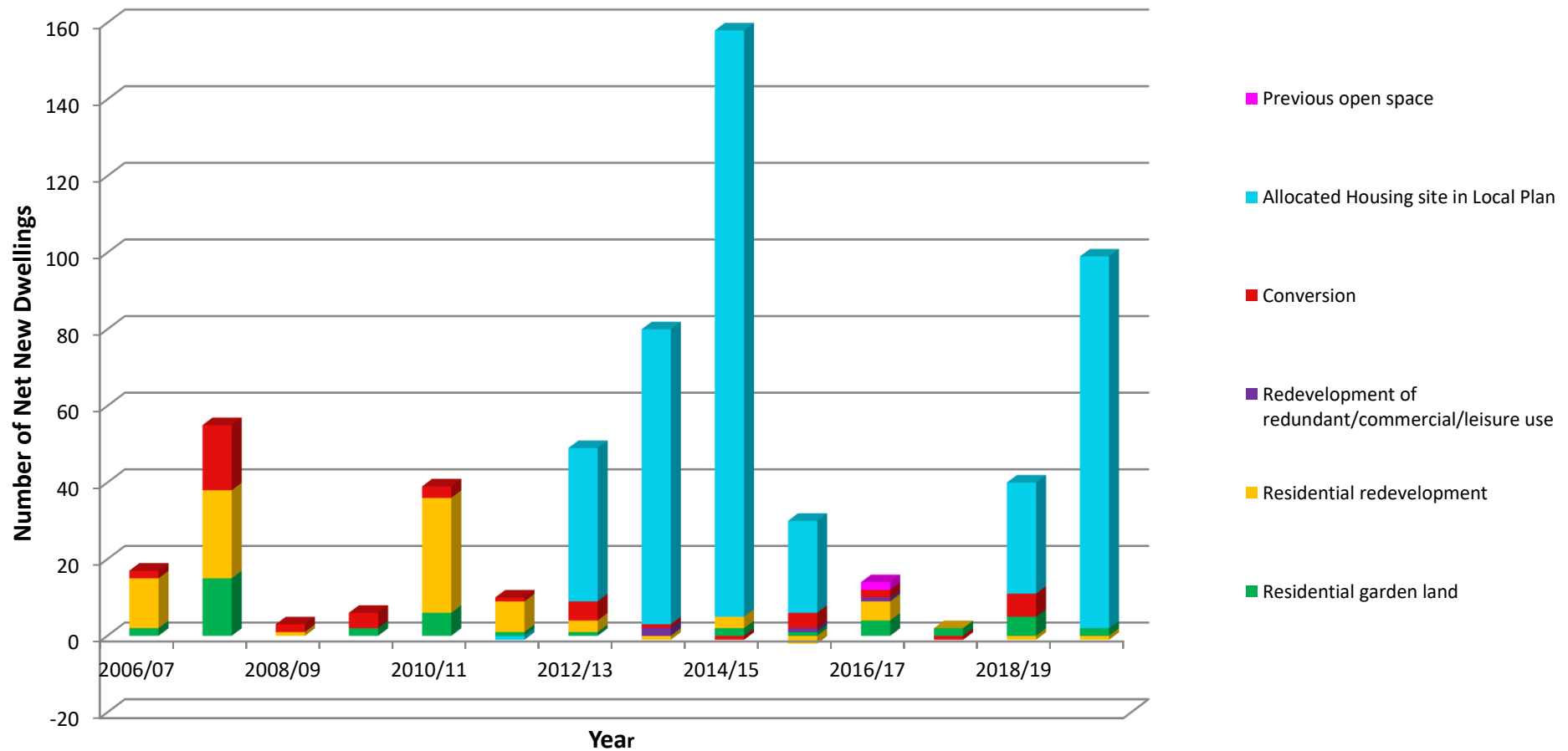


Figure 1 – Residential completions in Emsworth (2006/07 to 2019/20) by type.

Residential Windfall Completions by Type - Emsworth (2006/07 to 2019/20)

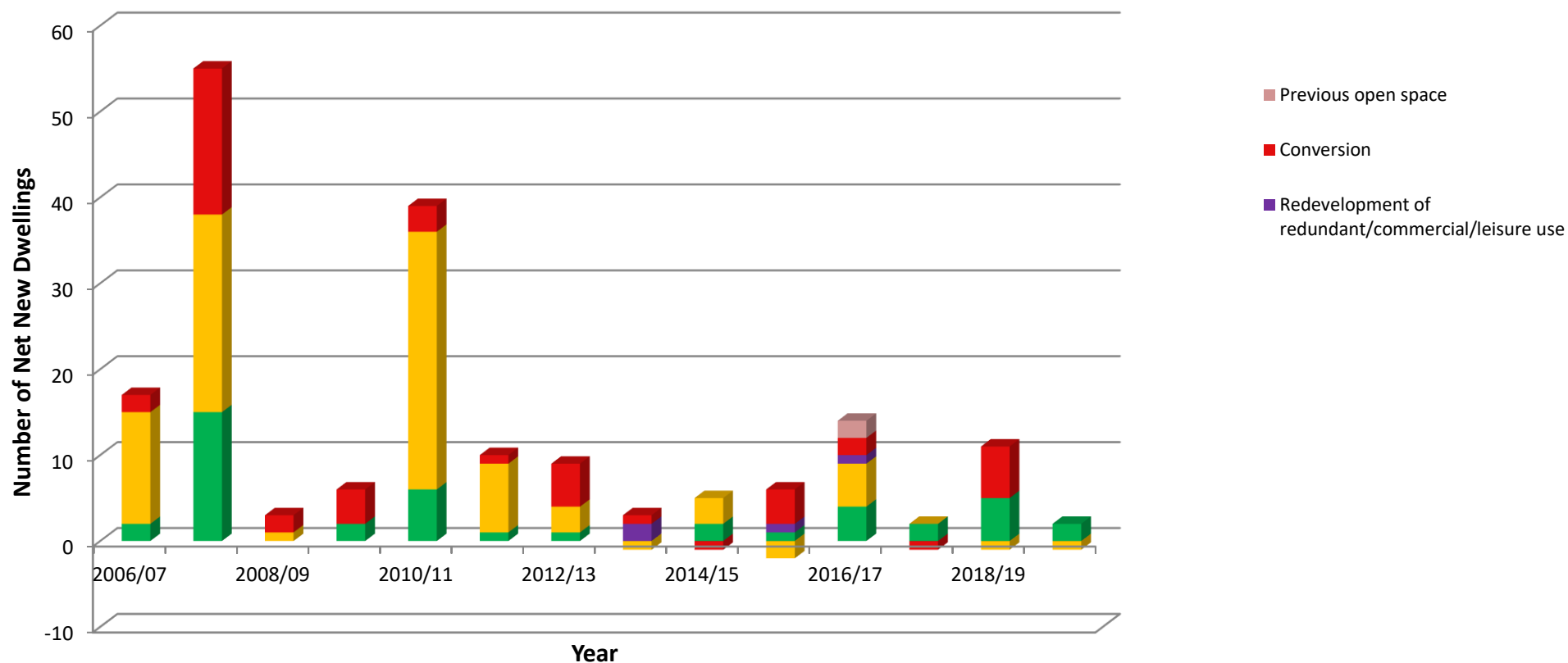


Figure 2 - Residential windfall completions in Emsworth (2006/07 to 2019/20) by type (excluding allocated housing sites identified in previous Local Plans).

Calculating the Windfall Potential for Emsworth

- 3.3 Table 2, along with Figures 1 and 2 show a continuing supply of residential development in Emsworth from conversions, with the exception of 2019/20 during which this category saw no completions. Supply from residential garden development and residential redevelopment has continued throughout the period but is more sporadic by its nature. In the earlier years, the high supply from residential redevelopments can be attributed to a number of retirement accommodation developments.
- 3.4 Redevelopment of redundant/commercial/leisure uses is shown but only in small numbers and up to and including the 2016/17 monitoring year. In addition, development on previous open spaces is only seen in this year. Therefore, these two types of windfall development are excluded future windfall supply as they are not a reliable source of supply.
- 3.5 Based on the trend analysis above, future windfall has been calculated calculations out using the most reliable sources of continued supply. This includes residential garden development, residential redevelopment and conversions. By doing this, the calculations provide what is considered a realistic and justified windfall/unidentified allowance for Emsworth:

Residential Garden Land	average net gain of 3.07 dwellings per annum
Residential Redevelopment	average net gain of 5.85 dwellings per annum
Conversion	average net gain of 3.21 dwellings per annum

- 3.6 From the above, this produces an unadjusted total of 12.13 dwellings per annum.
- 3.7 A 10% reduction is then applied to ensure the estimate is realistic rather than optimistic ($12.13 - 1.213 = 10.917$). By rounding to the nearest whole number therefore, this produces a total of **11 dwellings per annum**.
- 3.8 As such, a potential windfall/unidentified supply of residential development for Emsworth has been calculated as **132 dwellings over the remainder of the plan period** (up to 2036/37). This has been calculated by multiplying the calculated 11 dwellings per annum over the 12-year period (2025/26 to 2036/37).

Summary

3.9 A windfall allowance over the remainder of the plan period (up to 2037) is shown below in Table 3.

Windfall/Unidentified Delivery for Emsworth						
	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
No of dwellings	11	11	11	11	11	11
	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
No of dwellings	11	11	11	11	11	11
Total 2025 to 2037 = 132 dwellings						

Table 3 – The windfall allowance for Emsworth from 2025/26 to 2036/37.

4. Havant & Bedhampton

Analysis of Windfall/Unidentified Housing Development

Past Net New Residential Completions in Havant & Bedhampton

- 4.1 Table 4 (below) outlines the number of net new residential completions in Havant & Bedhampton in relation to those in Havant Borough from 2006/07 to 2019/20.

Year	Borough net residential completions	Havant and Bedhampton net residential completions	% of residential completions in Havant and Bedhampton
2006/07	236	40	17%
2007/08	390	57	14.5%
2008/09	252	18	7%
2009/10	145	24	17%
2010/11	231	25	11%
2011/12	168	64	38%
2012/13	249	6	2.5%
2013/14	200	3	1.5%
2014/15	492	167	34%
2015/16	584	327	56%
2016/17	649	142	22%
2017/18	282	81	28.7%
2018/19	268	43	16%
2019/20	366	77	21%
2006-2020	4,512	1,074	23.8%

Table 4 – Net new residential completions in Havant & Bedhampton in relation to those in Havant Borough (2006/07 to 2019/2020).

- 4.2 The number of net new residential completions in Havant & Bedhampton (2006/07 to 2019/2020) have been categorised by type of development in Table 5 (below).

Year	Residential garden land (net)	Residential redevelopment (net)	Redevelopment of redundant/ commercial/ leisure use (net)	Conversion (net)	Allocated Housing site in Local Plan (net)	Previous open space (net)
2006/07	19	0	11	6	4	0
2007/08	3	29	14	3	8	0
2008/09	1	3	-5	19	0	0
2009/10	3	0	17	4	0	0
2010/11	5	-1	5	7	9	0
2011/12	3	2	30	7	22	0
2012/13	2	2	0	2	0	0
2013/14	1	0	0	2	0	0
2014/15	0	1	0	17	149	0
2015/16	6	2	3	3	313	0
2016/17	3	3	25	12	99	0
2017/18	3	11	0	6	61	0
2018/19	2	8	0	0	33	0
2019/20	2	34	0	4	37	0
2006-2020	53	94	100	92	735	0
Average	3.78 (2.d.p)	6.71 (2.d.p)	7.14 (2.d.p)	6.57 (2.d.p)	n/a (not windfall)	0

Table 5 - Net new residential completions in Havant & Bedhampton (2006/07 to 2019/2020) categorised by development type.

Residential Completions by Type - Havant & Bedhampton (2006/07 to 2019/20)

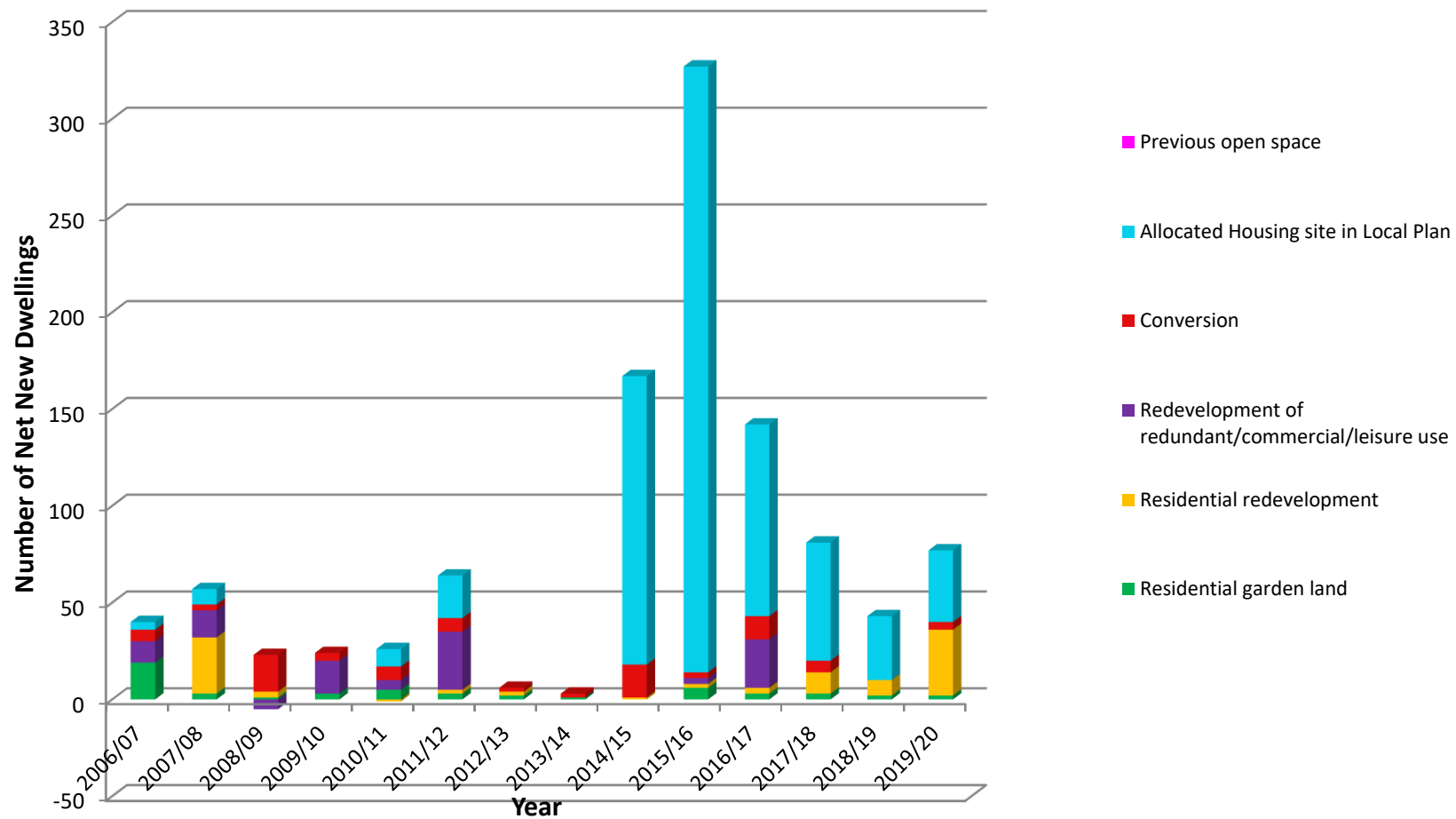


Figure 3 - Residential completions in Havant & Bedhampton (2006/07 to 2019/20) by type.

Residential Windfall Completions by Type - Havant & Bedhampton (2006/07 to 2019/20)

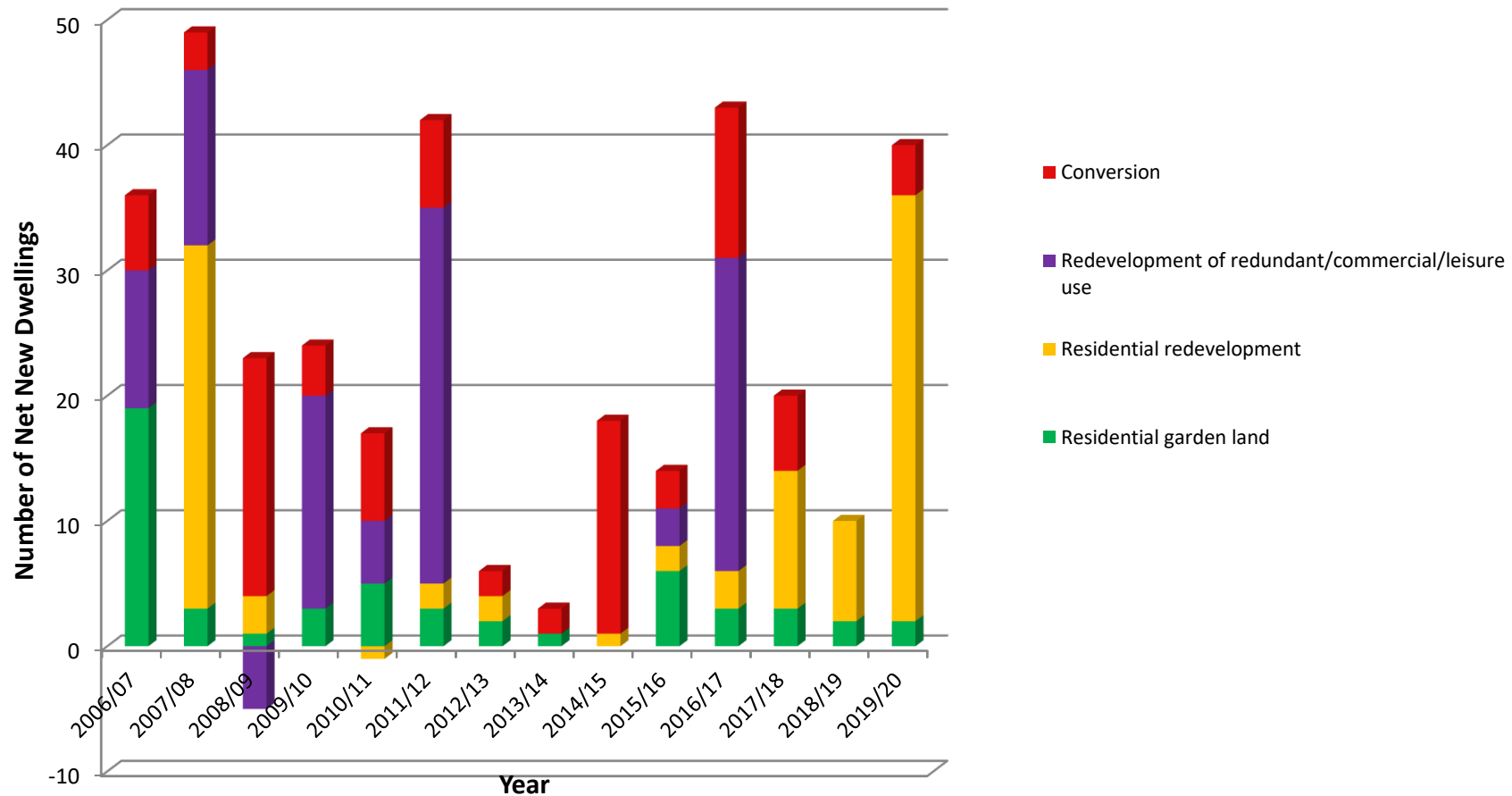


Figure 4 - Residential windfall completions in Havant & Bedhampton (2006/07 to 2019/20) by type (excluding allocated housing sites identified in previous Local Plans).

Calculating the Windfall Potential for Havant & Bedhampton

- 4.3 Table 5, along with Figures 3 and 4 largely show a continuing supply from residential garden land, conversions and residential redevelopment in Havant & Bedhampton, the latter of which has increased significantly in recent years. It is considered that the rate of supply from these categories is likely to continue and should be considered a reliable source of windfall supply going forwards.
- 4.4 There has been no supply from the redevelopment of redundant/commercial/leisure use during 2017/18, 2018/19 and 2019/20. As such it is considered prudent to exclude this element of supply going forwards.
- 4.5 Based on the trend analysis above, future windfall calculations have been carried out using the most reliable sources of continued supply. This includes residential garden development, conversions and residential redevelopment. By doing this, the calculations provide what is considered a realistic and justified windfall/unidentified allowance for Havant & Bedhampton:

Residential Garden Land	average net gain 3.78 dwellings per annum
Conversions	average net gain 6.57 dwellings per annum
Residential redevelopment	average net gain 6.71 dwellings per annum

- 4.6 From the above, this produces an unadjusted total of 17.06 dwellings per annum.
- 4.7 A 10% reduction has been applied to ensure the estimate is realistic rather than optimistic ($17.06 - 1.706 = 15.35$). By rounding to the nearest whole number therefore, this produces a total of 15 **dwellings per annum**.
- 4.8 As such, a potential windfall/unidentified supply of residential development for Havant & Bedhampton has been calculated as 180 **dwellings over the remainder of the plan period** (up to 2037). This has been calculated by multiplying the calculated 15 dwellings per annum over the 12-year period (2025/26 to 2036/37).

Summary

4.9 A windfall allowance over the remainder of the plan period (up to 2037) is shown below in Table 6.

Windfall/Unidentified Delivery for Havant & Bedhampton						
	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
No. of dwellings	15	15	15	15	15	15
	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
No. of dwellings	15	15	15	15	15	15
Total 2025 to 2037 = 180 dwellings						

Table 6 – The windfall allowance for Havant & Bedhampton from 2024/25 to 2035/36.

5. Hayling Island

Analysis of Windfall/Unidentified Housing Development

Past Net New Residential Completions on Hayling Island

- 5.1 Table 7 (below) outlines the number of net new residential completions on Hayling Island in relation to those in Havant Borough from 2006/07 to 2019/20.

Year	Borough net residential completions	Hayling Island net residential completions	% of residential completions on Hayling Island
2006/07	236	36	15.5%
2007/08	390	38	10%
2008/09	252	56	22%
2009/10	145	12	8%
2010/11	231	7	3%
2011/12	168	23	14%
2012/13	249	16	6.5%
2013/14	200	13	6.5%
2014/15	492	3	0.5%
2015/16	584	73	12.5%
2016/17	649	147	22.5%
2017/18	282	40	14.2%
2018/19	268	66	24.6%
2019/20	366	51	13.93%
2006-2020	4,512	581	12.87%

Table 7 – Net new residential completions on Hayling Island in relation to the overall completions in Havant Borough (2006/07 to 2019/20).

5.2 The number of net new residential completions on Hayling Island (2006/07 to 2019/20) have been categorised by type of development in Table 8 (below).

Year	Residential garden land (net)	Residential redevelopment (net)	Redevelopment of redundant/ commercial/ leisure use (net)	Conversion (net)	Allocated Housing site in HBDWLP (net)	Previous open space (net)
2006/07	2	12	9	4	6	3
2007/08	11	-2	10	7	0	12
2008/09	18	4	31	3	0	0
2009/10	5	4	0	3	0	0
2010/11	8	-4	3	0	0	0
2011/12	2	20	0	1	0	0
2012/13	5	-4	5	10	0	0
2013/14	6	2	0	5	0	0
2014/15	1	0	0	1	0	1
2015/16	4	-2	16	3	52	0
2016/17	4	13	5	1	123	1
2017/18	15	5	4	2	24	0
2018/19	20	5	33	5	3	0
2019/20	8	41	0	2	0	0
2006-2020	109	94	116	47	208	17
Average	7.78 (2.d.p)	6.71 (2.d.p)	8.28 (2.d.p)	3.35 (2.d.p)	n/a (not windfall)	1.21 (2.d.p)

Table 8 - Net new residential completions on Hayling Island (2006-2020) categorised by development type.

Residential Completions by Type - Hayling Island (2006/07 to 2019/20)

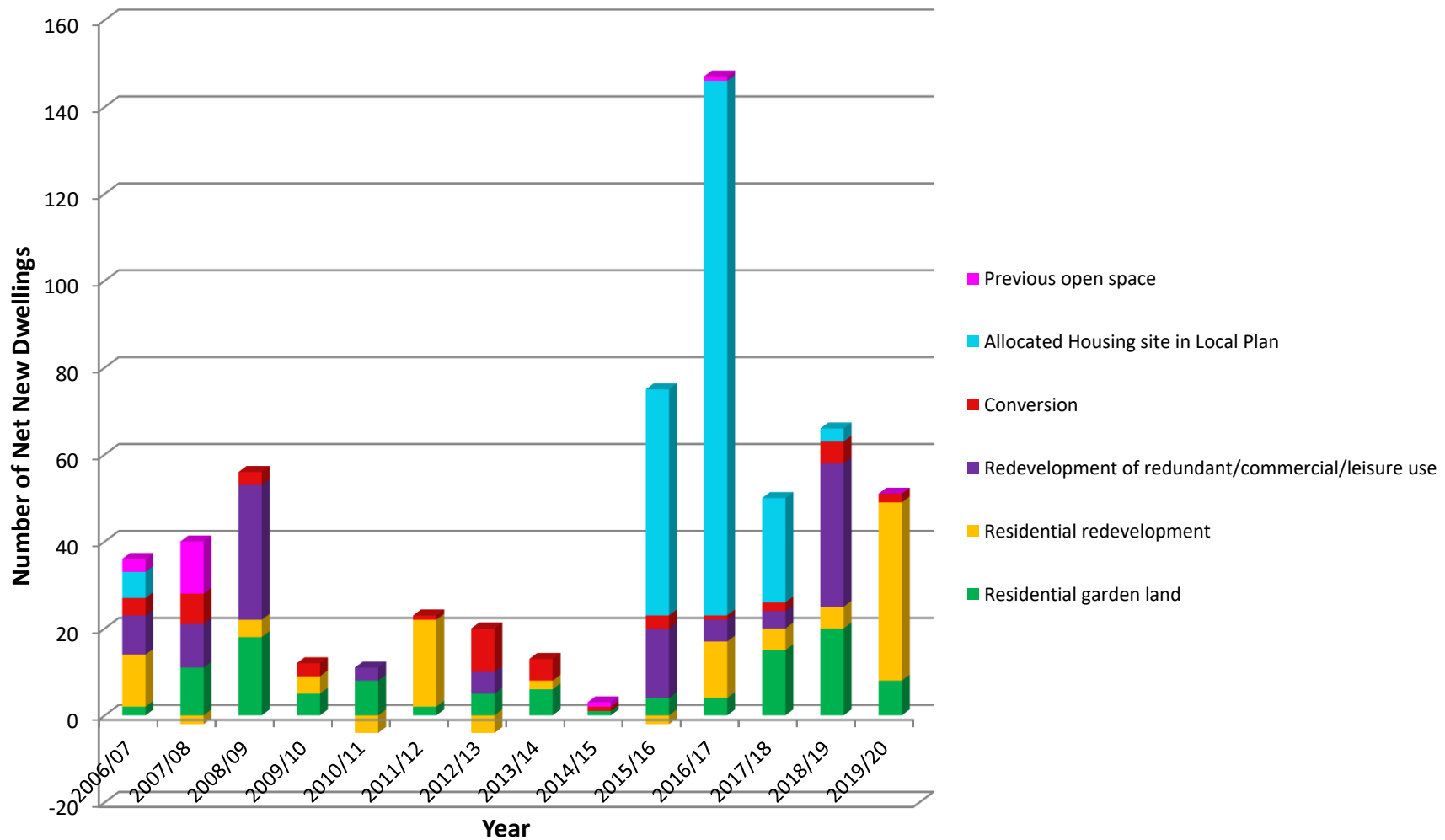


Figure 5 - Residential completions on Hayling Island (2006/07 to 2019/20) by type

Residential Windfall Completions by Type - Hayling Island (2006/07 to 2019/20)

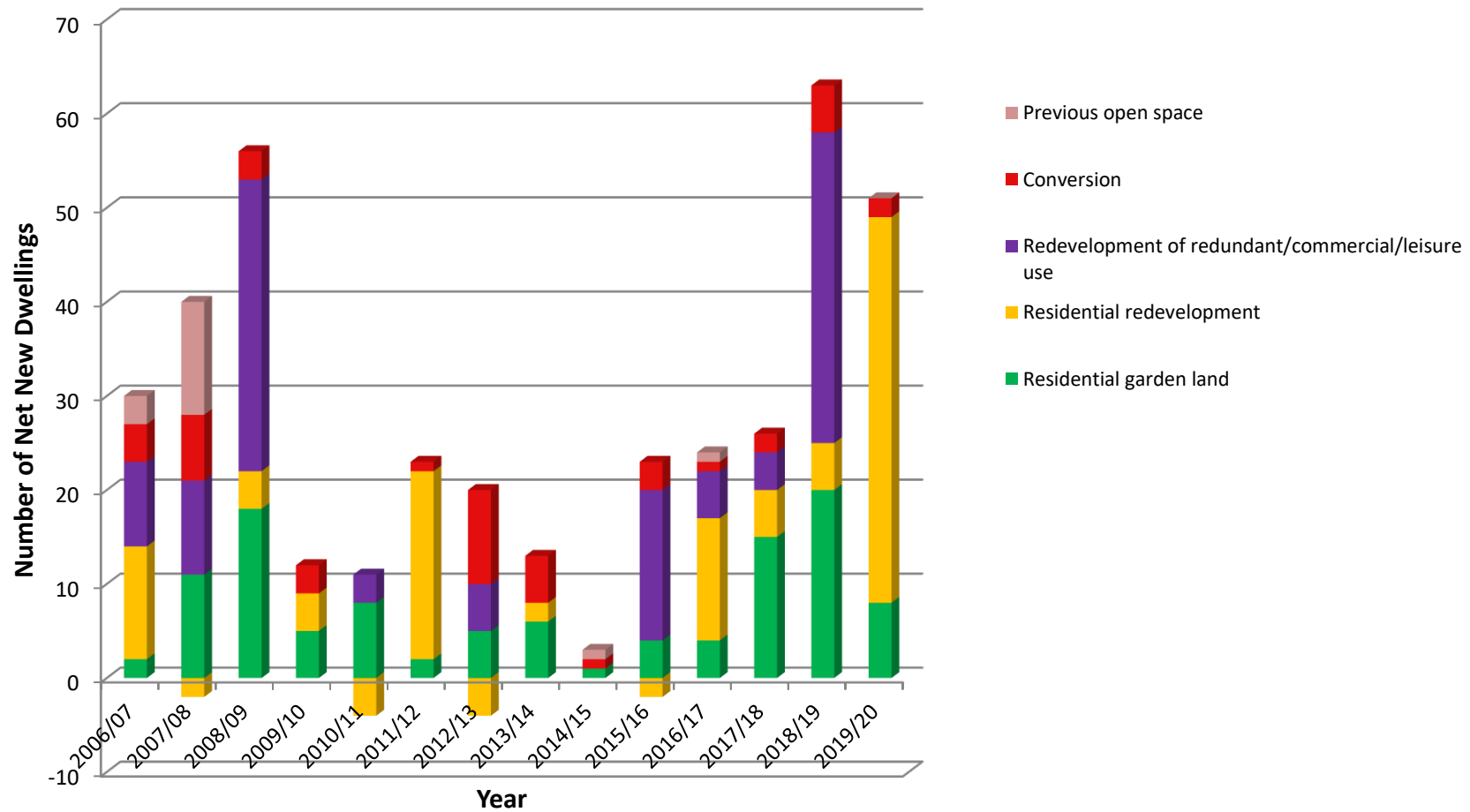


Figure 6 - Residential windfall completions on Hayling Island (2006/07 to 2019/20) by type (excluding allocated housing sites identified in previous Local Plans).

Calculating the Windfall Potential for Hayling Island

- 5.3 Table 8, along with Figures 5 and 6 show a steady supply from residential garden land, and residential redevelopment on Hayling Island. The supply from conversions is also steady throughout the monitoring period but has been a relatively small contribution.
- 5.4 With regard to the redevelopment of redundant/commercial/leisure uses on Hayling Island, this source and supply has fluctuated significantly and is not considered to be a reliable category of supply. The peaks seen in 2008/09 and 2018/19 can be attributed to the redevelopment of commercial sites for retirement complexes.
- 5.5 Further supply during the analysis period came from a number of applications on previous open space but only in the early part of the study period. Therefore, it has not been included in any future windfall calculations.
- 5.6 Based on the trend analysis above, future windfall calculations have been carried out using the most reliable sources of continued supply. This includes residential garden development, residential redevelopment and conversions. By doing this, the calculations provide what is considered a realistic and justified windfall/unidentified allowance for Hayling Island.

Residential garden land	average net gain 7.78 dwellings per annum
Residential redevelopment	average net gain 6.71 dwellings per annum
Conversions	average net gain 3.35 dwellings per annum

- 5.7 From the above, this produces an unadjusted total of 17.84 dwellings per annum.
- 5.8 A 10% reduction has been applied to ensure the estimate is realistic rather than optimistic ($17.84 - 1.784 = 16.05$). By rounding to the nearest whole number therefore, this produces a total of **16 dwellings per annum**.
- 5.9 As such, a potential windfall/unidentified supply of residential development for Hayling Island has been calculated as **192 dwellings over the remainder of the plan period** (up to 2037). This has been calculated by multiplying the calculated 16 dwellings per annum over the 12 year period (2025/26 to 2036/37).

Summary

5.10 A windfall allowance over the remainder of the plan period (up to 2037) is shown below in Table 9.

Windfall/Unidentified Delivery for Hayling Island						
	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
No. of dwellings	16	16	16	16	16	16
	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
No. of dwellings	16	16	16	16	16	16
Total 2025 to 2037 = 192 dwellings						

Table 9 – The windfall allowance for Hayling Island from 2025/26 to 2036/37.

6. Leigh Park

Analysis of Windfall/Unidentified Housing Development

Past Net New Residential Completions in Leigh Park

6.1 Table 10 (below) outlines the number of net new residential completions in Leigh Park in relation those in Havant Borough from 2006/07 to 2019/20.

Year	Borough net residential completions	Leigh Park net residential completions	% of residential completions in Leigh Park
2006/07	236	76	32%
2007/08	390	131	33.5%
2008/09	252	123	49%
2009/10	145	54	37%
2010/11	231	134	58%
2011/12	168	30	18%
2012/13	249	6	2.5%
2013/14	200	1	0.5%
2014/15	492	23	4.5%
2015/16	584	0	0%
2016/17	649	89	14%
2017/18	282	20	7.1%
2018/19	268	65	24.3%
2019/20	366	45	12.30%
2006-2020	4,512	797	17.66%

Table 10 – Net new completions in Leigh Park in relation to the overall completions in Havant Borough (2006/07-2019/20).

5.11 The number of net new residential completions in Leigh Park (2006/07 to 2019/20), has been categorised by type of development in Table 11 (below).

Year	Residential garden land (net)	Residential redevelopment (net)	Redevelopment of redundant/ commercial/ leisure use (net)	Conversion (net)	Allocated Housing site in HBDWLP (net)	Previous open space (net)
2006/07	3	6	66	1	0	0
2007/08	3	1	126	1	0	0
2008/09	1	0	91	1	0	30
2009/10	3	-35	23	0	0	63
2010/11	2	47	12	0	0	73
2011/12	0	0	0	1	0	29
2012/13	1	2	0	3	0	0
2013/14	0	1	0	0	0	0
2014/15	2	11	10	0	0	0
2015/16	3	-10	7	0	0	0
2016/17	2	33	0	54	0	0
2017/18	-1	0	21	0	0	0
2018/19	7	4	0	9	48	0
2019/20	3	4	0	0	38	0
2006-2020	29	64	356 (excluding the Procter & Gamble site = 356-275 = 81)	70	86	195
Average	2.07 (2.d.p)	4.57(2.d.p)	5.78 (2.d.p)	5	n/a (not windfall)	13.92 (2.d.p)

Table 11 - Net new residential completions in Leigh Park (2006/07 to 2019/20) broken down by development type.

Residential Windfall Completions by Type - Leigh Park (2006/07 to 2019/2020)

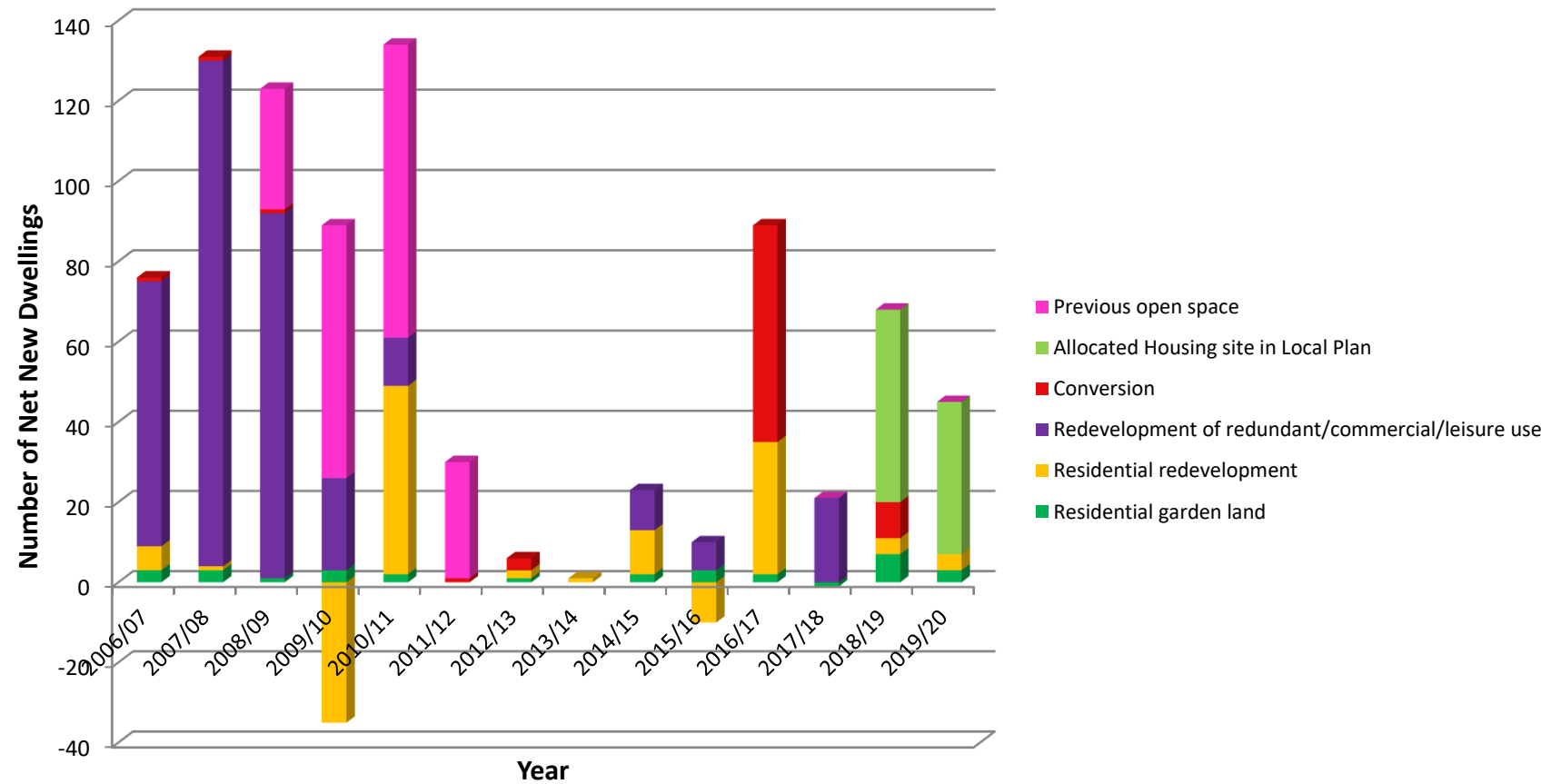


Figure 7 - Residential windfall completions in Leigh Park (2006/07 to 2019/20) by type.

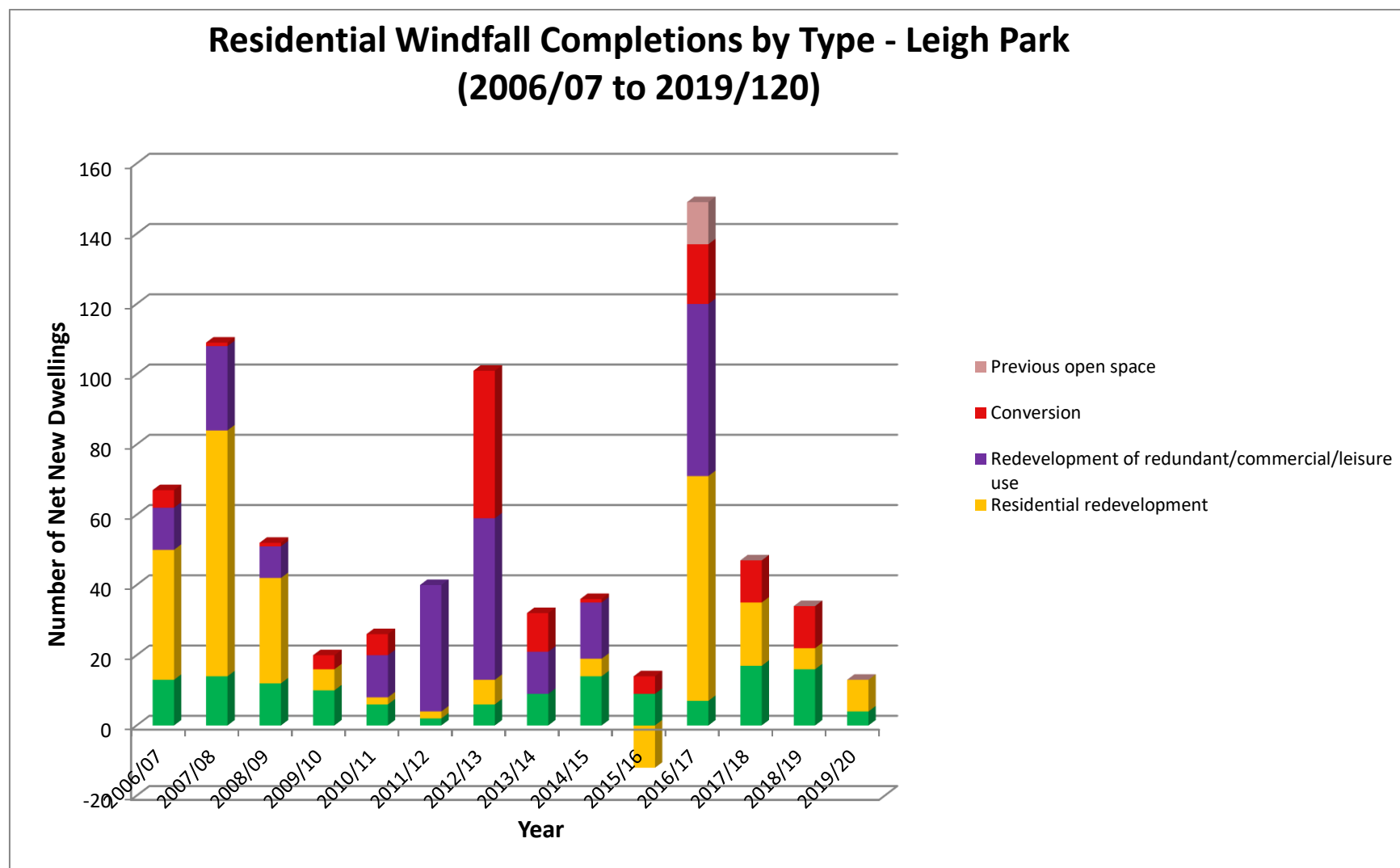


Figure 8 - Residential windfall completions in Leigh Park (2006/07 to 2019/20) by type

Calculating the Windfall Potential for Leigh Park

- 6.2 Table 11, Figure 7 and Figure 8 show a significant supply from the redevelopment of redundant/commercial/leisure use, particularly in the early part of the analysis period (2006/07-2010/11). However, this was mostly from a single site (the former Procter and Gamble Factory site). The scale of such provision is unlikely to be repeated in the Leigh Park area; therefore, the 275 total net completions from the Procter and Gamble site have been excluded from the total net completions ($356 - 275 = 81$ dwellings) and the adjusted net completions figure is shown in Table 11 above.
- 6.3 There is also a small but reliable supply from residential garden land and residential redevelopment.
- 6.4 Another significant supply came from development on previous open space in the first half of the study period. This was solely made up of two sites; the Parkhouse School Playing Fields and the Ramsdale Playing Fields. This scale and type of development is not envisaged going forwards, and has been excluded in the future windfall/unidentified development calculation.
- 6.5 There was a smaller scale supply of development from conversions between 2006/07 and 2015/16; however, the year 2016/17 saw an unusual high figure in comparison to the rest of the monitoring period. As such, development from this supply is considered unreliable and has, therefore, not been included in any future windfall/unidentified development calculations.
- 6.6 Based on the trend analysis above, future windfall calculations have been carried out using the most reliable sources of continued supply. This includes residential garden development, residential redevelopment and redevelopment of redundant/commercial/leisure uses (minus the Procter and Gamble Factory Site completions). By doing this, the calculations provide what is considered a realistic and justified windfall/unidentified allowance for Leigh Park.

Residential Garden Land	average net gain 2.07 dwellings per annum
Residential Redevelopment	average net gain 4.57 dwellings per annum
Redevelopment of Redundant/Commercial/Leisure Use	average net gain 5.78 dwellings per annum

- 6.7 From the above, this produces an unadjusted total of 12.42 dwellings per annum.
- 6.8 A 10% reduction has been applied to ensure the estimate is realistic rather than optimistic ($12.42 - 1.242 = 11.106$). By rounding to the nearest whole number therefore, this produces a total of **11 dwellings per annum**.
- 6.9 As such, a potential windfall/unidentified supply of residential development for Leigh Park has been calculated as **132 dwellings over the remainder of the plan period** (up to 2036). This has been calculated by multiplying the calculated 11 dwellings per annum over the 12 year period (2025/26 to 2036/37).

Summary

6.10 A windfall allowance over the remainder of the plan period (up to 2037) is shown below in Table 12.

Windfall/Unidentified Delivery for Leigh Park						
	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
No. of dwellings	11	11	11	11	11	11
	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
No. of dwellings	11	11	11	11	11	11
Total 2024 to 2036 = 132 dwellings						

Table 12 – The windfall allowance for Leigh Park from 2025/26 to 2036/37.

7. Waterlooville

Analysis of Windfall/Unidentified Housing Development

Past Net New Residential Completions in Waterlooville

- 7.1 Table 13 (below) outlines the number of net new residential completions in Waterlooville in relation to those in Havant Borough from 2006/07 to 2019/20.

Year	Borough net residential completions	Waterlooville net residential completions	% of residential completions in Waterlooville
2006/07	236	67	28.5%
2007/08	390	109	28%
2008/09	252	52	21%
2009/10	145	49	34%
2010/11	231	26	11%
2011/12	168	42	25%
2012/13	249	172	69%
2013/14	200	104	52%
2014/15	492	142	29%
2015/16	584	156	26.5%
2016/17	649	257	39.5%
2017/18	282	139	49.29%
2018/19	268	55	20.5%
2019/20	366	95	25.96%
2006-2020	4,512	1,465	32.46%

Table 13 – Net new residential completions in Waterlooville in relation to the those in Havant Borough (2006/07 to 2019/20).

7.2 The number of net new residential completions in Waterlooville (2006/07 to 2019/20) is categorised by type of development in Table 14 (below).

Year	Residential garden land (net)	Residential redevelopment (net)	Redevelopment of redundant/ commercial/ leisure use (net)	Conversion (net)	Allocated Housing site in HBDWLP (net)	Previous open space (net)
2006/07	13	37	12	5	0	0
2007/08	14	70	24	1	0	0
2008/09	12	30	9	1	0	0
2009/10	10	6	0	4	29	0
2010/11	6	2	12	6	0	0
2011/12	2	2	36	0	2	0
2012/13	6	7	46	42	71	0
2013/14	9	0	12	11	72	0
2014/15	14	5	16	1	106	0
2015/16	9	-12	0	5	154	0
2016/17	7	64	49	17	108	12
2017/18	17	18	0	12	92	0
2018/19	16	6	0	12	21	0
2019/20	4	9	0	0	82	0
2006-2020	139	244	216	117	737	12
Average	9.92 (2.d.p)	17.42 (2.d.p)	15.42 (2.d.p)	8.35 (2.d.p)	n/a (not windfall)	0.85 (2.d.p)

Table 14 - Net new residential completions in Waterlooville (2006/07 to 2019/20) broken down by development type.

Residential Completions by Type - Waterloo

(2006/07 to 2019/20)

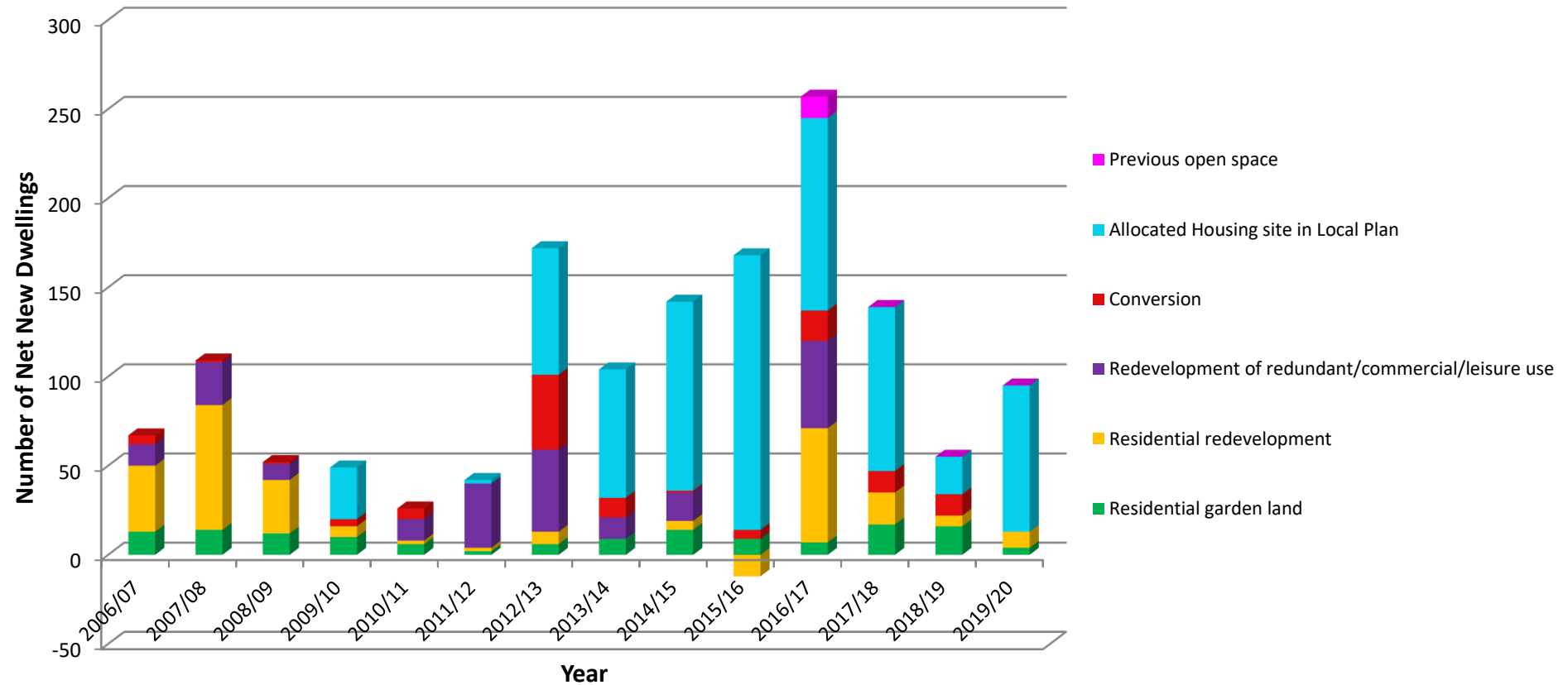


Figure 9 – Residential completions in Waterloo (2006/07 to 2019/20) by type.

Residential Windfall Completions by Type - Waterlooville (2006/07 to 2019/20)

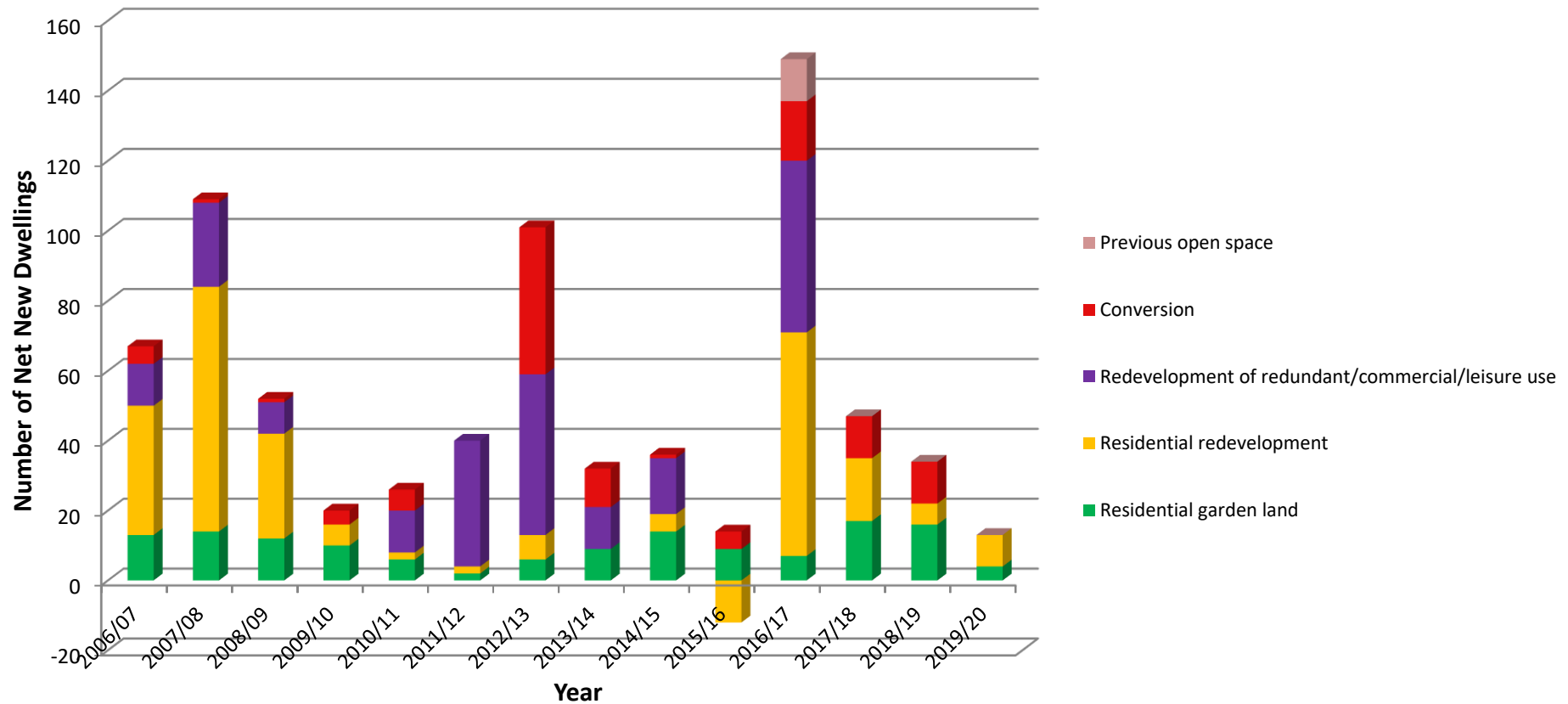


Figure 10 - Residential windfall completions in Waterlooville (2006/07 to 2019/20) by type (excluding allocated housing sites identified in previous Local Plans).

Calculating the windfall potential for WaterlooVille

- 7.3 Table 14 and Figures 9 and 10 show a continuing supply from residential garden development and residential redevelopment. In addition, redevelopment of redundant/commercial/leisure has provided a significant supply in previous years but dropped in 2017/18, 2018/19, and 2019/20 respectively.
- 7.4 A continuing supply from conversions is also shown over the monitoring period, however a peak was shown in 2012/13 (largely due to the Raeburn and Silvester House conversions) and none during 2019/20.
- 7.5 Development on previous open spaces is only seen in the 2016/17 monitoring year and is not therefore used to calculate future windfall supply.
- 7.6 Based on the trend analysis above, future windfall calculations have been carried out using the most reliable sources of continued supply. This includes residential garden development, residential redevelopment, redevelopment of redundant/commercial/leisure uses and conversions (minus the 2012/13 peak year). By doing this, the calculations provide what is considered a realistic and justified windfall/unidentified allowance for WaterlooVille.

Residential garden land	average net gain 9.92 dwellings per annum.
Residential redevelopment	average net gain 17.42 dwellings per annum.
Redevelopment of redundant/commercial/leisure use	average net gain 15.42 dwellings per annum.
Conversion	average net gain 8.35 dwellings per annum.

- 7.7 From the above, this produces an unadjusted total of 51.11 dwellings per annum.
- 7.8 A 10% reduction has been applied to ensure the estimate is realistic rather than optimistic ($51.11 - 5.1119 = 45.999$). By rounding to the nearest whole number therefore, this produces a total of **46 dwellings per annum**.
- 7.9 As such, a potential windfall/unidentified supply of residential development for Leigh Park has been calculated as **552 dwellings over the remainder of the plan period** (up to 2037). This has been calculated by multiplying the calculated 46 dwellings per annum over the 12 year period (2025/26 to 2036/37).

Summary

7.10 A windfall allowance over the remainder of the plan period (up to 2037) is shown below in Table 15.

Windfall/Unidentified Delivery for Waterloo						
	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
No. of dwellings	46	46	46	46	46	46
	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
No. of dwellings	46	46	46	46	46	46
Total 2024 to 2036 = 552 dwellings						

Table 15 - The windfall allowance for Waterloo from 2025/26 to 2036/37.

8. Local Circumstances and Justification for Including Windfall Allowance

- 8.1 The key reason and justification for the inclusion of an allowance for windfall development is that it forms a significant part of housing supply in the Borough. With a presumption in favour of sustainable development (subject to other material considerations in the Local Plan), it can be concluded that it will continue to form a notable part of the overall supply of new housing.
- 8.2 This paper has calculated a total windfall allowance for Havant Borough of 1,118 dwellings from 2025/26 to 2036/37 using past trends on housing completions in the Borough's five areas from 2006/07 to 2019/20. The individual windfall allowances for each area are replicated below in Table 16.

Area of the Borough	Windfall Allowance (2025/26 to 2036/37)
Emsworth	132 dwellings
Havant & Bedhampton	180 dwellings
Hayling Island	192 dwellings
Leigh Park	132 dwellings
Waterlooville	552 dwellings
Total for Havant Borough	1,188 dwellings

Table 16 – The windfall allowance for Havant Borough from 2025/26 to 2036/37.

Other Justification

- 8.3 From 2006/07 to 2019/20, 4,512 of the net new dwellings completed in the borough (52.6% of the total net completions) have been on sites not formally allocated and which were unidentified/windfall sites. This demonstrates a strong history of supply from windfall development in the urban area.
- 8.4 From 2006/07 to 2019/20, 373 of the net new dwellings completed have been on residential garden land (8.3% of total net completions). The Council remains open to appropriate forms of development on garden land when it is sensitive and reflective of the surrounding built form and residential amenity. By its very nature, this is difficult to predict, but with much of the Borough being of suburban nature delivery from this source is highly likely to continue.

Conclusion

- 8.5 The above analysis provides the necessary justification for the inclusion of a windfall in the Havant Borough Local Plan. This will be assessed through annual monitoring of housing delivery and supply.

