Southampton Strategic Housing Land Availability Assessment Appendix 7

Housing Implementation Strategy and Southampton's 5 year housing supply (at 31 December 2012)

Introduction

1. The National Planning Policy Framework (NPPF) provides the framework for planning at a local level. It identifies a number of different components needed to achieve sustainable development and actions to deliver this. One of these components is the delivery of a wide choice of high quality homes. In order to boost the supply of housing, one of the actions local planning authorities are required to undertake is to produce a housing implementation strategy. This describes how they will maintain delivery of a five-year supply of housing land to meet their housing target (para 47).

2. The NPPF continues the requirement in Planning Policy Statement 3 Housing (PPS 3) to set out a housing implementation strategy that describes the approach to managing the delivery of housing and previously developed land targets and trajectories (para 62). In contrast to PPS 3 however, the NPPF does not prescribe the information to be included in the strategy.

Housing targets

3. The housing targets for Southampton are derived from the South East Plan and were agreed as part of the target for the South Hampshire region. They are set out in the Core Strategy which was adopted in January 2010 and forms part of the Local Development Framework. The target for Southampton is 16,300 dwellings, 2006-2026.

4. Table 1 details completions from 2006-2012. In the six years from 2006-2012, a total of 5,179 dwellings were built. This was 289 above the cumulative allocation (based on 815 dwellings per year).

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Past completions	1,267	900	1034	525	791	662
Cumulative completions	1,267	2,167	3,201	3,726	4,517	5,179
Plan – strategic allocation	815	815	815	815	815	815
Monitor – No. above or below cumulative completions	+452	+573	+756	+466	+442	+289
Manage – Annual requirement taking account of past and projected completions	815	791	785	770	786	786

Table 1 – Past completions

5. The completions achieved in the last six years have continued the historical trend of high numbers of completions. From 2002/03 – 2005/06 housing completions were more than double the housing target (which was 486 p.a). Each year, for 7 years from 2002/03 to 2008/09, annual completions exceeded housing targets.

6. From 2009/10 onwards, annual completions have fallen below the annual housing target. However due to the large numbers of units built in the early part of the period, cumulative completions continue to exceed the cumulative target.

Future supply

7. Table 2 shows projected completions from 2012 – 2026 and beyond. These are compared against the allocation for each time period (815 p.a. 2006-2011 and 795 p.a. from 2012). Except for the time period 2017-2022, completions in each of the time periods exceed the target. The total target of 16,300 homes will be met by 2026.

		0-5 yrs	6-10 yrs	11 – 14 yrs
	2006-11	2012-16	2017- 22	2023-26
Actual completions	5,179	-	-	-
Projected completions	-	4,622	3,884	3,443
Cumulative completions	5,179	9,801	13,685	17,128
Plan – strategic allocation	4,890	3,975	3,975	3,180
Monitor – No. above or below cumulative completions	+289	+647	-91	+263

Table 2 – Projections

Sources of supply

8. Southampton is a largely urban district with its built up area extending to the administrative boundary around most of the city. It has a range of housing types. The city's housing stock contains a high proportion of smaller properties. The proportion of flats and maisonettes in the city is significantly higher than the national and regional average. In 2001, 35% of the city's housing stock consisted of flats and maisonettes compared to 19% and 20% of the stock in the South East and England respectively. There was also a corresponding smaller number of semi-detached and detached houses and bungalows (42% compared to 58% and 54%).

9. The vast majority of recent residential completions have been flatted developments. In the last two years, these have comprised 86% of the total number of dwellings completed. Flats will continue to be an important source of housing supply. However, policies in the Core Strategy will help to deliver a mix of housing types including family homes; larger dwellings with private amenity space or gardens.

10. Windfall sites have delivered the majority of housing completions each year since 2006/07. Although this proportion has dropped from over three quarters at the start of the period to 56% in 2011/12, windfalls will continue to deliver a large proportion of Southampton's housing.

11. The Estate Regeneration programme 2010/11 has started to deliver residential dwellings as part of the first phase. Phase 2 sites are being progressed now and work

is also ongoing on the citywide programme to follow. Where specific schemes have been worked up they are included and phased in the SHLAA. Citywide schemes are included in the figure for the amount of housing in broad locations.

Five year supply

12. Table 2 shows that Southampton has a five year supply of housing sites (2012-2017). These consist mainly of large sites under construction or with planning permission. An allowance was made for small windfall sites from 2015/16 onwards and the supply also includes small site commitments (spread over the five years).

13. A total of 69 sites are expected to deliver homes in the first five years. They are of a range of sizes. Of these sites, 32 are expected to deliver 20 or fewer homes in the five year supply period.

14. The following sites will each deliver more than 150 homes:
    a. Centenary Quay (633 homes)
    b. Admirals Quay (299)
    c. Mayflower Halls (197)
    d. Ordnance Survey – Western site (193)
    e. Ordnance Survey - Eastern site (179)
    f. Back of the Walls Car Park

15. Centenary Quay is the largest development site in the city. It will deliver the largest number of homes over both the five year period and also by 2026 (1,518 homes). Homes built as part of the early phases of this development are already occupied and the redevelopment is expected to be completed in 2022/23.

16. Sites b. - e. are all under construction. The only site on this list which is not under construction is the Back of the Walls Car Park. This site has permission for 178 units. A revised application was received in December 2012 and is pending for 403 student rooms with more than half of these made up of studio flats.

Risk assessment

17. The SHLAA identifies around 160 sites which may be suitable for housing development and will deliver 10 or more net dwellings. These sites are of a variety of sizes (as demonstrated above with information on the five year housing supply). The vast majority involve redevelopment of brownfield sites. In addition to identified sites, an allowance has been made for small site commitments and for small windfall sites. The allowance for windfall sites factored policy changes into estimations of the number of dwellings likely to be acceptable on sites.

18. Although the city centre will deliver significantly more dwellings than any other area, the SHLAA identifies sites across the city and where different types and densities of housing would be suitable.

19. The council is currently finalising a City Centre Action Plan (CCAP) which will allocate housing sites and identify the mixed use sites suitable for housing. This plan will be submitted later in 2013 and is expected to be adopted, after an examination, in mid 2014. Once the council has adopted the CCAP, it will produce a new Local Plan covering the whole of the city and including housing allocations.

20. With the exception of Centenary Quay (currently under construction), the council is not relying on a small number of very large sites to meet its housing targets. Instead, the

SHLAA identifies a range of potential housing sites (predominantly brownfield) across the city including a large number already in the planning process. Although not all the sites identified will come forward, Southampton has a long history of delivering housing and can expect to see planning permissions implemented and further schemes being developed when the economy improves. The nature of the city means although some identified sites will remain in non-residential use, alternative units will come forward to take their place.

21. As the CCAP will be submitted later this year, many of these sites will become allocations before the end of 2014. The council will then begin working on a plan to update the allocations across the whole of the city. This provides the policy framework to support the sites identified and gives certainty to developers considering these sites.