Annual Monitoring Report 2012/13 - Housing statistics and SHLAA site update

1. In 2012/13, Southampton delivered the second highest number of completed dwellings in Hampshire (after Test Valley), a net increase of 455 dwellings. However, this was significantly below the annual target for the city of 815 dwellings or 795 dwellings when past completions up to 2012 were taken into account since 2006/07.

2. The Core Strategy sets out a target of 16,300 new homes to be built between 2006 and 2026 (policy CS 4). As at 1 April 2013, a total of 5,635 of these had been delivered (35%) leaving a residue of 10,665 to be completed by 2026. The annualised target for 2013/14 onwards has increased to 820 dwellings per year.

3. Policies in the Core Strategy are intended to encourage the delivery of new homes in high quality accessible environments as follows:
   - A variety of house size will be promoted including family homes as well as homes for smaller households (policy CS 16).
   - A proportion of affordable homes is expected on the larger development sites in order to meet the needs of the city's residents who cannot afford to buy their homes or live in private rented accommodation (CS 16).
   - In order to deliver the number of homes required new developments in appropriate locations need to achieve higher densities. The density levels are set out in CS 5.
   - Gypsies and travellers and travelling showpeople have specific accommodation needs. Policy CS 17 sets out the criteria against which planning applications for new sites will be assessed.

4. The latest Strategic Housing Land Availability Assessment was published in March 2013. This calculated a potential projected supply at December 2012 as follows, based on the average annual requirement of 795 (taking account of past completions since 2006/07):

   2012/13 – 2016/17 (5 year supply) of 4,622 dwellings compared with a target of 3,975 dwellings.
   2012/13 – 2021/22 (10 year supply) of 8,506 dwellings compared with a target of 7,950 dwellings.

5. In accordance with national practice guidance[1], the sites identified within the SHLAA have been monitored to inform the updated housing trajectory and five year supply. The figures for identified sites in Table 10 are based on the SHLAA sites, updated to reflect completions and changes in timescales and numbers since its publication. These changes are set out in Appendix 1. The targets have also been revised to reflect the lower than expected completions in 2012/13. The projected supply as at 31st March 2013 is as follows:

   2013/14 – 2017/18 (5 year supply) of 4,957 dwellings compared with a target of 4,100 dwellings (or 4,305 dwellings including a 5% buffer).
   2013/14 – 2022/23 (10 year supply) of 8,955 dwellings compared with a target of 8,200 dwellings.

[1] Strategic Housing Land Availability Assessment: Practice Guidance (DCLG 2007)

6. The recession has had a major impact on housing delivery and in 2012/13 the number of dwellings completed on large sites was substantially lower than previous years. Completions are however expected to rise in the next two years as sites currently under construction, including Admirals Quay, Mayflower Halls and Hendy Ford, deliver completions. Other student housing schemes and existing major development such as Centenary Quay and the Ordnance Survey sites will also continue to deliver new housing units.

7. The Council continues to take a proactive approach to help the market and maintain a housing supply, which includes:
   - Continuing the Estate Regeneration programme at:
     - Exford Avenue for 35 houses and 90 flats
     - Laxton Close for 30 houses and 33 flats
     - Meggeson Avenue for 10 houses and 23 flats
     - Cumbrian Way for 12 houses and 38 flats
     - Weston Lane shopping parade for 40 houses and 30 flats
   - Obtaining government funding to build a new extra care scheme in Lordshill
   - Supporting ‘Build to Rent’ bids to the HCA, such as that for Centenary Quay.
   - Assisting the ‘Southampton Affordable Housing Partnership’ to complete 9 new schemes providing affordable housing in the city

Housing completions 2012/13

8. There were 455 net housing completions in 2012/13, which was below the annualised target of 795 completed dwellings per year and, below the level of completions delivered in 2011/12 (662):
   - 196 (43%) of these were in the city centre.
   - 4,356 residential units have permission but have not been built,
   - 295 (net) dwellings have been provided on large sites capable of accommodating 10 or more units and 160 (net) dwellings have been provided on small sites capable of accommodating less than 10 units.
   - 87% came forward on unallocated sites. However, the majority of these sites are identified as potential sites in the SHLAA.

Table 1 Size of site (net) 2006-13

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13
Large sites	1067	571	672	290	636 (80%)	477 (72%)	295 (65%)
Small sites	201	329	362	235	155 (20%)	185 (28%)	160 (35%)
Total	**1268**	**900**	**1034**	**525**	**791**	**662**	**455**

Source: SCC, Corporate Research and Hampshire County Council

Table 2 Site Completions 2012/13

	Large Sites	Small Sites	TOTAL
Total Gross Gain	411	185	596
Total Loss	116	25	141
Total Net Gain	**295**	**160**	**455**

Source: SCC, Corporate Research and Hampshire County Council

Table 3 Large Sites Net Residential Gains (10 or more units) 2012/13

Beds	Flats	Houses	HMOs / Cluster flats	TOTAL
GAINS				
1-Bed	168	0	0	168
2-Bed	150	13	0	163
3-Bed	9	54	0	63
4-Bed	1	13	0	14
5-bed	0	0	3	3
Totals	**328**	**80**	**3**	**408**
LOSSES	**111**	**5**	**0**	**116**
NET GAIN	**217**	**75**	**3**	**295**

Source: SCC and Hampshire County Council

Table 4 Small Sites Net Residential Gains (<10 units) 2012/13

Beds	Flats	Houses	HMOs / Cluster flats	TOTAL
GAINS				
1-Bed	70	3	0	73
2-Bed	49	10	0	59
3-Bed	15	20	2	37
4-Bed	1	6	3	10
5-bed		3	3	6
Totals	**135**	**42**	**8**	**185**
LOSSES	**5**	**20**	**0**	**25**
NET GAIN	**130**	**22**	**8**	**160**

Table 5 Summary of unallocated / allocated sites 2006 - 2012

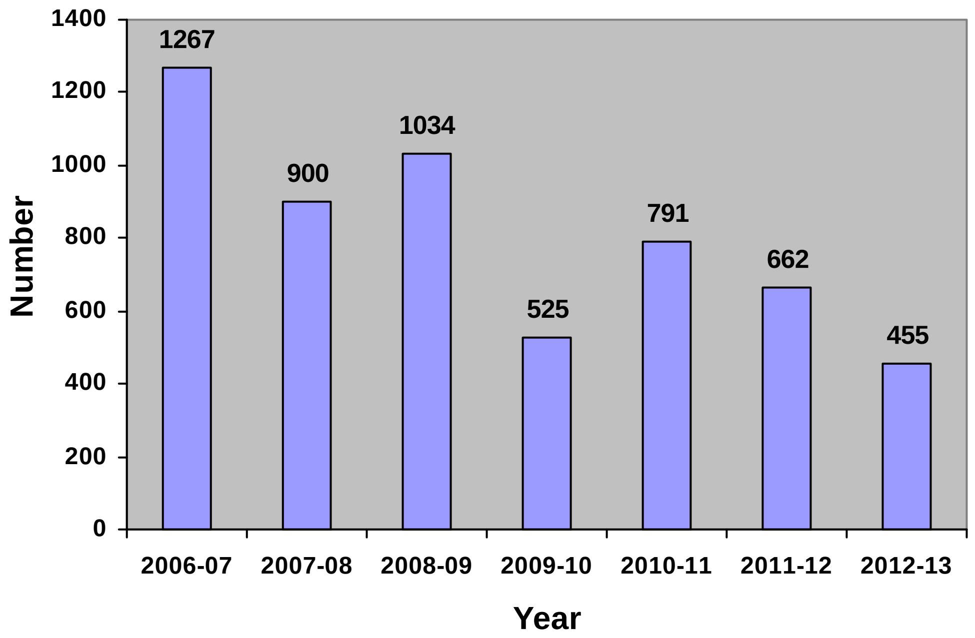
	2006/07	**2007/08**	**2008/09**	**2009/10**	**2010/11**	**2011/12**	**2012/13**
Windfall sites (not allocated)	966 (78%)	721 (80%)	850 (82%)	429 (81%)	449 (57%)	372 (56%)	397 (87%)
Allocated sites	302 (24%)	179 (20%)	184 (18%)	96 (19%)	342 (43%)	290 (44%)	58 (13%)
Total	**1268**	**900**	**1034**	**525**	**791**	**662**	**455**

Source: SCC and Hampshire County Council

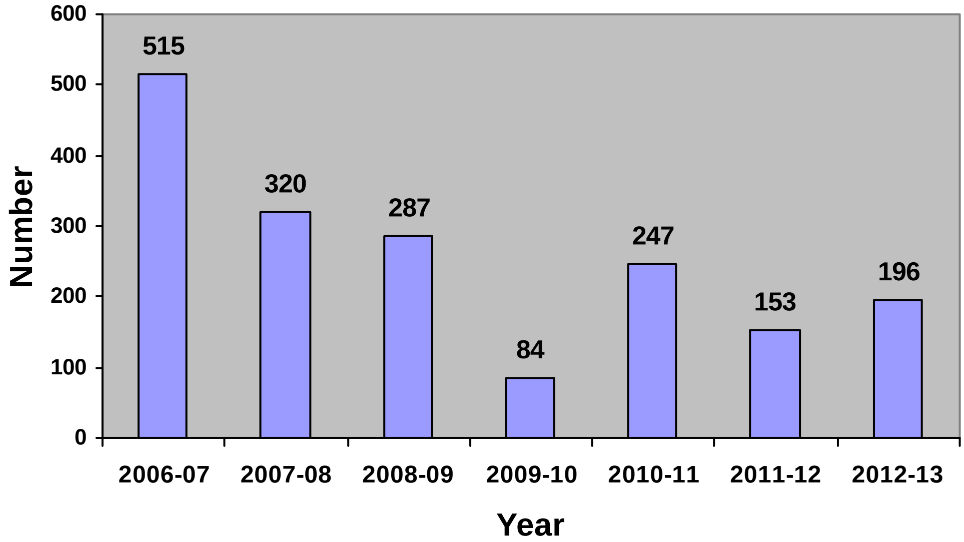
<u>Where the new homes are located</u>

- 43% of the new homes were delivered in the city centre.

Graph 1 New dwellings completed 2006 – 2013 city-wide



Graph 2 New dwellings completed 2006 – 2013 city centre



<u>Type and size of new homes</u>

- 21% of the new homes delivered were larger houses with 3 bedrooms or more. This is an increase on last year when the figure was 18%.

Table 6 Residential completions by type 2006-2013

TYPES	SIZE (No. of beds)	Gross 2006/07	Gross 07/08	Gross 08/09	Gross 09/10	Gross 10/11	Gross 11/12	Gross 12/13	2006-13	
									TOTAL	%
FLATS	1	517	464	577	262	335	149	238	2542	40.1
FLATS	2	703	442	397	190	379	330	163	2604	41.1
FLATS	3	17	2	9	10	22	13	63	136	2.1
FLATS	4	0	4	2	1	2	0	0	9	0.1
FLATS	5+	0	0	1	0	0	0	0	1	0.1
SUB-TOTAL		1237	912	986	463	738	492	464	5292	83.5
HOUSES	1	0	4	5	3	2	2	3	19	0.3
HOUSES	2	37	18	34	34	12	87	23	245	3.9
HOUSES	3	97	83	77	53	65	97	74	546	8.6
HOUSES	4	19	29	31	30	49	23	19	200	3.2
HOUSES	5+	1	3	1	1	2	3	3	14	0.2
HMO	3	0	0	0	0	0	0	2	2	0.1
HMO	4	0	2	0	0	4	1	3	10	0.2
HMO	5+	0	0	3	2	0	1	6	12	0.2
SUB TOTAL		154	139	151	123	134	214	133	1048	16.5
TOTAL		**1391**	**1051**	**1137**	**586**	**872**	**706**	**597**	**6340**	**100**

LOSSES **All dwelling units**	**124**	**151**	**103**	**61**	**81**	**44**	**141**	**705**	
NET DWELLINGS	**1267**	**900**	**1034**	**525**	**791**	**662**	**455**	**5635**	

Source: SCC and Hampshire County Council

Density levels

9. The appropriate density level for a site is determined in accordance with the site's location in relation to public transport. The monitoring of density levels is important as it will influence whether the city can accommodate the full target of new homes by 2026.

Table 7 Density of New Development

Density Levels	**No of Units (gross)**						
	2006/07	**2007/08**	**2008/09**	**2009/10**	**2010/11**	**2011/12**	**2012/13**
Greater than 50	1248 (90%)	961 (91%)	1001 (88%)	477 (81%)	786 (90%)	619 (88%)	495 (83%)
Between 30 & 50	114 (8%)	58 (6%)	92 (8%)	64 (11%)	71 (8%)	60 (8%)	69 (12%)
Under 30	30 (2%)	32 (3%)	44 (4%)	45 (8%)	15 (2%)	27 (4%)	32 (5%)
TOTALS	**1391**	**1051**	**1137**	**586**	**872**	**706**	**596**

Source: SCC and Hampshire County Council

Affordable Homes

10. Table 8 shows the number of affordable house completions as reported by Hampshire County Council. There were some discrepancies between the number of affordable housing completions reported by Hampshire County Council and the numbers collected by Southampton City Council for 2012/13. The number of completions recorded by Southampton City Council was 184 dwellings, instead of 118 dwellings. For example, Southampton's figures included two schemes with completions close to the end of the year which were not included in the county's figures and delivered 25 dwellings.

Table 8 Affordable homes by type

Affordable housing proportions	**Dwellings**					
	2007/08	**2008/09**	**2009/10**	**2010/11**	**2011/12**	**2012/13**
Social rented housing	207	207	136 (55%)	272 (57%)	229 (67%)	98 (83%)
Intermediate affordable housing	144	165	112 (45%)	200 (43%)	115 (33%)	20 (17%)
Intermediate rent homes Low cost home ownership Open Market Homebuy homes		11 59 95	15 40 57	41 97 62	53 40 22	
Total	351	372	248	472	344	118

Source: SCC and Hampshire County Council

11. The number of households waiting on the Council's property register is at a similar level to 2011/12. The table below shows there have been consistently high levels of need for affordable homes over at least the last 5 years with over 15,000 households on the register in 3 out of the last 5 years. Please note these figures include tenants seeking a transfer (around 15% of households).

Table 9 Numbers on the Council's property register

Housing register households	
2006/07	11,000
2007/08	11,662
2008/09	15,529
2009/10	14,297
2010/11	12,967
2011/12	15,500
2012/13	15,378

Source: SCC Corporate Research

Gypsy and traveller accommodation

12. The number of unauthorised Gypsy and Traveller Encampments in Southampton has decreased in recent years dropping from 25 in 2007/08 to 11 in 2008/09, to 4 in 2009-10, and 10 encampments in 2010/11.

13. In 2012/13 (as in 2011/12) there were no unauthorised encampments on city council or private land in the city. No planning applications were received for Gypsy and Traveller accommodation in 2012/13 (or in 2011/12).

Housing completions - future supply

14. The council published the latest Strategic Housing Land Availability Assessment (SHLAA) in March 2013. This used data from end December 2012 and the housing figures have therefore been updated for this report. The housing trajectory in table 10 shows the different components of Southampton's housing supply. The future supply includes large sites (with a net increase of 10 or more units) identified in the SHLAA, small sites with planning permission and an allowance for small windfall sites. The windfall site allowance is based on the delivery of small windfall sites in the last 5 years with yields revised prior to 2012/13 to reflect the changing national policy on garden land and local policy on the provision of family housing.

15. The undersupply of housing in the last four years has ensured that cumulative completions are now below the cumulative target based on 815 dwellings per annum from 2006/07. A total of 5,635 dwellings were completed 2006/07-2012/13 against a target of 5,705. This is a deficit of 70 dwellings. There is likely to be a deficit again in 2013/14, a surplus is projected from 2014/15 onwards as major developments currently under construction are completed.

16. The SHLAA demonstrated a 5 year supply at its adoption. The updated figures show that Southampton has a supply of 5.7 years as the revised housing

requirement (taking into account the shortfall in 2012/13 and a 5% buffer) is 4,145 dwellings and the projected supply (from identified sites, small site commitments and windfalls) is 4,984 dwellings.

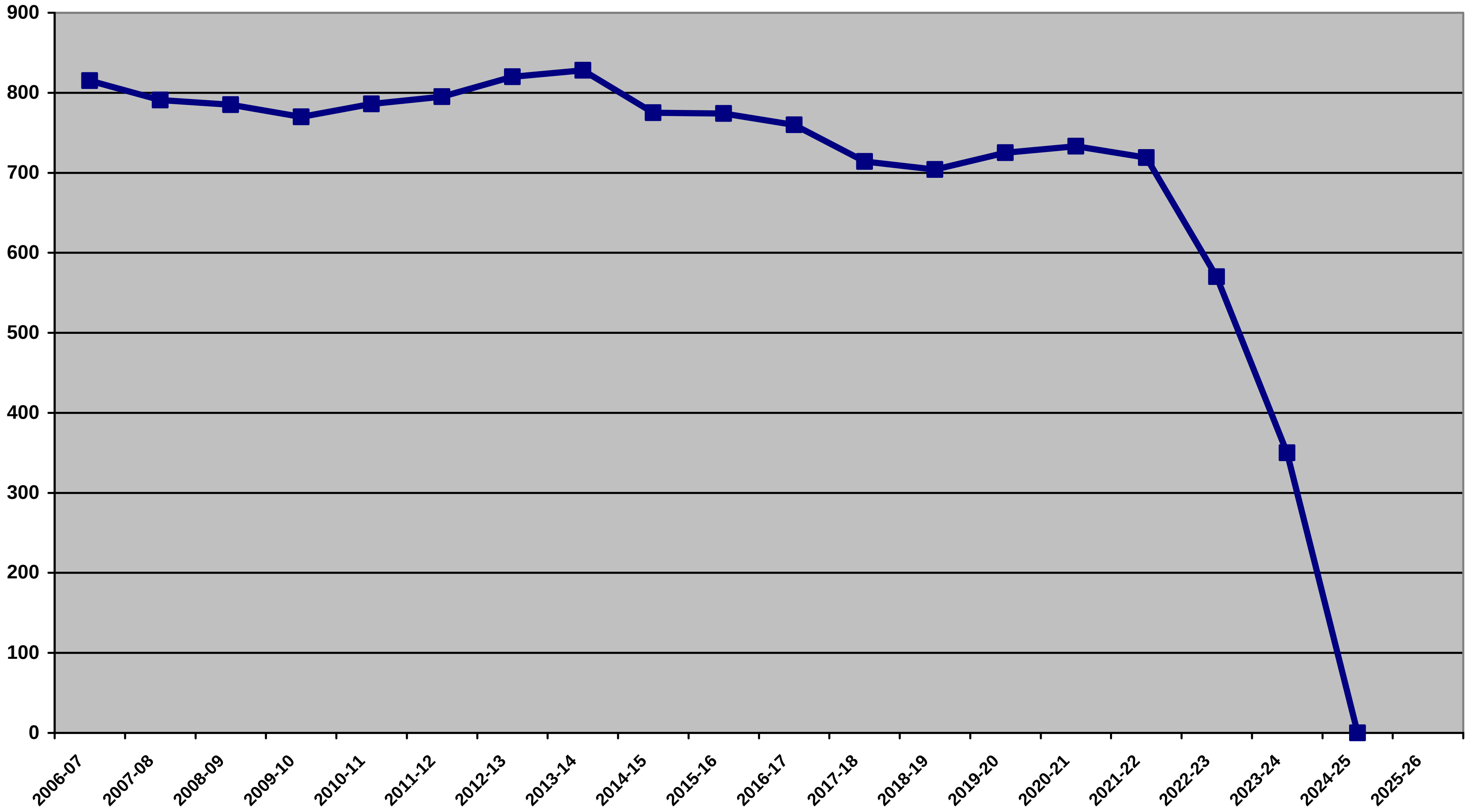
Table 10 5 year land supply

	Figures
Targets:	
Core Strategy requirement 2013-2018	4,075 dwellings
Shortfall against requirement 2006-2013	70 dwellings
Adjusted requirement 2013-2018	4,145 dwellings
Additional 5% buffer	207 dwellings
Revised total housing requirement 2013-2018	4,352 dwellings
Revised annual housing requirement 2013-2018	870.4 dwellings
Supply:	
Projected supply from identified sites 2013-2018	4,023 dwellings
Small site commitments 2013-18	597 dwellings
Small site windfall allowance 2016-18 (based on past delivery adjusted to reflect current planning policy on garden land)	364 dwellings
Total projected housing supply 2013-2018	4,984 dwellings
Summary:	
Projected housing surplus	632 dwellings
Projected years housing supply	5.7 years

Table 11 Annualised requirement and projected annual supply

	Completions							Projections												
	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
Past completions – Allocated sites	**302**	**179**	**184**	**96**	**342**	**290**	**58**													
Past completions - Unallocated sites	**966**	**721**	**850**	**429**	**449**	**372**	**397**													
Total completions	**1268**	**900**	**1034**	**525**	**791**	**662**	**455**													
Projected completions – Identified sites								**619**	**1298**	**680**	**600**	**826**	**596**	**399**	**503**	**605**	**985**	**828**	**532**	**480**
Projected completions - small windfalls											**182**	**182**	**182**	**182**	**182**	**182**	**182**	**182**	**182**	**182**
Small site commitments								**119**	**119**	**119**	**120**	**120**								
Cumulative completions	**1268**	**2168**	**3202**	**3727**	**4518**	**5180**	**5635**	**6364**	**7772**	**8562**	**9464**	**10592**	**11370**	**11951**	**12636**	**13423**	**14590**	**15600**	**16314**	**16976**
Plan – Strategic Allocation (annualised)	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**	**815**
Monitor No. above / below cumulative allocation	**453**	**538**	**757**	**467**	**443**	**290**	**-70**	**-156**	**437**	**412**	**499**	**812**	**775**	**541**	**411**	**383**	**735**	**930**	**829**	**676**
Manage – annual requirement taking account of past/projected completions	**815**	**791**	**785**	**770**	**786**	**795**	**820**	**828**	**775**	**774**	**760**	**714**	**704**	**725**	**733**	**719**	**570**	**350**		

Graph 3 Annual Requirement (taking into account actual and projected completions)



Appendix 1 SHLAA monitoring (at 1st April 2013)

In accordance with the Strategic Housing Land Availability Assessments Practice Guidance (2007), the Annual Monitoring Report should report on the progress of the assessment. This should include the following information on SHLAA sites; completions, sites now under construction, changes to planning status, constraints removed to make sites deliverable or developable or alternatively sites which are now no longer deliverable or developable. In addition, the report should consider if windfall development is coming forward as expected or if the windfall allowance needs adjusting.

As the SHLAA was based on sites as at 31st December 2012, there were limited changes to sites by 1st April 2013. The following changes have taken place to SHLAA sites and to small site windfalls:

Completed SHLAA sites (sites previously 'under construction'):

- CC 17 72 – 74 Canal Walk – all 36 dwellings completed 2012/13
- CC 28 69-72 St Marys Street – all 13 dwellings completed 2012/13
- CC 47 College Street / Richmond Street (Empress Heights) – all 97 dwellings delivered in 2012/13 (SHLAA split completions between 2012/13 and 2013/14)
- CC 53 40a-42a London Road – 32 dwellings completed in 2012/13 (in SHLAA for 34 dwellings in error)
- C 57 Project House, Avenue Road – all 12 dwellings completed in 2012/13
- E 21 79-83 Bullar Road – all 11 dwellings completed in 2012/13
- S 30 Step Bottom (330 Bursledon Road) – all 14 dwellings completed in 2012/13
- W 39 195-207 Coxford Road & Vine Road – all 24 dwellings completed in 2012/13

SHLAA sites now with planning permission:

- CC 24 84-86 Millbrook Rd East / Cracknore Road – appeal allowed March 2013 (12/00862/FUL)
- W 47 Cateran Close Garage site – permission for 10 dwellings granted in March 2013 (12/01487/FUL)
- W 48 37-75 Cumbrian Way – permission for 50 dwellings (40 net) granted in January 2013 (12/00048/FUL)
- E 48 58 West End Road – permission for 10 dwellings (11/01987/FUL)

Changes to SHLAA sites

- N 18 City Gateway Parkville Road – numbers corrected to reflect increase in 12/00764/NMA to 81 units (SHLAA included 69 units in error)

SHLAA sites no longer deliverable or developable:

- W 43 Corner of Lord's Hill Way, Aldermoor Road and Coxford Road - one of a number of sites taken out to consultation and rejected following public comments (March 2013)

- N 29 1 Winn Road – permission lapsed

<u>Discounted sites now suitable for housing:</u>

- Thorners Court, Henstead Rd – excluded in error (34 dwellings – a net increase of 10 units)
- Bitterne Triangle Boatyard - excluded in error (51 dwellings)

<u>Small site windfall allowance:</u>

A total of 160 dwellings (net) were completed on small sites in 2012/13 (a gain of 185 and loss of 25 units). This figure was added to the table of small site windfalls. The completions on small sites from 2006/07 – 2011/12 were previously reduced to take into account dwellings constructed on garden land that would be unlikely to be permitted if received now. It was not necessary to reduce the completions in 2012/13.

The average net dwellings fell slightly from 185 units (2006/07 – 2011/12) to 182 units (2006/07 – 2012/13). The housing trajectory again includes projections for completions on small windfall sites from year 4 onwards in order to avoid potential double counting with small site commitments.

Table 12 Adjusted small site windfall completions

Year	Gross no. of dwellings	No. dwellings lost	Net dwellings	No. dwellings constructed on garden land	Net no. of dwellings not on garden land
2006/07	303	102	201	64	137
2007/08	431	102	329	60	269
2008/09	431	75	356	84	272
2009/10	291	56	235	46	189
2010/11	189	34	155	43	112
2011/12	227	42	185	53	132
2012/13	185	25	160	0	160
Average 2006-13	**294**	**63**	**232**	**50**	**182**