



Ward windfall justification

BCP Local Plan Examination

30 September 2024

Introduction

1. This update supports the examination of the BCP Local Plan. Within the draft Local Plan an indicative windfall level is set out for each ward. The document provides information about how the indicative windfall levels were calculated.
2. The document provides information requested by the Local Plan Inspectors in relation to question 23 of the initial questions issued by the Inspector in July 2023, which asked:
 - The HELAA (HOM3a) states at para 3.28 that “It should be noted that windfall figures appear within the draft Local Plan, these have been adjusted from the figures above as some wards have constraints such as flood risk which could limit future windfall and other wards have more opportunities due their sustainable nature or physical characteristics, while adjustments have been made the total windfall remains at 8,390”. Where in the evidence base are those adjustments set out?

Approach

3. In preparing the draft Local Plan windfall data for each ward from the period 2013-2020 was reviewed to generate the average amount of windfall completions per ward. In reviewing this data any years which had an uncharacteristic high level of windfall were treated as outliers and removed. These averages generated were then used to calculate the amount of windfall expected over a ten year period and the proportion of windfall that was typical for each ward.
4. The draft Local Plan covers a 15 year period post adoption. At the time of drafting it had been assumed that all windfall development completed in the first five years would be from existing planning approvals on windfall sites. As such, the proposed windfall level was calculated by multiplying the average windfall levels per ward by 10 to cover the remaining ten year period. This totalled 10,487 windfall homes. We then discounted this figure by 20%, bringing the anticipated windfall total to 8,390 homes. The 8,390 windfall homes were then apportioned to each ward based on the proportion of total windfall that was typical in each ward, see table 1.
5. While we could have taken these figures forward, we were aware that updated flood risk mapping completed through the Strategic Flood Risk Assessment Level 1 showed large areas at risk of flooding within the wards of Christchurch Town, Hamworthy and Canford Cliffs. The historic windfall levels in these wards may therefore not be continued as an increased number of plots are at risk of flooding and may not be able to pass the sequential test. The windfall assumptions for these wards were therefore reduced to what was considered to be achievable based on the sites that could potentially become available through work that had been completed as part of the Housing and Economic land Availability Assessment (HELAA).
6. Through the HELAA work we had completed a mapping exercise of possible windfall opportunities, see figure 1. HOM3a figure 7 also includes a map that shows the major sites with potential and HOM3e provides a list. We did not publish minor sites in the HELAA but they are now included in figure 1 below.
7. Due to the unpredictable nature of windfall opportunities, it is impossible to fully map windfall sites and officer knowledge and experience of the type of plots typically coming

forward was applied to the exercise. In some areas, for example where a properties in a street are demolished to construct a block of flats, it is impossible to predict which other properties in the street would come forward. This is dependent on the availability of plots which unknown and property ownership and the needs/aspirations of the owners may change over time. However, this work does give some indication of the number of windfall opportunities that remain in each ward.

8. Due to the reduction in windfall levels in Christchurch Town, Hamworthy and Canford Cliff due to flood risk constraints, windfall figures across some of the other wards were increased to retain a total of 8,390 windfall homes. Most notably the figures in Poole town and Bournemouth central were increased. These are the most sustainable locations and offer the most opportunities for intensification. Other slight increases were suggested in the other coastal wards where development is most viable and sustainable. The adjustments and justifications are set out in table 1 below.

Next steps

9. We have now reviewed our overall housing supply and trajectory (Housing Supply Update Sept 2024). As part of this work, we have attributed years of delivery to the existing consents on windfall sites based on the year they were granted permission. We have also suggested using an average windfall assumption of 838 homes a year, across the plan period. This is based on the average windfall completions over the last five years. This reflects current market conditions but also reflects that due to national economic patterns there will also be periods of higher windfall delivery across the plan period. We have applied this windfall rate of 838 homes per year across the plan period. During the first five years of the plan period 66% of the homes on windfall sites are already committed (2,749 of 4,190 homes). Over the remaining years of the plan period 11% of assumed windfall is already a commitment (918 of 8,380 homes). Given the historic averages we believe these figures are appropriate and justified.
10. The revised total windfall over the plan period is 8,903 homes. This compares to the Submission version of the Draft Local Plan (SD1a) which assumed 8,390 homes on windfall sites, an increase of 513 homes.
11. We could do further work to include windfall coming forward from 2020-2024 and we could review the outlier years of high windfall that were deleted to understand if they were one off sites or could be replicated. Any findings could then be reattributed to the wards. This would result in modifications to the windfall levels suggested in each ward. The current levels have formed the basis of engagement with communities and ward councillors, so we are cautious about suggesting changes until there is certainty over the final figures. We expect the windfall levels and trajectory will be debated at the examination hearings. As such, we are not proposing to modify the ward windfall levels until there is more clarity regarding the overall approach to windfall (e.g. appropriate windfall allowance). Once this is agreed we can reattribute the 513 additional homes in the windfall allowance.

Table 1: Level of windfall per ward in Draft BCP Local Plan (SD1a) March 2024

Wards BCP boundaries	Average	Percentage of total	Average over ten years	Apportioned to 8390	Ward policy figure	Justification
Alderney & Bourne Valley	3	0.3	33	27	30	Proposed figure in line with average.
Bearwood & Merley	8	0.7	80	59	60	Proposed figure in line with average.
Boscombe East & Pokesdown	40	3.8	400	316	330	Slight increase proposed due to being a coastal ward with development interest.
Boscombe West	30	3.2	300	268	270	Proposed figure in line with average.
Bournemouth Central	264	25.6	2,640	2,144	2,370	Increase proposed. Bournemouth central one of the most sustainable locations within area with good public transport links and a range of services and facilities. Opportunities remain, making the best use of the upper floors of commercial buildings, intensifying plots and repurposing outdated tourist accommodation.
Broadstone	7	0.6	67	54	50	Proposed figure in line with average.
Burton & Grange	9	0.8	90	70	70	Proposed figure in line with average.
Canford Cliffs	50	4.5	500	381	320	Average dropped due to flood risk issues in the Sandbanks part of the ward. Opportunities remain elsewhere to continue existing pattern of windfall development that largely consists of intensifying existing plots.
Canford Heath	16	1.4	160	121	100	Average dropped due to large proportion of the ward being located within 400m of a Dorset Heathland. While opportunities remain these are more limited.
Christchurch Town	50	5.4	500	450	130	Average dropped due to flood risk issues in large parts of the ward. Some opportunities remain outside of areas of flood risk but these are more limited.
Commons	8	0.8	83	67	70	Proposed figure in line with average.
Creekmoor	7	0.6	67	54	50	Proposed figure in line with average.
East Cliff & Springbourne	57	5.0	570	424	450	Slight increase proposed due to repurposing outdated tourist accommodation and intensification of commercial streets.
East Southbourne & Tuckton	32	2.9	320	241	240	Proposed figure in line with average.
Hamworthy	12	1.1	120	91	60	Average dropped due to flood risk issues in large parts of the ward. Some opportunities remain outside of areas of flood risk but these are more limited.
Highcliffe & Walkford	49	4.9	490	410	410	Proposed figure in line with average.
Kinson	27	2.4	270	198	200	Proposed figure in line with average.
Littledown & Iford	8	0.7	80	59	60	Proposed figure in line with average.
Moordown	9	0.8	87	70	70	Proposed figure in line with average.
Mudford, Stanpit & West Highcliffe	32	3.8	320	322	320	Proposed figure in line with average.
Muscliff & Strouden Park	18	1.6	180	134	130	Proposed figure in line with average.
Newtown & Heatherlands	28	3.1	280	257	260	Proposed figure in line with average.
Oakdale	8	0.8	80	70	70	Proposed figure in line with average.
Parkstone	50	4.5	500	378	400	Proposed figure in line with average.
Penn Hill	26	2.4	260	198	210	Proposed figure in line with average.
Poole Town	44	4.0	440	332	370	Increase proposed. Poole town is one of the most sustainable locations within area with good public transport links and a range of services and facilities. Opportunities remain, making the best use of the upper floors of commercial buildings and intensifying plots.
Queen's Park	15	1.3	150	113	120	Proposed figure in line with average.
Redhill & Northbourne	14	1.2	140	102	110	Proposed figure in line with average.
Talbot & Branksome Woods	22	2.2	220	182	200	Slight increase due to number of potential sites identified.
Wallisdown & Winton West	12	1.1	120	91	100	Proposed figure in line with average.
West Southbourne	12	1.0	120	86	100	Slight increase proposed due to being a coastal ward with development interest.
Westbourne & West Cliff	60	5.4	600	450	470	Slight increase proposed due to being a coastal ward with development interest and potential for repurposing outdated tourist accommodation.
Winton East	22	2.0	220	172	190	Slight increase due to number of potential sites identified.
		100.0	10487	8390		

Figure 1 Potential windfall sites/areas

