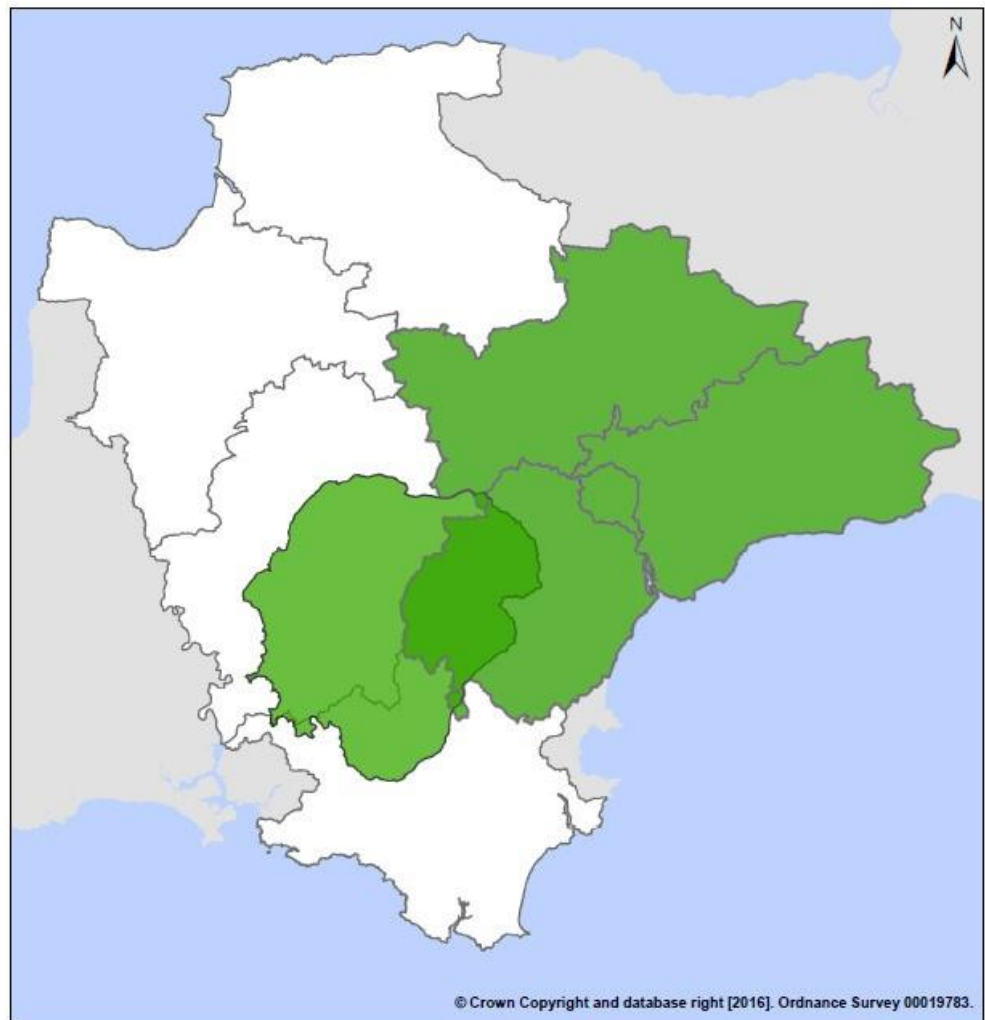


HELAA Methodology



Revised May 2021



Contents

1.0	Introduction	3
2.0	About the Housing and Economic Land Availability Assessment (HELAA).....	3
3.0	National policy and guidance.....	4
4.0	The HELAA Panel	7
5.0	Role of the Local Authorities – assessing ‘suitability’ and ‘availability’	8
6.0	Role of the HELAA panel – assessing ‘achievability’	13
7.0	Additional steps following the assessment of ‘suitability, availability and achievability’	14
8.0	The HELAA Report	16
9.0	Reviewing the assessment	17
10.0	Documentation	18
	Appendix 1: Standard model for calculating housing delivery rates	19
	Appendix 2: Market conditions model for calculating housing delivery rates	20
	Appendix 3: Worked example spreadsheet.....	21
	Appendix 4: Determining housing potential of windfall sites.....	22

1.0 Introduction

- 1.1** Housing and Economic Land Availability Assessments (HELAA) are studies that form part of the evidence base for the preparation of Local Plans. They help identify potential sites that may be deliverable and developable including for new housing and employment over a period that looks forward over the next 15 years (or the period of the Local Plan).
- 1.2** The local authorities within the Exeter housing market area (Mid Devon, East Devon and Exeter, with the addition of Dartmoor National Park Authority) have worked together since 2007 to produce a methodology for undertaking the housing element of the HELAA. This methodology is jointly published and was previously revised in 2013, 2015, 2016 and 2017. This 2021 version updates the document again, in order to reflect national changes in planning policy and guidance, clarify elements of the assessment and incorporate the assessment of alternative opportunities for sites such as for renewable energy in addition to sites for housing and employment.

2.0 About the Housing and Economic Land Availability Assessment (HELAA)

- 2.1** A Housing and Economic Land Availability Assessment (HELAA) is an assessment of land in a specific area that is likely to be available and capable of development including for new housing or employment within a certain timeframe. The period covered by HELAA is typically 15 years (or the period of the Local Plan), beginning from the following April. The HELAA has two purposes, first, it identifies suitable sites with potential for housing, employment or other uses such as renewable energy, investigates their potential and assesses whether they are likely to be developed (i.e. assessing suitability, availability and achievability). Second, the HELAA assesses the five year supply of deliverable housing sites, a key requirement under national policy and also enables the local authority to set out a housing trajectory for the plan period.
- 2.2** The assessment of sites through the HELAA process and the identification of sites in the HELAA report does not indicate that the sites will be allocated within a Local Plan or be granted planning permission. The HELAA instead forms part of the evidence base to inform plan-making. Any sites deemed suitable, available and achievable by the HELAA process will still be subject to public consultation, sustainability appraisal and independent examination if they are taken forward through the Local Plan preparation process. However, the HELAA may be a material consideration in the determination of planning proposals.

3.0 National policy and guidance

- 3.1 Housing:** The National Planning Policy Framework (NPPF) states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed. Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability suitability and likely economic viability. Planning policies should identify a supply of:
- a) Specific, deliverable¹ sites for years one to five of the plan period; and
 - b) Specific developable² sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.
- 3.2** Where an allowance is to be made for windfall sites and/or exception sites as part of anticipated supply, there should be compelling evidence that they will be 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.
- 3.3** Strategic policies should include a trajectory illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites. Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement. The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:
- a) 5% to ensure choice and completion in the market for land; or
 - b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
 - c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.

¹ To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

² To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.

- 3.4** Further government guidance on how to undertaken Housing and Economic Land Availability Assessments is provided in PPG. This includes information on the following standard outputs expected to be produced following the assessment:
- *a list of sites or broad locations considered, cross-referenced to their locations on maps;*
 - *an assessment of each site of broad location, including:*
 - *where these have been discounted, evidence justifying the reasons given;*
 - *where these are considered suitable, available and achievable, the potential type and quantity of development, including a reasonable estimate of build rates, setting out how any barriers to delivery could be overcome and when;*
 - *an indicative trajectory of anticipated development based on the evidence available.*
- 3.5** **Employment:** The NPPF identifies that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Planning policies should:
- a) Set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;
 - b) Set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
 - c) Seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and
 - d) Be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as a live-work accommodation), and to enable a rapid response to changes in economic circumstances.
- 3.6** Planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.
- 3.7** Preparation of a HELAA is one means by which local authorities achieve these objectives along with undertaking a Local Housing Needs Assessment (LHNA) and Economic Development Needs Assessment (EDNA). Detailed guidance on how local planning authorities should undertake the assessment is set out in the government's *National Planning Practice Guidance: Housing and Economic Land Availability Assessment (NPPG)*. This joint methodology is to be read alongside the national guidance, and does not reiterate advice already provided.
- 3.8** To aid local implementation of HELAA, this methodology provides further detail on a number of matters including:
- Participation of key stakeholders in the process

- A minimum site size threshold
- A method for estimating the housing and employment potential for each identified potential site
- Two models for calculating site commencements and build out rates
- Details of information to be included in the HELAA report

4.0 The HELAA Panel

- 4.1** Integral to the preparation of HELAA is a 'panel' of key stakeholders who have a recognised interest in the development of land for housing and employment. Membership of the panel is representative of the broad cross-section of the housing and economic development sectors, including housebuilders (volume and smaller scale schemes), social landlords, local property agents and other related professions, local community representatives and other agencies. Local community representatives may be elected members or representatives of local community or voluntary organisations.
- 4.2** Many panel members will have knowledge across the whole HELAA area, and can advise all the local authorities within the partnership area. However, sometimes a different representative from the same organisation will attend instead of the named attendee, in order to provide more locally specific knowledge, depending on the location of sites being discussed at the meeting. It is envisaged that in the undertaking of joint planning work joint panel meetings will be held, however individual local authorities will undertake their own panel meetings to progress local planning documents.
- 4.3** The panel operates in an advisory capacity, making use of their specialist knowledge. Local authorities will identify whether sites are 'available' and 'suitable', and the panel will then advise on 'achievability'. Panel members such as the Environment Agency and Natural England will also advise further on suitability of sites if required. The expertise and knowledge of panel members is important in helping the partner local authorities identify deliverable and developable sites which can contribute to the supply of housing and employment land. Panel members are not precluded from commenting on sites they have an interest in, however, they are required to declare an interest if they have a site under consideration. For further details on how the panel operates or to obtain a copy of its constitution and terms of reference please contact a HELAA partner Local Planning Authority.

5.0 Role of the Local Authorities – assessing ‘suitability’ and ‘availability’

5.1 A wide variety of sources will be used to identify potential sites. A list of potential sources is set out in the *NPPG*. However, one of the principal methods for identifying such sites will be a public consultation exercise undertaken by the partner authorities. This may be undertaken jointly with one or more of the partner authorities, or individually. The ‘call for sites’ will be targeted at landowners, agents, developers and town and parish councils to identify sites that are not currently within the planning process. Potential infrastructure requirements and a consideration of viability and deliverability of the submission site must be clearly demonstrated through the call for sites process. Other known sites will be included, such as existing allocations, current/lapsed planning permissions, draft allocations etc. In addition, a press release will be made available to draw attention to the process. Partner authorities will set out in their HELAA Report which sites were identified from which sources.

Minimum site size for inclusion

5.2 Whilst recognising that a significant amount of new development delivery, particularly for housing, takes place on small sites, the partner authorities recognise that surveying all sites (particularly where a large number are small) will be a resource-intensive process. In order to strike a balance between work that is feasible and the consideration of small sites through the HELAA, a minimum site size threshold will be set. This will be applied without exception by all partners. The threshold for housing is:

- 5 dwellings (gross) or 0.15 hectares.

5.3 Smaller sites of 1-4 dwellings will not be surveyed, but where planning permission has been granted these will be summarised and assumed to be available, suitable and achievable, and included in the HELAA Report’s housing trajectory of potential housing delivery.

5.4 The threshold for economic development is:

- 0.25 hectares (or 500m² of floorspace).

Visiting sites

5.5 Ideally, all sites that meet the inclusion criteria should be visited. However, this may not be possible given the resources available, particularly if a significant number of sites are identified. Sites that have planning permission may not need a visit, if the necessary information can be obtained from planning and building control records.

5.6 Site surveys are to be undertaken by officers from the respective local authority. Panel members may also undertake site visits in order to provide detailed advice on the potential deliverability and developability of sites.

Estimating the development potential for each site

5.7 The whole area of a proposed site may not all be developable. This is because the area for development on larger sites may be reduced through the provision of access roads, strategic open space or landscaping. The development potential of individual sites may also be affected by constraints such as biodiversity conservation, protected trees or the presence of heritage assets.

The **gross** development area is taken to be the whole of the required site area for a

development excluding any unsuitable land identified at STAGE A of the HELAA assessment which may be further adjusted following STAGE B of the HELAA assessment.

5.8 The **net** developable area is taken to be the site area which remains for the delivery of the development considered. For housing/employment uses, this can include buildings for these uses, garages, gardens, driveways, amenity space, service/estate roads, parking areas, children’s play space, local centre amenities (shops) and incidental green space (Space Left Over After Planning – SLOAP), after subtracting other required land uses such as highways infrastructure, sports pitches, allotments, parks, Sustainable Urban Drainage Systems (SUDS), schools and other infrastructure requirements.

5.9 To reflect the realistic developable site area, indicative ‘gross to net ratios’ will be applied to all sites. Exceptions to this rule will only be acceptable where evidence justifies an alternative ratio (such as through testing against similar locations) or on advice from the HELAA panel. The ratios to be used are:

Housing

Site size	Gross to net ratio
Up to 0.4 hectare	100%
0.4 to 2 hectares	80%
2 hectares and above	60%

Employment

5.10 Given variations across the housing market area, no standard gross to net employment ratio will be applied and the entire site area will instead be considered as the potential area for employment. Each Local Authority may choose to apply their own ratio based on local evidence.

5.11 In order to calculate the potential housing yield for each site, density assumptions will be applied to the net developable area. These assumptions should be applied unless a partner authority has set their own density standards to reflect local circumstances or specific site characteristics. Variations to the density assumptions will need to be justified by the respective partner authority. The recommended assumptions are:

Location	Density (dwellings per hectare, net)
City centre	101 and over
Town centre	51 to 100
Planned urban extension	31 to 40
Suburban / rural settlement	20-35
New community	35 to 50 ³

³ Density range provided is guidance and it may be suitable to set an alternative density assumption case by case.

5.12 Each partner will make clear within the HELAA report where these locations apply in its area.

Assessing suitability for development

5.13 A site is suitable for development if it offers a suitable location for development and would contribute to the creation of sustainable and mixed communities. A two stage approach is applied to determining whether potential sites are in suitable locations for housing and economic development. The following locations will be considered unsuitable and removed from the process under Stage A:

- Locations where the site and potential scale of development does not accord with strategically appropriate locations in the Development Plan where appropriate (e.g. saved policies, published, submitted or adopted Local Plan in relation to the timing of the HELAA). The justification being that where a HELAA is undertaken at a later stage of an emerging development plan or for the purposes of identifying land supply in the context of an adopted development plan, development in locations unrelated to the existing/emerging development plan policies may not contribute towards the creation of sustainable, mixed communities and would be considered unsuitable in that context.
- Locations where the site wholly comprises of or has an unacceptable impact on a designated Site of Special Scientific Interest (SSSI); a designated or possible Special Area of Conservation (SAC); a designated, listed or proposed Ramsar site (wetlands of international importance); a designated or potential Special Protection Area (SPA); or sites identified or required as compensatory measures for adverse effects on European sites, potential effects on European sites, potential SPAs, possible SACs and listed or proposed Ramsar sites. The justification being that national policy advises against development that would have an adverse impact on national and internationally important nature and geology conservation interests.
- Locations in flood zone 3b, the justification being that the land is within the functional floodplain. Where there is no information to distinguish flood zone 3b from flood zone 3a, flood zone 3 will be excluded from the site area as a precautionary approach. Each LA can consider exceptions to this approach where there are other material considerations.

5.14 Sites that have been deemed suitable under Stage A will then be considered against further criteria within Stage B. The site criteria take into account policy restrictions, physical problems or limitations, potential impacts, and the environmental conditions which would be experienced by prospective residents. While the local authorities will conduct the initial assessments of site suitability covering a range of specialist topics (such as highways, historic environment, minerals etc.), specialist advice sought from external organisations such as the Highways England, Devon County Council, the Environment Agency and Natural England, may alter the local authority's conclusions regarding transport, environmental or other impacts.

5.15 Suggested considerations at Stage B are:

- Biodiversity, geodiversity, the historic, cultural and built environment
- Marine Conservation Zones
- Heritage Coasts
- Landscape including upon Dartmoor National Park, AONBs and their settings
- Mineral resources
- Air and water quality
- Water Source Protection Zones⁴
- Open space and recreation facilities, including Local Green Space
- Employment land supply
- Access to public transport, services and facilities
- Highway access, pedestrian and cycle links
- Land status
- Constraints to delivery, including flood risk
- Infrastructure capacity
- Compatibility with existing and/or proposed surrounding uses, including Waste Consultation Zones.
- High voltage powerlines
- Steep topography

5.16 Sites allocated in existing plans for housing or economic development or with planning permission for housing or economic development will be regarded as suitable unless there have been subsequent changes in circumstances which may affect this position. Where access to a site relies upon third party land that does not form part of another HELAA site with identified housing or economic potential, it will be regarded as undeliverable unless there is firm evidence that this constraint has clear and realistic prospects of being overcome within a reasonable period.

Assessing availability for housing and economic development

5.17 Sites brought forward during a call for sites, including those nominated by any landowner/agent/developer or the planning authority, need to be confirmed as available by the landowner/agent. Sites with planning permission subject to the completion of a S106 agreement will be assumed to be available unless the local authority has evidence to the contrary or following advice of the panel. Further investigation will be undertaken to identify any legal or ownership problems, such as multiple ownerships, restrictive covenants, ransom

⁴ Zones identified and mapped by the Environment Agency around groundwater sources such as wells, boreholes and springs in order to safeguard the supply of public drinking water

strips, tenancies or operational requirements of landowners which could affect genuine availability.

6.0 Role of the HELAA panel – assessing ‘achievability’

- 6.1** It is primarily at this stage that the panel provide their input, this forming a significant element of the overall HELAA process. It is the role of the panel to advise on the ‘achievability’ of each site based on the information supplied by the local authority collated through the earlier stages of the process. The local authority partners should inform the panel whether there are known to be abnormal costs relating to infrastructure, and what requirements may exist for the provision of affordable housing, open space and other community facilities or biodiversity considerations to make development acceptable in sustainability terms. The panel will advise whether a potential site can be determined achievable by there being a reasonable prospect that the site will be developed at a particular time including for housing or economic development. The panel may also wish to adjust the yield for sites due to constraints or advise on the likely level of development that can be accommodated.
- 6.2** Each partner authority may choose to supplement panel responses through the use of viability modelling, and/or documented advice from other sources where this may be relevant to help determine whether housing or employment development is an economically viable prospect for a particular site. Each authority may also examine the robustness of the findings through testing against alternative delivery scenarios.
- 6.3** The panel and local authorities will work together to consider ways to overcome constraints where they have been identified as preventing a site from being currently deliverable or developable. Due to the complexity of issues and variations across sites, it is likely this will have to be approached on a site by site basis and each partner authority must work with the consultees and other partners to consider the best course of action.

7.0 Additional steps following the assessment of ‘suitability, availability and achievability’

7.1 In addition to undertaking the processes outlined above to establish site suitability, availability and achievability, it is necessary to consider potential housing delivery rates and take account of potential windfall sites. This is required in order to produce a housing trajectory. These further steps also feed into the calculation of the five year land supply necessary for planning purposes. The proposed approaches to these further elements of work are set out below.

Calculating delivery rates of housing sites

7.2 To support the role of the HELAA panel, and to subsequently enable calculation of the housing trajectory and five year housing supply, a model is used to set out the commencement and build out rate of sites. A 15 year period is used to set out the delivery period of all housing sites, which begins from the April of the year following the HELAA or HELAA review. The calculation is applied to those housing sites deemed suitable, available and achievable. Sites stipulated by the panel as unachievable are not included. The adopted approach gives regard to the capacity of the development industry to build, reflected through past rates of completion and the need for the industry to respond to increased future rates of delivery to meet likely future strategic planning provision requirements.

7.3 Two calculation models have been previously agreed by the joint local authorities and the HELAA panel members for the timescales within which sites are anticipated to be delivered. The ‘standard model’ was originally developed before the recession of 2008, whilst the ‘market conditions model’ reflects the current economic conditions. The market conditions model reduces the build out rate for all dwellings during periods where the panel and local authority agree market conditions warrant. This approach recognises the difficulties arising for developers to secure finances for development of sites and to sell completed dwellings. Where there are known time constraints to delivery, the panel may choose to assume a later commencement. Similar adjustments can be taken to build out rates if the panel is aware of circumstances likely to affect the rate particular sites are constructed.

7.4 The standard and market conditions models, stipulating the commencement dates and build out rates for housing can be found in appendices 1 and 2 respectively. A worked example spreadsheet that applies the market condition model can be found in appendix 3. All three have been amended in 2021 to take into account the most up-to-date national guidance.

Housing for older people

7.5 When counting housing for older people including residential institutions within the housing supply figures, the partner authorities will accord with the government guidance⁵. In summary:

⁵ MHCLG, Planning Practice Guidance: Housing Supply and Delivery, Paragraph 035 Reference ID 68-035-20190722; MHCLG, Planning Practice Guidance: Housing for Older and Disabled People, Paragraph 016a Reference ID 63-016a-20190626; MHCLG, Housing Delivery Test Rule Book (July 2018), Paragraph 11; and MHCLG, Housing Statistics and English Housing Survey Glossary, definition of a dwelling.

- Each self-contained home, where all the rooms (including kitchen, bathroom and toilet) in a household's accommodation are behind a single door which only that household can use, will be counted in the housing supply figures as a single dwelling. In terms of specialist accommodation for older people, this type of housing will include extra care, assisted living, retirement and sheltered housing;
- Every 1.8 bedspaces provided in institutional housing for older people will be counted in the housing supply figures as a single dwelling. This ratio is based on the national average number of adults in all households, derived from the 2011 Census.⁶

Determining housing potential of windfall sites

- 7.6** Windfall sites are considered to be any site that is/has not been allocated in an adopted or emerging Local Plan / LDF / Neighbourhood Plan. Local authorities may make an allowance for windfall sites if there is compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Where such circumstances exist, and where there is a likely insufficient number of dwellings through the HELAA to meet development plan provision totals, a windfall allowance may be used.
- 7.7** In the past, partner authorities have applied slightly different approaches to calculating future windfall supply. However, a standardised approach has now been developed that can be used by the partner authorities for calculating the likely supply of windfall sites in future years. This approach is set out in full in Appendix 4.

Calculating delivery rates of development sites

- 7.8** Unlike housing sites, a delivery model has not been developed to consider the rate at which other development sites such as employment could be built out. This will instead be considered on a case by case basis informed by discussions with the site proposer and advice provided by the HELAA panel. Anticipated delivery rates will be recorded within the HELAA report and used to develop a delivery trajectory which will be important for planning policy monitoring purposes.

⁶ The ratio will be revised when the results of the 2021 Census become available.

8.0 The HELAA Report

8.1 Each local authority will produce a report upon completion of the assessment which will form part of the planning policy evidence base. The reports may be produced jointly by one or more of the partner authorities, or individually depending on the nature of planning policy the findings are informing.

8.2 The report can include:

- A detailed assessment for each potential site, cross referenced to a map / plan showing the location and boundary of the site.
- A spreadsheet listing all potential sites presenting the potential commencement of development and build out on an annual basis, grouped in five year tranches
- An indicative housing trajectory showing potential delivery each year on sites deemed suitable, available and achievable
- Whether a windfall allowance has been included
- Details of residual valuation models used to supplement panel responses on achievability (if applicable)

8.3 The NPPF requires local authorities to identify and update annually a supply of sites for five years' worth of their housing requirements. The HELAA can be used to review and update each partner authority's calculation of the 5 year supply, which provides a 5 year look forward from April in the following year (i.e. years 1-5 of the HELAA delivery period).

9.0 Reviewing the assessment

9.1 The HELAA will need to be reviewed in whole, or in part, on a regular basis. Dependent on circumstances and resources available.

9.2 Both a full or part review of the assessment will provide an update on the availability and achievability of sites in the HELAA, including an evaluation of any changes in circumstances. The following information may be recorded:

- Whether sites have been completed or are under construction
- Whether sites are the subject of planning applications, permissions or refusals
- Progress which has been made on removing constraints to development and the achievability of sites
- The identification of any new constraints
- Whether any previously unidentified sites have come forward that were not included in the HELAA but meet the minimum site size threshold (i.e. 5 dwellings / 0.15ha or 0.25 hectares (500m²) for employment land.)
- Summaries of small sites below the 5 dwellings / 0.15ha and 0.25ha/500m² threshold to provide important monitoring information on windfalls which can be used to inform revisions of HELAA.

9.3 It may be necessary to allocate new sites for housing in order to maintain a five year supply of specific deliverable sites. To keep the land supply up to date, and inform any reviews of strategic and/or local planning documents, a full HELAA review may need to be undertaken repeating the call for sites and a more comprehensive survey.

9.4 If the assessment or subsequent reviews highlight that insufficient sites have been identified to meet development plan targets, a 'broad locations' approach can be taken, which will locate general directions of growth for new development. If this approach is taken it will need to be justified and any estimates of potential housing supply will need to have regard to the nature and scale of opportunities within the area identified and market conditions.

10.0 Documentation

10.1 The following list sets out the common documents that are used as part of the HELAA process:

- Potential Development Site Pro Forma (New Sites)
- Potential Development Site Pro Forma (Availability Review)
- Site Suitability Appraisal Pro Forma
- Spreadsheet for presentation of potential sites
- HELAA Panel constitution and terms of reference

Appendix 1: Standard model for calculating housing delivery rates

Size of site (no. of dwellings)	Commencement year for sites where dwellings are under construction	Commencement year for small sites with consent	Commencement year for major sites with detailed consent	Commencement year for major sites with outline consent, sites with Permission in Principle, unconsented sites that are allocated in the Development Plan or are identified on the Brownfield Register and unconsented suitable sites	Build out rate
1-9 dwellings (assumes one developer)	Year 1	Year 1	N/A	Year 6*	1 st year - 25 dwellings maximum 2 nd year onward - 50 dwellings per year maximum
10-500 dwellings (assumes one developer)	Year 1	N/A	Year 2	Year 6*	1 st year - 25 dwellings maximum 2 nd year onward - 50 dwellings per year maximum
501-1000 dwellings (assumes two developers)	Year 1	N/A	Year 3	Year 6*	1 st year - 25 dwellings maximum 2 nd year onward - 100 dwellings per year maximum
1001+ dwellings (assumes three developers)	Year 1	N/A	Year 3	Year 6*	1 st year - 25 dwellings maximum 2 nd year onward - 150 dwellings per year

NB. These figures provide a general guideline. Different commencement dates or build out rates may be chosen for selected sites by the HELAA panel or partner authorities if there is evidence to support this.

* Unless there is clear evidence that housing completions will begin on site within five years.

Appendix 2: Market conditions model for calculating housing delivery rates

Size of site (no. of dwellings)	Commencement year for sites where dwellings are under construction	Commencement year for small sites with consent	Commencement year for major sites with detailed consent	Commencement year for major sites with outline consent, sites with Permission in Principle, unconsented sites that are allocated in the Development Plan or are identified on the Brownfield Register and unconsented suitable sites	Build out rate in years 1-5	Build our rate in years 6+
1-9 dwellings (assumes one developer)	Year 1	Year 1	N/A	Year 6*	1 st year - 12 dwellings maximum 2 nd year onward - 25 dwellings per year maximum	1 st year - 25 dwellings maximum 2 nd year onward - 50 dwellings per year maximum
10-500 dwellings (assumes one developer)	Year 1	N/A	Year 2	Year 6*	1 st year - 12 dwellings maximum 2 nd year onward - 25 dwellings per year maximum	1 st year - 25 dwellings maximum 2 nd year onward - 50 dwellings per year maximum
501-1000 dwellings (assumes two developers)	Year 1	N/A	Year 3	Year 6*	1 st year - 12 dwellings maximum 2 nd year onward - 50 dwellings per year maximum	1 st year - 25 dwellings maximum 2 nd year onward - 100 dwellings per year maximum
1001+ dwellings (assumes three developers)	Year 1	N/A	Year 3	Year 6*	1 st year - 12 dwellings maximum 2 nd year onward - 75 dwellings per year	1 st year - 25 dwellings maximum 2 nd year onward - 150 dwellings per year

NB. These figures provide a general guideline. Different build out rates may be chosen for selected sites by the HELAA panel or partner authorities if there is evidence to support this.

* Unless there is clear evidence that housing completions will begin on site within five years.

Appendix 3: Worked example spreadsheet

Applying the market conditions model to calculate commencements and build out rates over the 15 year HELAA period.

HELAA Reference/Planning Application Reference	Address	Net Site Area (ha)	Min Yield	Max Yield	Yield Mid Point	Suitable	Available	Achievable	2020/21	2021/22	2022/23	2023/24	2024/25	Yield Yrs 1-5	2025/26	2026/27	2027/28	2028/29	2029/30	Yield Yrs 5-10	2030/31	2031/32	2032/33	2033/34	2034/35	Yield Yrs 10-15	15 Years +	Running Total	Constraints to development or reasons for exclusion	Potential for constraints to be overcome	Comments
HELAA/1	East Brook	65.0	1300	1950	1625	✓	✓	X						0						0						0			Infrastructure costs high		
HELAA/2	Lea Meadow	8.2	164	246	205	✓	✓	✓						0	25	50	50	50	30	205						0		205			
HELAA/3	Long Barracks	6.0	120	180	150	✓	✓	✓						0	25	50	50	25		150						0		150			
HELAA/4	Court Acre	3.8	77	115	96	✓	✓	✓						0	25	50	21			96						0		96			
19/10001/FUL	Hilltop Close	0.3	6	10	8	✓	✓	✓	8					8						0						0		8			PP for 8
20/12001/OUT	Combe Tracey	3.0	60	90	75	✓	✓	✓				12	25	37	38					38						0		75			PP for 75, developer confirmed delivery will commence in year 3
20/12151/FUL	The Haywain	0.3	6	9	8	✓	✓	✓	8					8						0						0		8			PP for 8
20/00012/FUL	Fearnly Drive	0.5	10	15	13	✓	✓	✓		12	1			13						0						0		13			PP for 13
19/26784/OUT	Gold Road	1.1	22	34	28	✓	✓	✓						0	25	3				28						0		28			No evidence that delivery will commence soon
21/26741/FUL	Small Street	8.5	170	255	213	✓	✓	✓	12	25	25	25	25	112	50	50	1			101						0		213			Site under construction
20/69467/FUL	Castle Avenue	0.7	14	22	18	✓	✓	✓	12	6				18						0						0		18			Site under construction
20/10025/FUL	Phoenix Garage	0.2	5	7	6	✓	✓	✓	6					6						0						0		6			Site under construction

Appendix 4: Determining housing potential of windfall sites

The approach assesses net windfall completions per annum over the previous 5 years depending on availability of data, takes an average (mean) over that timeframe to identify a basic net annual windfall projection going forwards, then subtracts windfall supply already in the system.

Windfall completions and projections are required to exclude “garden sites” as directed by the NPPF. However, this approach also recommends excluding windfall completions on sites of 20 or more gross dwellings. This reflects the fact that overall historical windfall completions are likely to have been uplifted by larger sites permitted prior to current Local Plan periods and/or not being able to demonstrate five year land supply which are perhaps less likely to be realised going forwards. This sets out a conservative approach to windfall projections that accords with the NPPF requirement.

Process:

1. Identify total net windfall completions per annum in each of the previous 5 years.
2. Subtract completions on garden sites and sites of more than 20 (gross) dwellings to give eligible net annual windfall completions.
3. Take an average (mean) across the 5 year period to give the basic net annual windfall projection.
4. Subtract projected windfall completions which already have permission or are otherwise counted in the supply (e.g. resolution to grant permission) from the basic net annual windfall projection to give the final projected windfall allowance for each year of the housing trajectory.

Worked example:

Gross site size	Total net windfall dwelling completions		
	1-20	21+	TOTAL
2006/07	187	10	197
2007/08	135	17	152
2008/09	125	5	130
2009/10	130	2	132
2010/11	135	8	143
2011/12	156	5	161
2012/13	134	9	143
2013/14	181	12	193
2014/15	180	20	200
2015/16	178	18	196

	Eligible net windfall dwelling completions (exc. 21+ gross sites and garden sites)		
Gross site size	1-20	21+	TOTAL
2006/07	153	N/A	153
2007/08	123	N/A	123
2008/09	93	N/A	93
2009/10	113	N/A	113
2010/11	109	N/A	109
2011/12	125	N/A	125
2012/13	102	N/A	102
2013/14	137	N/A	137
2014/15	148	N/A	148
2015/16	153	N/A	153
Average (rounded)	126	N/A	126

	Year				
Five year supply	1	2	3	4	5
Total sites with permission	208	135	167	244	265
<i>Of which sites of 20 or less gross dwellings and not on garden sites</i>	194	121	28	2	0
Total sites with resolution to grant subject to S106	0	12	7	0	0
<i>Of which sites of 20 or less gross dwellings and not on garden sites</i>	0	12	3	0	0
Basic windfall projection (A)	126	126	126	126	126
Total eligible net windfalls in the system (B)	194	133	31	2	0
Adjusted windfall projection (A-B)	0	0	95	124	126