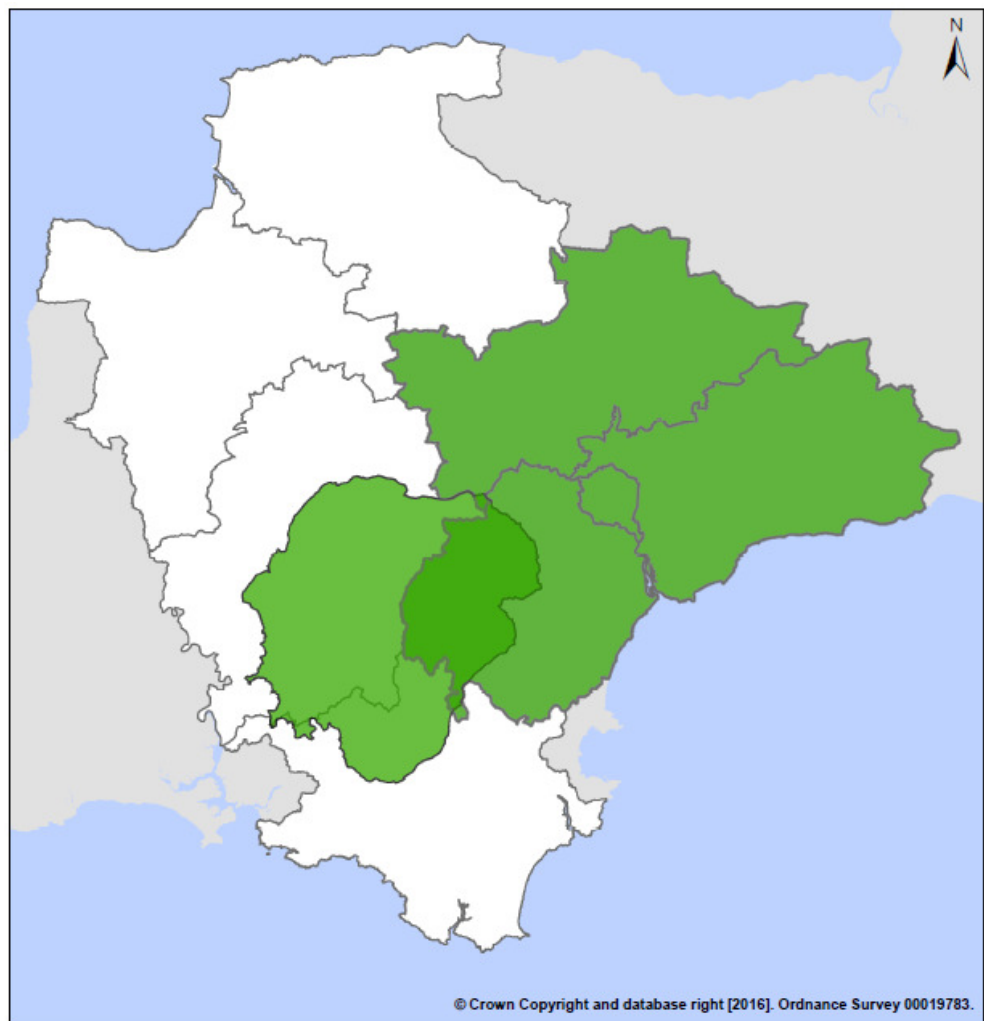


HELAA Methodology



Revised April 2017



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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 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 (Teignbridge, Mid Devon, East Devon and Exeter, with the addition of Dartmoor) have worked together since 2007 to produce a methodology for undertaking the housing element of the HELAA (formally referred to as Strategic Housing Land Availability Assessments (SHLAAs). This methodology is jointly published and was previously revised in 2013, 2015 and 2016. This 2017 version updates the document again, in order to reflect national changes in planning policy and guidance and incorporate the assessment of potential employment sites in addition to sites for housing.

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 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 and/or employment, 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 for new housing through the HELAA process and the identification of potential housing and employment sites in the HELAA report does not indicate that the sites will be allocated for new housing or employment 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) requires local planning authorities to significantly boost the supply of housing. The NPPF states in paragraph 47, that local authorities should:
 - *'use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as*

is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;

- *identify and update annually a supply of specific deliverable¹ sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;*
- *identify a supply of specific, developable² sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;*
- *for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target.'*

3.2 Employment: In relation to the supply of employment land, the NPPF is clear that the government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Paragraph 21 states that local authorities should:

- *'set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;*
- *set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
- *support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;*
- *plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;*
- *identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and*

¹ *To be considered deliverable, sites 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 and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.*

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

- *facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.*

Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.'

3.3 Preparation of a HELAA is one means by which local authorities achieve these objectives along with undertaking a Strategic Housing Market Assessment (SHMA) 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.

3.4 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, such as the Greater Exeter Strategic Plan, joint panel meetings will be held, however individual local authorities including Dartmoor National Park may undertake their own panel meetings in order 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 the named local authority planner for that partnership area (see section 11 for details).

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 paragraphs 012, 037 and 038 of 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 by 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. This approach is in accordance with the NPPF.
- 5.4 The threshold for economic development is:
- 0.25 hectares (or 500m² of floor space).

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. A common pro forma to record site suitability will be used by all partner authorities. A copy can be obtained by contacting the relevant local authority HELAA contact (for details see section 11).

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.
- 5.8 The **gross** development area is taken to be the whole of the required site area for a development excluding any unsuitable land such as that identified as floodzone 2/3, that which is crossed by high voltage powerlines, or is of such steep topography as to be considered unusable unless it is integral to the site (i.e. surrounded by suitable development land within the site area). For example, if there is an area of land which is too steep for

development that is contained within the centre of a submitted site and the land surrounding it is considered to be suitable development land then it will be integral to the gross development area, however, if it is an area of such steep topography on the edge of the site then it will be excluded from the gross development area.

- 5.9 The **net** developable area is taken to be the site area which remains for the delivery of housing/employment uses including 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.
- 5.10 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

Development type/use	Example scheme	Gross to net ratio
Retail – larger format (A1): convenience	Large supermarket	40%
Retail – larger format (A1): comparison	Retail warehousing – edge of centre	25%
A1-A5: small retail	Convenience stores	50%
B1(a) Offices: town centre	Office building	60%
B1(a) Offices: out of town centre	Office building (business park / various)	40%
B1(a) Offices: rural	Farm diversification, rural business centres, ancillary to other rural area uses	40%

B1, B2, B8: Industrial/warehousing	Start-up / move-on unit	40%
B1, B2, B8: Industrial/warehousing	Larger industrial/ warehousing unit including offices – edge of centre	40%
C1 - Hotel	Hotel – various types – tourism-led (range dependent on market/type). 60 bed.	80%
C2 – Residential institution	Nursing home / care home	60%
Sui Generis/other		Decided case-by-case

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 to 30
New community	As yet undetermined – to be resolved through development plan policy

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

Assessing suitability for housing and economic 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, mixed communities that are within or adjacent to existing settlements. 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:

Stage A assessment criteria	
Locations considered to be unsuitable for housing and economic development	Justification
<p>Site and potential scale of development does not accord with strategically appropriate locations through:</p> <ul style="list-style-type: none"> • The Development Plan (e.g. saved policies, published, submitted or adopted Local Plan), or • National guidance on the sustainable location of development 	<p>Development in locations unrelated to settlements defined through existing/emerging development plan policies may not contribute towards the creation of sustainable, mixed communities.</p>
<p>Where the majority of the site³ impacts upon the following sites of biodiversity or geodiversity importance:</p> <ul style="list-style-type: none"> • Designated Site of Special Scientific Interest (SSSI) • Designated or possible Special Area of Conservation (SAC) • Designated, listed or proposed Ramsar site (wetlands of international importance) • Designated or potential Special Protection Area (SPA) • Sites identified or required as compensatory measures for adverse effects on European sites, potential SPAs, possible SACs and listed or proposed Ramsar sites. 	<p>National policy advises against development that would have an adverse impact on national and internationally important nature and geology conservation interests.</p>
<p>Flood zone 3b</p>	<p>Comprises land within the functional floodplain.</p>

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

³ Very large sites may include a portion of sites with Stage A constraints, and such cases the developable area or yield should be modified.

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.

Stage B assessment criteria	
<p>Potential for impact on:</p> <ul style="list-style-type: none"> • Biodiversity, the historic, cultural and built environment • Marine Conservation Zones • Heritage Coasts • Landscape including upon Dartmoor National Park, AONBs and their settings • Mineral resources • Air quality • Water Source Protection Zones⁴ • Open space and recreation facilities, including Local Green Space • Employment land supply 	<p>Other considerations:</p> <ul style="list-style-type: none"> • 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.

5.15 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. A standard pro forma will be used by all partner authorities to assess suitability.

Assessing availability for housing and economic development

5.16 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 via a Site Proforma. Sites with planning permission subject to the completion of a S106 agreement will be assumed to be available unless the local authority has

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.

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 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 housing or economic development will be developed on the site at a particular time. The panel may also wish to adjust the housing yield for sites due to constraints or advise on the likely number of dwellings 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 which will be included within the HELAA report. 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.

Determining housing potential of windfall sites

- 7.5 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.
- 7.6 In the past, partner authorities have applied slightly different approaches to calculating future windfall supply. However, a standardised approach has now been developed that will 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 employment sites

- 7.7 Unlike housing sites, a delivery model has not been developed to consider the rate at which employment sites 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 an employment land delivery trajectory which will be important for planning policy monitoring purposes.

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 will 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 Paragraph 47 of the NPPF requires local authorities to identify and update annually a supply of sites for five years worth of their housing requirements. Each partner authority will use the HELAA to review and update its 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). Each partner authority will include the calculation for the 5 year supply and the housing trajectory within their Annual Monitoring Reports.

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, this may take place annually or after another period specified in the partner authority's most recent HELAA report. A full HELAA review may require a new call for sites, whilst a part review will only require an updating of the HELAA report.
- 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 should 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 will 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 in the HELAA report 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 Each partner authority will seek to use the same documentation format throughout the HELAA process to ensure consistency of approach. The following list sets out the common documents that are in use by all the partner authorities:

- 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

10.2 Copies of the documentation are available on request from the local authority HELAA contacts listed below.

11.0 Partner authority HELAA contacts

11.1 Should you require further information about any aspect of the joint HELAA methodology or associated work undertaken by the partner authorities, please contact the following:

Local authority	Name and role	Telephone number	Email address
Dartmoor National Park Authority	Dan Janota, Senior Forward Planner	01626 832093	djanota@dartmoor.gov.uk
Devon County Council	Christina Davey Senior Planning Officer	01392 382262	Christina.davey@devon.gov.uk

East Devon District Council	Graeme Thompson, Planning Policy Officer	01395 571736	GThompson@eastdevon.gov.uk
Exeter City Council	Katharine Smith, Principal Project Manager (Housing Delivery)	01392 265283	katharine.smith@exeter.gov.uk
Mid Devon District Council	Poie-Yee Li, Forward Planning Officer	01884 234 922	PLi@middevon.gov.uk
Teignbridge District Council	Tristan Peat, Principal Planning Officer – Planning Policy	01626 215710	tristan.peat@teignbridge.gov.uk

Appendix 1: Standard model for calculating housing delivery rates

Size of site (no. of dwellings)	Commencement of sites			Build out rate
	Sites where dwellings are under construction	Sites where dwellings have planning permission	Suitable sites without planning permission	
1-15 dwellings (assumes one developer)	Commence in Year 1	Commence in Year 1	Commence in Year 3	1 st year - 25 dwellings maximum 2 nd year onward - 50 dwellings per year maximum
16-500 dwellings (assumes one developer)	Commence in Year 1	Commence in Year 2	Commence in Year 3	1 st year - 25 dwellings maximum 2 nd year onward - 50 dwellings per year maximum
501-1000 dwellings (assumes two developers)	Commence in Year 1	Commence in Year 3	Commence in Year 4	1 st year - 25 dwellings maximum 2 nd year onward - 100 dwellings per year maximum
1001+ dwellings (assumes three developers)	Commence in Year 1	Commence in Year 3	Commence in Year 4	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 if warranted due to site specific issues, or if landowners have identified sites as being available at a later date.

Appendix 2: Market conditions model for calculating housing delivery rates

Size of site (no. of dwellings)	Commencement of sites			Build out rate	
	Sites where dwellings are under construction	Sites where dwellings have planning permission	Suitable sites without planning permission	Years 1-5	Years 6+
1-15 dwellings (assumes one developer)	Commence in Year 1	Commence in Year 1	Commence in Year 3	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
16-500 dwellings (assumes one developer)	Commence in Year 1	Commence in Year 2	Commence in Year 3	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)	Commence in Year 1	Commence in Year 3	Commence in Year 4	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)	Commence in Year 1	Commence in Year 3	Commence in Year 4	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 commencement dates or build out rates may be chosen for selected sites by the HELAA panel if warranted due to site specific issues, or if landowners have identified sites as being available at a later date.

Appendix 3: Worked example spreadsheet

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

SHLAA site ref / planning application ref	Address	Net Site Area (ha)	Min Yield	Max Yield	Yield Mid Point	Suitable	Available	Achievable	2013/14	2014/15	2015/16	2016/17	2017/18	Yield Yrs 1-5	2018/19	2019/20	2020/21	2021/22	2022/23	Yield Yrs 6-10	2023/24	2024/25	2025/26	2026/27	2027/28	Yield Yrs 11-15	15 years +	Running total	Constraints to development or reasons for exclusion	Potential for constraints to be overcome	Comments
SHLAA/1	East Brook	65	1000	1500	1500	✓	✓	X						0						0						0	0	Infrastructure costs are high			
SHLAA/2	Lea Meadow	8.2	287	451	300	✓	✓	✓			12	25	25	62	50	50	50	50	38	238						0	300				
SHLAA/3	Long Barracks	6	210	330	200	✓	✓	✓						0	25	50	50	50	25	200						0	200	Concerns over infrastructure	Policies are flexible and allows for negotiation		
SHLAA/4	Court Acre	3.84	134	211	173	✓	✓	✓			12	25	25	62	50	50	11			111						0	173				
11/10001/FUL	Hilltop Close	0.32	11	18	14	✓	✓	✓	12	2				14						0						0	14			PP granted for 14d	
12/12001/FUL	Coombe Tracy	3	105	165	135	✓	✓	✓	12	25	25	25	25	87	48					48						0	135			PP granted for 135d	
12/12151/FUL	The Haywain	0.3	10	17	13	✓	✓	✓	12	1				13						0						0	13			PP granted 13d	
13/00012/FUL	Fearnly Drive	0.5	15	25	20	✓	✓	✓	12	8				20						0						0	20			PP granted for 20d	
11/01025/FUL	Gold Road	1.12	39	62	50	✓	✓	✓	12	25	13			50						0						0	50			Site under construction	
11/11217/FUL	Small Street	8.5	300	460	380	✓	✓	✓	12	25	25	25	25	112	50	50	50	18		168						0	280			Site under construction	
11/01088/FUL	Castle Avenue	0.72	25	40	32	✓	✓	✓	12	20				32						0						0	32			Site under construction	
12/15113/FUL	Phoenix Garage	0.24	8	13	11	✓	✓	✓	11					11						0						0	11			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:

	Total net windfall dwelling completions		
Gross site size	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

Appendix 5: Housing for older people

The NPPG states that “LPAs should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement (para 039)”.

On this basis, the partner authorities will include all completed homes for elderly people, and developable or deliverable sites that are proposed or have planning permission for housing for older people, in their supply figures as follows:

TYPE OF ACCOMMODATION	COUNTED AS	JUSTIFICATION
Extra care or sheltered home (a self-contained flat/house, usually forming part of a larger extra care development, with nursing care provided on-site; or a house on a sheltered housing development with a warden on-site)	1 extra care home / sheltered home = 1 dwelling	The DCLG’s ‘Definitions of General Housing Terms’ (14/11/12) states that “a dwelling is a self-contained unit of accommodation, where all rooms (including kitchen, bathroom and toilet) are behind one door which only one household can use” (https://www.gov.uk/definitions-of-general-housing-terms).
Nursing / residential care home (‘traditional’ residential institution, where residents have their own bedroom but all other facilities are shared)	2 bedrooms = 1 dwelling	Data obtained via a telephone survey by the partner authorities of 35 nursing and residential care homes from across the Exeter HMA in late 2014 highlighted that, on average, 95% of residents are permanent, with the remainder housed on a temporary “respite” basis. Responses to the telephone survey and

		<p>supplementary information provided by Devon County Council suggest that just over half (52%) of nursing/care home residents previously lived alone.</p> <p>Applying 52% to the 95% of residents who are permanent gives a final figure of 50% of nursing/care home residents that, in moving to a home, have 'freed up' a dwelling. As a result, 2 bedrooms in a nursing/care home is assumed to equate to 1 dwelling.</p>
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