

Strategic Housing Land Availability Assessment: Phase 3 – Determining the potential for housing windfall

Final version

October 2012



**WELWYN
HATFIELD**
BOROUGH COUNCIL



Welwyn Hatfield Borough Council Strategic Housing Land Availability Assessment: Phase 3: Determining the potential for housing windfall

October 2012

C.J Conway
Director (Strategy and Development)
Welwyn Hatfield Borough Council
Council Offices
Campus East
Welwyn Garden City
Hertfordshire
AL8 6AE

Phone: 01707 357000
Fax: 01707 357285

E mail: planningpolicy@welhat.gov.uk

Contents

Introduction	3
Methodolgy	4
Results of Analysis	7
Conclusion	20
Appendices	22
Appendix 1: All residential completions between 2001 and 2012	
Appendix 2: Existing land use: Allocated completions only (2001-12)	
Appendix 3: Existing land use: Urban capacity completions only (2001-12)	
Appendix 4: Existing land use: SHLAA Phase 1 completions (2001-12)	
Appendix 5: Existing land use: Windfall (2001-12)	

1. Introduction

- 1.1 Phases 1 and 2 of the Strategic Housing Land Availability Assessments (SHLAA) identify and assess potential sites for housing within and outside the urban areas in Welwyn Hatfield. This approach is in line with the National Planning Policy Framework (NPPF), which sets a clear expectation that the supply of land for housing should be based on specific sites. However, paragraph 48 of the NPPF allows local planning authorities to include windfall sites in the five-year supply of housing land if they have 'compelling evidence' that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.
- 1.2 Welwyn Hatfield Borough Council considers it has compelling evidence to include a windfall allowance in our assessment of potential sources of housing supply. Therefore, this document, SHLAA Phase 3, sets out the council's approach to determining an allowance for windfall development in the borough between 2014 and 2029. The results of this process have been used to inform the housing target in the Emerging Core Strategy.
- 1.3 Windfall development is defined in the National Planning Policy Framework (NPPF) as *'sites which have not been specifically identified as available in the Local Plan Process. They normally comprise previously-developed sites that have unexpectedly become available.'* (March, 2012). This definition makes it clear that windfall sites are sites not allocated in the Local Plan, or specifically identified during the plan making process. Essentially, windfalls are those sites that unexpectedly become available and therefore cannot be identified in advance.
- 1.4 The NPPF provides greater flexibility for including an allowance for windfall development than its predecessor Planning Policy Statement (PPS) 3: Housing. PPS3 stated that an allowance for windfalls should not be included in the first 10 years of land supply. This changing national approach means it is now acceptable to allow for windfall at the start of your plan period as long as there evidence that windfall development is a realistic likelihood.
- 1.5 On that basis this report assesses the potential and level of windfall allowance suitable in Welwyn Hatfield. Section 2 sets out the methodology used and the results and analysis are outlined Section 3.

2. Methodology

Policy context

- 2.1 The National Planning Policy Framework (NPPF) requires that any windfall allowance is based on compelling evidence, but does not clarify what this means. It does specify that an allowance should have regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends. The Strategic Housing Land Availability Assessment Practice Guidance suggests that a realistic windfall allowance can be gauged by estimating the housing potential from each likely source of land for housing by looking at average completion rates. This evidence can then be analysed to inform predicted future trends.

Council's approach

- 2.2 In light of the guidance, the council has used completion data to identify the different sources of windfall development in the borough over the last 11 years. This information, combined with estimates of future trends, has helped inform judgements about future sources of windfall. A number of stages were involved in this process, as detailed below.

Stage 1

- 2.3 Monitoring data of all the completed housing development in Welwyn Hatfield was collated for the 11 years between 2001 and 2012. This was grouped by the land use activity of the existing use (prior to housing development), to identify the different sources of land supply. Definitions of the land use categories are set out in table 1.

Table 1: Outlines the different land use categories and their definitions

Land use group	Definition
Agriculture	Includes agriculture, fishing, farming, farm buildings, buildings for stock rearing, horticulture, glass houses.
Business	Includes research and development, offices and light industry.
Community Services	Includes hospitals, health services, police, fire and ambulance services, judicial facilities, religious buildings, government services.
Education	Includes, nursery schools, schools, further education facilities, training facilities.
Residential institutions	Including large houses, hostels, staff quarters, educational dormitories.
Leisure	Includes sports facilities, cultural facilities restaurants, pubs.

Manufacturing	Includes metal manufacturing, chemical industrial, glass and ceramics, food production, manufacturing of motor vehicles.
Offices	Office buildings.
Parking and garaging	Residential parking / garages, on and off street parking.
Residential	Includes houses, flats, bungalows, mobile homes, caravans.
Retail	Includes food and non food shops, takeaway services, beauty facilities, car showrooms.
Wholesaling and storage	Includes food and drink, agricultural storage, storage services, general storage.
Utilities	Includes sewage treatment facilities, water pumping stations, communications,
Vacant and unused land	Vacant and unused land

Stage 2

2.4 To identify the proportion of completed residential development defined as windfall, it was necessary to identify all those sites that do not constitute windfall development because they were identified during the local plan process. Therefore the completions data was separated into four categories:

- *Allocated sites* – Housing development on sites allocated in Welwyn Hatfield's Adopted District Plan, 1998 and subsequently in Welwyn Hatfield's Adopted District Plan, 2005.
- *1999 Urban capacity sites* – Residential development on sites identified in the Urban Capacity Study, 1999.
- *Strategic Housing Land Availability Assessment (SHLAA) sites* – Residential development on the sites identified as potential housing sites in the Phase 1 urban SHLAA, completed in 2009. Phase 2 SHLAA identifies potential sites in the Green Belt and on safeguarded sites but because it has been completed after March 2012 it has not been included in these calculations. However, as none of the Phase 2 sites have been completed yet they would not be part of the windfall categories anyway.
- *Windfall sites* – residential development on sites that did not fall into any of the above three categories.

2.5 Out of a total of 4723 residential completions between 2001 and 2012 (once development on sites in the first three completion categories is excluded) 972 are windfall developments.

Stage 3

- 2.6 Using the windfall completions data it was then possible to formulate windfall allowances for the Core Strategy plan period. To help this process, minor changes were made to some of the previous land use categories. Given the overlap, business and offices were amalgamated into one grouping. The retail category was divided into motor trade and non motor trade as the likelihood of future windfall opportunities varies for each category. Finally residential development has been divided into garden and non-garden to reflect the changes to national policy that now excludes garden land from windfall allowances.
- 2.7 Decisions about the windfall allowance for each land use category were based on professional judgement, which was informed by the following considerations:
- Historic trends- proportion of windfall completions out of the total completions.
 - Local knowledge about the availability of particular land uses in the future.
 - Existing and emerging policy that will affect the availability of particular land uses.
- 2.8 This approach was used to estimate a windfall allowance for each land use and provide a total land use windfall allowance for 2014 to 2029.

3. Results of analysis

Analysis of completions data

All residential completions

- 3.1 Between 2001 and 2012, 4723 dwellings were completed in Welwyn Hatfield¹. Nearly a third of these completions were built on land previously in high technology use on the former British Aerospace site in Hatfield. Education (19%) and vacant and un-used land (9%) were other key sources of land during this period; however dwellings have been built on a range of different land uses. The detailed completion data for each previous land use is set out in Appendix 1.

Residential completions on allocated sites

- 3.2 Reflecting the emphasis on a plan-led planning system in recent years, most of the dwelling completions in the borough have been on allocated sites. A total of 3486 dwellings (74% of total completions) have been developed on sites allocated in one of the two Local Plans adopted during the 11 year assessment period. Appendix 2 outlines the completions on all allocated sites.

Residential completions on sites in the urban capacity study

- 3.3 As outlined in Appendix 3 there have been 129 dwelling completions (nearly 3% of total completions) on sites identified in the 1999 Urban Capacity Study, but not subsequently allocated. Most of these are on sites previously used for wholesaling and storage.

Residential completions on sites in the Strategic Housing Land Availability Assessment (SHLAA)

- 3.4 Of the total dwelling completions between 2001 and 2012, 3% (136 dwellings) were on sites identified in the urban SHLAA completed in 2009. These were built on land previously used for education, residential, residential institutions and manufacturing and offices. Details are outlined in full in appendix 4.

Windfall development

- 3.5 As outlined above most of the development in the borough over the last 11 years has taken place on sites identified during the local plan process. However, windfall development accounts for 21% of all completions.
- 3.6 The windfall completions have been built on a wide-range of previous uses. The largest source (20% of the total windfall) has been residential institutions, primarily due to a large-scale site at the QEII Hospital (staff accommodation) in Welwyn Garden City. Residential non garden land has also been a key source, with just

¹ This is dwellings on completed sites only (i.e. this may not be the same as total completed dwellings as there will be some sites which are not yet completed). The year of completion has been calculated as the year the entire site was completed rather than individual dwellings; therefore this may not exactly match dwelling completion figures reported in the Annual Monitoring Reports.

under 20% of total windfall completions coming from the replacement and sub-division of existing dwellings. A number of windfalls have also come forward on residential garden land, generally at the same time as existing dwellings are replaced. Land used for leisure purposes has been another significant source of windfalls over the past 11 years (over 15%), including social clubs, public houses, and small halls. A full list of all the windfall sources can be viewed in appendix 5.

Housing supply identified in the Phase 1 SHLAA, 2009

- 3.7 As identified above, the urban SHLAA (2009) is a key piece of evidence which identifies future sources of housing supply over a fifteen year period. Given that it was only published in 2009 it identifies a significant level of supply that has not yet been completed. Therefore, one consideration, when determining windfall allowances for different sources of housing land is to take account of what estimate the SHLAA has made to avoid the potential for double counting.
- 3.8 Table 2 outlines the dwelling estimates identified in the SHLAA and illustrates how many of these have been granted planning permission and completed. Given that the SHLAA recently looked at site availability and deliverability across the borough (and is monitored annually) it is considered likely that the future windfall supply will be lower in those land-use categories where there is still an outstanding supply of housing in the SHLAA. The findings of this table are explored in more detail when the windfall allowance for each land-use is analysed below in table 3.
- 3.9 However, please note that not all the sites in table 2 are included in Welwyn Hatfield's estimates of housing supply because some of the sites identified are unavailable or have been completed. The latest estimates of urban capacity are published in the Annual Monitoring Report, published each year in December and available on the council's website www.welhat.gov.uk/planning.

Table 2: The dwelling estimates identified in the Phase 1 SHLAA compared against permissions and completions monitoring data.

Existing Land Use	SHLAA Original Estimate	Granted Permission (to date)	Completed (to date)
Agricultural	0	0	0
Business and Offices	24	24	24
Community Services	204	190	18
Education	198	64	64
High Technology	130	164	159
Leisure	144	66	24
Manufacturing	1272	233	77
Parking and garaging	163	0	0
Mixed: Parking and garaging/Business and Offices	15	15	9
Mixed: Parking and garaging/Leisure	13	0	0
Mixed: Parking and garaging/Vacant and unused land	23	0	0
Mixed: Residential (garden and non garden)	42	22	20
Mixed: Residential (garden and non	20	0	0

garden)/Offices/Parking and garaging			
Residential (garden)	21	1	1
Mixed: Residential (garden)/Parking and garaging	27	0	0
Mixed: Residential (garden)/Vacant and unused	6	0	0
Residential Institutions	14	14	10
Mixed: Residential Institutions/Vacant and unused land	13	0	0
Retail (motor trade)	51	39	22
Retail (non motor trade)	355	79	0
Utilities	135	103	0
Vacant and Unused Land	375	34	24
Wholesale and Storage	37	0	0
Total	3282	1048	452

Windfall Allowance

3.10 Using the windfall completions data and information about SHLAA estimates and completions, windfall allowances for the Core Strategy plan period have been calculated. As outlined in Section 2 of this report, decisions have been based on professional judgment, informed by the following considerations:

- Historic trends- proportion of windfall completions out of the total completions.
- Local knowledge about the availability of particular land uses in the future.
- Existing and emerging policy that will affect the availability of particular land uses.

3.11 On this basis, the windfall allowance and justification for each land use source is detailed below in table 3. There are two main factors influencing the windfall estimates. Firstly, some of the land-use sources identified have historically high proportions of windfall development that are likely to continue due to existing and emerging policy or the difficulty of identifying or allocating future supply (such as in the sub-division of dwellings or plots). Secondly, as outlined in paragraph 3.8, the supply of available sites identified in the SHLAA is likely to affect the amount of future windfall from each land use source.

3.12 The windfall allowance does not start until 2014 because the aim is to only include those sites that are unexpected. Historically, windfall completions have made up a significant proportion of the total completions for certain land use sources. As such, there are likely to be many sites due for completion in the next three years that are not allocated sites or identified in the SHLAA, but are still known to the council because they have been subject to pre-application discussions or have planning permission. Therefore, these sites are already identified in our five year land supply. So starting the allowance in 2014 (year 3 of the plan period) will avoid double counting dwelling supply by ensuring that windfall development that is now known to the council is excluded.

Table 3: Estimated Windfall allowance by previous land-use

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
Agricultural	28	28	100%	2.5	30	2	<p>Over the past 11 years there have been a small number of new dwellings built on agricultural land, primarily through the conversion of agricultural buildings. This has all been small-scale windfall development.</p> <p>It is considered that this trend is likely to continue due to the amount of agricultural land in the borough and the planning policy approach, which allows this source of windfall at a small-scale. Current Local Plan policy permits residential conversion of agricultural buildings where re-use for economic development purposes is inappropriate and unviable. It is anticipated that this approach will be continued in future planning policies in order to promote and facilitate rural diversification.</p> <p>On this basis an estimated windfall allowance of 30 dwellings over the 15 year plan period is considered a realistic assumption.</p>

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
Business and Offices	83	107	78%	7.5	30	2	<p>Historic trends show that a large proportion of residential development on land previously in business and office use has come forward as windfall development. Most of this has come forward in the two town centres, particularly in Welwyn Garden City but there has also been some small-scale development in some of the villages excluded from the Green Belt.</p> <p>It is estimated that this trend is likely to continue due to continuing interest from developers in change of use from first floor offices to residential in the two town centres. In addition, current and emerging planning policies are also likely to allow for some future windfall because they particularly focus on protecting office and business use within designated employment areas rather than elsewhere in the borough.</p> <p>To reflect our expectation that there is likely to be some future windfall in our town centres and villages (to a lesser extent), a small allowance of 30 dwellings, 2 per annum has been allocated. This is a cautious approach, significantly below historic trends but prevents an over reliance on windfall in our housing</p>

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							delivery targets.
Community Services	25	100	25%	2.3	0	0	No windfall allowance has been allocated for land previously used for community services. Historically this has not been a large source of windfall, only 25% of total completions were windfall over the last 11 years. In terms of future provision, a cautious approach has been taken as the evidence suggests it is unlikely to be a windfall source in the future. Firstly, table 2 identifies that the SHLAA estimates 204 dwellings on land previously used for community services and most of these have not yet been completed. This high level supply reduces the likelihood of windfall development. Secondly, current and emerging policies deter windfall development as they seek to retain community facilities and require lost facilities to be re-provided elsewhere. If a windfall allowance was included there may be potential for double counting.
Education	39	909	4%	3.5	0	0	No windfall allowance has been allocated for land previously in education use. Only 4% of past completions on education land between 2001 and 2012 are windfall development and it is unlikely that

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							unknown education sites will be available in the future. Generally education sites that are likely to become available will be identified as part of the local plan process. Indeed the SHLAA has estimated 198 dwellings could come forward on education land and only 32% have currently been completed.
Residential Institutions (including large houses/hotels etc)	231	1654	14%	21.0	0	0	Historically this has been a large source of windfall, although only 14% of the total completions on land previously used for residential institutions were windfall development, most were identified via the plan process. No windfall allowance has been allocated for this category because it is not considered this trend is likely to continue. Past windfall completions have come from large-scale sources, such as nurses' accommodation at the QEII hospital, and the likelihood of similar residential institutions coming available in the future is uncertain. Therefore, taking a cautious approach a future windfall estimate has not been allocated.
Leisure	155	473	33%	14.1	30	2	Historically quite a large source of windfall, with an average of 14

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							<p>completions per year, accounting for a third of the total completions on leisure sites.</p> <p>This land use category includes a wide range of facilities including sports facilities, hotels, restaurants, museums and libraries. Current planning policies protect some of these leisure uses in the borough. However if it can be demonstrated that there is no longer a demand, sites may come forward. Equally, in the past part of a site, such as the floors above a public house, have become available and this could continue in the future.</p> <p>On the basis that there are a large number and wide range of leisure facilities in the borough and given that in the past over 30% of completions have been windfall, a small allowance for windfall has been estimated. This is significantly lower than historic trends to prevent an over reliance on windfall development and to reflect the significant supply already estimated in the SHLAA.</p>
Manufacturing	15	275	5%	1.4	0	0	<p>No allowance has been made for windfall on manufacturing land.</p> <p>There has only been a small historic</p>

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							windfall supply in the past suggesting there is only a small supply of unknown manufacturing land in the borough outside employment areas. In terms of future provision, Table 2 illustrates that the SHLAA identifies a large supply, most of which is not yet complete. Most other manufacturing uses are within designated employment areas where planning policy prevents residential development. Therefore it is unlikely there will be any windfall development in the future.
Parking and Garaging	20	37	54%	1.8	0	0	No allowance has been made for windfall on parking and garaging land. There is a small historic windfall supply. The council either aware of most sites in the borough or the parking space is within demand. Table 2 indicates a significant supply estimated in the borough but as yet none have been completed. Parking is a key issue in the borough and it is therefore unlikely that sites will unexpectedly become available during the plan period.
Residential (non Garden)	185	223	83%	16.8	200	13.3	Residential non-garden land has been a large source of windfall supply in the past. It has generally involved the replacement or sub-division of existing dwellings and over 80% of this category has been

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							<p>unplanned and come forward as windfall across the borough.</p> <p>It is very difficult to anticipate and plan for all replacement dwellings or sub-division of large houses as there tend to be a large number of small-scale developments. Subsequently there is only a relatively low dwelling estimate identified in the SHLAA. This seems likely to continue.</p> <p>On this basis it is reasonable to allocate a windfall allowance for the plan period. At 200 dwellings (13 per year) this category is our largest windfall allowance. However, this is a lower figure than past trends and represents a realistic but cautious approach.</p>
Residential (Garden)	78	82	95%	7.1	0	0	Para 48 of NPPF states that garden land must not be included in windfall allowance. Therefore no future windfall allowance has been made.
Retail (non motor trade)	44	44	100%	4.0	0	0	<p>No allowance has been made for windfall on retail land.</p> <p>All development on retail land over the past 11 years has been windfall, The</p>

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							<p>majority of this came forward as part of the redevelopment of Moors Walk shopping parade in Welwyn Garden City.</p> <p>Apart from those schemes already identified in the planning system, it is unlikely that any other shopping areas will be suitable for residential development. Therefore a windfall allowance is not appropriate.</p>
Retail (motor trade)	20	82	24%	1.8	0	0	<p>No allowance has been made for windfall on retail land (motor trade).</p> <p>Whilst most completions in this category were planned, there have been a small number of windfall dwellings built on motor trade land in the past. However, there are currently two motor service sites identified in the SHLAA under construction and it is not anticipated that anymore are likely to become available. Therefore no allowance has been made.</p>
Wholesale and Storage	13	296	4%	1.2	0	0	<p>No allowance has been made for windfall on land previously used for wholesale and storage.</p> <p>Historically wholesale and storage has</p>

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							been a small source of windfall development. In terms of future provision, most of this land use is within designated employment areas so unsuitable for residential development. There is a very small supply of land outside these designated areas so windfall development is unlikely to come forward.
Utilities	1	1	100%	0.1	0	0	No allowance has been made for windfall on land previously used for utilities. There have been a very low number of windfall developments in the past and given consultation with infrastructure providers it is very unlikely that unknown utilities sites will be available in the future. Therefore, no future allowance has been made.
Vacant and Unused Land	37	414	9%	3.4	0	0	No allowance has been made for windfall on vacant and un-used land. In the past, vacant and un-used land has provided some windfall development. However, given that the excluded settlements have been surveyed as part of the SHLAA and a significant supply identified (see table 2) it is unlikely that any vacant/unused sites will become available over the plan period. Therefore no future windfall allowance has been

Previous Use	No of Windfall Completions (net) 2001/2 - 2011/12	Total Completions (net) 2001/2 - 2011/12	% Windfall Completions of Total Completions (net) 2001/2 - 2011/12	Average no of comps per year (windfall)	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029	Explanation
							made. Provided some windfalls in the past but unlikely to be unknown currently vacant/unused sites available in future = No future allowance made
Total	972	4723	21%		290	19.3	

4. Conclusion

- 4.1 To summarise, table 4 identifies that a windfall allowance of 290 dwellings is a reasonable estimate for the period 2014 to 2029, which equates to 19 dwellings per year. This is based on making an allowance where it is considered windfall development makes up a significant contribution of the overall completions in a particular source of supply and is therefore likely to be underrepresented in the Strategic Housing Land Availability Assessment (SHLAA).
- 4.2 When compared to previous trends since 2001 this allowance is considered a conservative estimate as there has been an average of 88 windfall dwellings each year from all sources of supply. However, it is too simple to assume that historic trends will simply continue. In some cases, the council is aware of all likely sources of housing supply within a particular land use (such as for education or residential institutions) so further windfalls are unlikely. In other instances (for example community services land), the SHLAA identifies significant outstanding supply, meaning that there is less likely to be reliance on windfall development within these land use categories. Finally, planning policy also restricts the likelihood of windfall development on certain land-uses. For example, most manufacturing land is located within designated employment areas, which prevents redevelopment of the land for housing.

Table 4: Summary of the windfall allowance between 2014 and 2029

Previous land-use	Estimated Windfall Allowance Total 2014 - 2029	Estimated Windfall Allowance per year 2014- 2029
Agricultural	30	2
Business and Offices	30	2
Community Services	0	0
Education	0	0
Residential Institutions (including large houses/hotels etc)	0	0
Leisure	30	2
Manufacturing	0	0
Parking and Garaging	0	0
Residential (non Garden)	200	13.3
Residential (Garden)	0	0
Retail (non motor trade)	0	0
Retail (motor trade)	0	0
Wholesale and Storage	0	0
Utilities	0	0
Vacant and Unused Land	0	0
Total	290	19.3

- 4.3 Therefore, the windfall allowances have been formulated using an analysis of historic trends in the context of local knowledge, planning policy and the Local Plan evidence base. A realistic but cautious approach has been applied to prevent an over

dependence on windfall supply but to demonstrate where there is compelling evidence for a windfall allowance exists.

- 4.4 Windfall allowances have only been allocated for four land-use categories. Residential (non-garden) land is estimated to have the largest potential for windfall development because it tends to be small-scale developments such as the subdivision of large houses or plots, which are not easy to anticipate and plan for. Land in leisure, agricultural and business and office use have also been allocated a small windfall allowance, because they have been high sources of windfall in the past and it is considered the trend will continue due to the location and type of development and local planning policies.

Appendices

Appendix 1

All Residential completions between 2001 and 2012 (by year entire site completed)

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Agriculture all		1	0	2	12	6	2	1	2	0	1	1	28	0.59%
Business all		0	0	0	0	6	0	0	0	0	0	0	6	0.13%
Community services	Hospitals	2	0	0	0	0	69	0	0	0	0	0	71	1.50%
	General or Cottage Hospital	0	0	0	0	0	0	0	10	0	0	0	10	0.21%
	Health Centres, Surgeries and Clinics	0	0	0	3	0	0	0	0	0	0	0	3	0.06%
	Dental Surgery	0	0	1	0	0	0	0	0	0	0	0	1	0.02%
	Church, Chapel or other place of worship	2	0	0	0	0	0	1	0	0	0	2	5	0.11%
	Office	0	0	0	0	0	1	0	0	0	0	0	1	0.02%
	Vehicle Depot	3	6	0	0	0	0	0	0	0	0	0	9	0.19%
Education all		0	0	0	333	6	110	340	0	0	88	32	909	19.25%
High-technology all		0	1	0	283	38	534	356	250	0	0	0	1462	30.95%
Residential institutions all		0	0	0	0	27	0	0	164	0	0	1	192	4.07%
Leisure	Hall with no fixed seating	0	0	0	0	0	0	0	0	18	0	0	18	0.38%
	Small hall for general use, up to 345 square metres	0	0	0	0	2	0	0	0	0	0	0	2	0.04%
	Indoor leisure / Leisure centre / Amusement arcade (SG) / Health & Fitness Club	0	2	0	0	0	0	0	0	0	0	0	2	0.04%
	Country / Golf club / Social club (SG)	0	0	0	0	0	0	0	77	1	0	0	78	1.65%
	Theatre	0	0	0	0	0	0	0	84	0	0	0	84	1.78%
	Museum	3	0	0	0	0	0	0	0	0	0	0	3	0.06%
	Public house (with or without restaurant)	2	0	12	0	0	0	24	3	0	0	1	42	0.89%
	Riding school / Riding	0	0	1	0	0	0	0	0	0	0	2	3	0.06%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
	stables / Loose boxes / Equestrian centre													
	Artist studio / Leisure workshop	0	0	0	0	0	0	0	27	0	0	0	27	0.57%
	Playing field	0	0	65	0	88	0	0	0	0	0	0	153	3.24%
	Countryside walking / Cycleway	0	0	0	37	0	0	0	0	0	0	0	37	0.78%
	Allotments	0	0	0	0	0	0	0	0	0	24	0	24	0.51%
Manufacturing all		0	0	0	174	93	0	0	8	0	0	0	275	5.82%
Offices		1	0	0	17	0	3	20	47	5	7	1	101	2.14%
Parking and garaging all		0	0	0	0	0	15	8	5	2	0	7	37	0.78%
Residential	Residential (non garden)	12	18	11	5	39	15	40	43	18	15	5	221	4.68%
	Residential (garden land)	7	13	3	5	11	5	5	10	6	4	13	82	1.74%
Shopping	Shopping (except motor trade)	0	0	12	0	6	0	0	24	2	0	0	44	0.93%
	Shopping (motor trade)	14	1	3	24	2	0	0	0	0	0	38	82	1.74%
Wholesaling and storage all		0	0	93	2	0	70	120	0	0	11	0	296	6.27%
Utilities		0	0	0	0	0	0	0	0	0	0	1	1	0.02%
Vacant and unused land all		0	36	6	371	0	0	1	0	0	0	0	414	8.77%
	Total	47	77	209	1266	324	824	916	754	52	152	102	4723	100.00%

Appendix 2

Existing land use: Allocated completions only (by year entire site completed)

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Agriculture		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Business		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Community Services	Hospitals	0	0	0	0	0	69	0	0	0	0	0	69	1.98%
	General or Cottage Hospital	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Health Centres, Surgeries and Clinics	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Dental Surgery	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Church, Chapel or other place of worship	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Office	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Vehicle Depot	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Education		0	0	0	333	0	109	340	0	0	24	0	806	23.12%
High-technology		0	0	0	283	0	534	356	250	0	0	0	1423	40.82%
Residential Institutions		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Leisure	Hall with no fixed seating	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Small hall for general use, up to 345 square metres	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Indoor leisure / Leisure centre / Amusement arcade (SG) / Health & Fitness	0	0	0	0	0	0	0	0	0	0	0	0	0.00%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
	Club													
	Country / Golf club / Social club (SG)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Theatre	0	0	0	0	0	0	0	84	0	0	0	84	2.41%
	Museum	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Public house (with or without restaurant)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Riding school / Riding stables / Loose boxes / Equestrian centre	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Artist studio / Leisure workshop	0	0	0	0	0	0	0	27	0	0	0	27	0.77%
	Playing field	0	0	65	0	88	0	0	0	0	0	0	153	4.39%
	Countryside walking / Cycleway	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Allotments	0	0	0	0	0	0	0	0	0	0	24	24	0.69%
Manufacturing		0	0	0	174	86	0	0	0	0	0	0	260	7.46%
Offices		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Parking and garages		0	0	0	0	0	15	0	0	0	0	0	15	0.43%
Residential	Residential (non garden)	0	0	0	2	0	0	0	0	0	0	0	2	0.06%
	Residential (garden land)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Shopping	Shopping (except motor trade)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Shopping (motor trade)	0	0	0	24	0	0	0	0	0	0	38	62	1.78%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Wholesaling and Storage		0	0	0	0	0	70	120	0	0	0	0	190	5.45%
Utilities		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Vacant and unused land		0	0	0	371	0	0	0	0	0	0	0	371	10.64%
	Total	0	0	65	1187	174	797	816	361	0	48	38	3486	100.00%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
	Club													
	Country / Golf club / Social club (SG)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Theatre	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Museum	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Public house (with or without restaurant)	0	0	12	0	0	0	0	0	0	0	0	12	9.30%
	Riding school / Riding stables / Loose boxes / Equestrian centre	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Artist studio / Leisure workshop	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Playing field	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Countryside walking / Cycleway	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Allotments	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Manufacturing		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Offices		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Parking and garages		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Residential	Residential (non garden)	0	12	0	0	0	0	0	0	0	0	0	12	9.30%
	Residential (garden land)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Shopping	Shopping (except motor trade)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Shopping (motor trade)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Wholesaling and Storage		0	0	93	0	0	0	0	0	0	0	0	93	72.09%
Utilities		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Vacant and unused land		0	0	6	0	0	0	0	0	0	0	0	6	4.65%
	Total	0	18	111	0	0	0	0	0	0	0	0	129	100.00%

Appendix 4

Existing land use: Strategic Housing Land Availability Assessment completions (by year entire site completed)

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Agriculture		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Business		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Community Services	Hospitals	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	General or Cottage Hospital	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Health Centres, Surgeries and Clinics	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Dental Surgery	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Church, Chapel or other place of worship	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Office	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Vehicle Depot	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Education		0	0	0	0	0	0	0	0	0	64	0	64	47.06%
High-technology		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Residential Institutions		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Leisure	Hall with no fixed seating	0	0	0	0	0	0	0	0	18	0	0	18	13.24%
	Small hall for general use, up to 345 square metres	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Indoor leisure / Leisure centre / Amusement arcade (SG) / Health & Fitness	0	0	0	0	0	0	0	0	0	0	0	0	0.00%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
	Club													
	Country / Golf club / Social club (SG)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Theatre	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Museum	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Public house (with or without restaurant)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Riding school / Riding stables / Loose boxes / Equestrian centre	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Artist studio / Leisure workshop	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Playing field	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Countryside walking / Cycleway	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Allotments	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Manufacturing		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Offices		0	0	0	0	0	0	0	24	0	0	0	24	17.65%
Parking and garages		0	0	0	0	0	0	0	0	2	0	0	2	1.47%
Residential	Residential (non garden)	0	0	0	0	0	0	10	13	0	1	0	24	17.65%
	Residential (garden land)	0	0	0	0	0	0	0	2	2	0	0	4	2.94%
Shopping	Shopping (except motor trade)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Shopping (motor trade)	0	0	0	0	0	0	0	0	0	0	0	0	0.00%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Wholesaling and storage		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Utilities		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Vacant and unused land		0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Total	0	0	0	0	0	0	10	39	22	65	0	136	100.00%

Appendix 5

Existing landuse: Windfall (by year entire site completed)

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Agriculture		1	0	2	12	6	2	1	2	0	1	1	28	2.88%
Business		0	0	0	0	6	0	0	0	0	0	0	6	0.62%
Community services	Hospitals	2	0	0	0	0	0	0	0	0	0	0	2	0.21%
	General or Cottage Hospital	0	0	0	0	0	0	0	10	0	0	0	10	1.03%
	Health Centres, Surgeries and Clinics	0	0	0	3	0	0	0	0	0	0	0	3	0.31%
	Dental Surgery	0	0	1	0	0	0	0	0	0	0	0	1	0.10%
	Church, Chapel or other place of worship	2	0	0	0	0	0	1	0	0	0	2	5	0.51%
	Office	0	0	0	0	0	1	0	0	0	0	0	1	0.10%
	Vehicle Depot	3	0	0	0	0	0	0	0	0	0	0	3	0.31%
Education		0	0	0	0	6	1	0	0	0	0	32	39	4.01%
High-technology		0	1	0	0	38	0	0	0	0	0	0	39	4.01%
Residential institutions		0	0	0	0	27	0	0	164	0	0	1	192	19.75%
Leisure	Hall with no fixed seating	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Small hall for general use, up to 345 square metres	0	0	0	0	2	0	0	0	0	0	0	2	0.21%
	Indoor leisure / Leisure centre / Amusement arcade (SG) / Health & Fitness Club	0	2	0	0	0	0	0	0	0	0	0	2	0.21%
	Country / Golf club / Social club	0	0	0	0	0	0	0	77	1	0	0	78	8.02%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
	(SG)													
	Theatre	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Museum	3	0	0	0	0	0	0	0	0	0	0	3	0.31%
	Public house (with or without restaurant)	2	0	0	0	0	0	24	3	0	0	1	30	3.09%
	Riding school / Riding stables / Loose boxes / Equestrian centre	0	0	1	0	0	0	0	0	0	2	0	3	0.31%
	Artist studio / Leisure workshop	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Playing field	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
	Countryside walking / Cycleway	0	0	0	37	0	0	0	0	0	0	0	37	3.81%
	Allotments	0	0	0	0	0	0	0	0	0	0	0	0	0.00%
Manufacturing all		0	0	0	0	7	0	0	8	0	0	0	15	1.54%
Offices		1	0	0	17	0	3	20	23	5	7	1	77	7.92%
Parking and garaging all		0	0	0	0	0	0	8	5	0	0	7	20	2.06%
Residential	Residential (non garden)	12	6	11	3	39	15	30	30	18	14	5	183	18.83%
	Residential (garden land)	7	13	3	5	11	5	5	8	4	4	13	78	8.02%
Shopping	Shopping (except motor trade)	0	0	12	0	6	0	0	24	2	0	0	44	4.53%
	Shopping (motor trade)	14	1	3	0	2	0	0	0	0	0	0	20	2.06%
Wholesaling and storage all		0	0	0	2	0	0	0	0	0	11	0	13	1.34%
Utilities		0	0	0	0	0	0	0	0	0	0	1	1	0.10%

Previous Use	Previous Use (detailed)	2001-2	2002-3	2003-4	2004-5	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11	2011-12	Total	% of Total
Vacant and unused land all		0	36	0	0	0	0	1	0	0	0	0	37	3.81%
	Total	47	59	33	79	150	27	90	354	30	39	64	972	100.00%