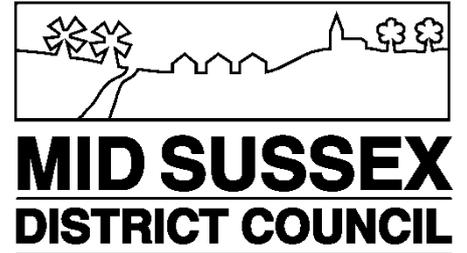


Mid Sussex District Council



Windfall Study Update

July 2020

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1.0 Introduction

- 1.0 This update has been prepared to support the preparation of the Site Allocations DPD. It is an update to the 2015 Windfall Study that was prepared to inform the preparation of the District Plan.
- 1.1 Windfall sites are “Sites not specifically identified in the development plan”¹. Paragraph 70 of the NPPF states “Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide 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. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area”²
- 1.2 The Planning Practice Guidance sets out how a windfall assessment can be determined as part of the Housing and Economic Land availability Assessment. It states “A windfall allowance may be justified in the anticipated supply if a local planning authority has compelling evidence as set out in paragraph 70 of the National Planning Policy Framework. Local planning authorities have the ability to identify broad locations in years 6-15, which could include a windfall allowance (using the same criteria as set out in paragraph 67 of the National Planning Policy Framework)”³.
- 1.3 When considering the use of a windfall allowance it is important to note that the NPPF is clear that the planning system should be Plan led (paragraph 15). The strategic policies in Plans should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for housing development (paragraph 20). Paragraph 67 goes onto state that:
- “Planning policies should identify a supply of:
- a) specific, deliverable sites for years one to five of the plan period; and
 - b) specific, developable sites or broad locations for growth, for years 6 -10 and where possible, for years 11 – 15 of the plan”
- 1.4 The delivery of housing should be properly planned by the identification of specific sites in Local Plans. This is to ensure that where future growth is supported by the necessary infrastructure and enables the provision of affordable housing, as well as employment, leisure and commercial uses to meet the needs of the community. It is for these reasons that windfalls sites should only form part of the anticipated supply of housing.

2.0 Justification of the update

- 2.1 The 2015 study considered the potential windfall allowance that could be delivered on small sites, 1 – 5 units and large sites, 6+ units, informed by historic completion rates. The District Plan included a windfall allowance of 45 units per year, on small sites 1- 5 units with no allowance for large sites 6+ units. This approach was supported by the District Plan Inspector.

¹ NPPF (2019), Annex 2: Glossary

² NPPF (2019), Paragraph 70

³ PPG (2019), Paragraph: 023 Reference ID: 3-023-20190722

- 2.2 The District Plan policy DP6: Settlement Hierarchy allows for windfall development (subject to specific criteria) on sites of 1 – 9 units. The District Plan windfall allowance did not include supply on these sites as, until the policy was adopted, the policy had not been applied and therefore there was no data available to make an evidenced based calculation on potential supply from this source. However, there are now two years of monitoring data since the District Plan was adopted. Therefore, it is appropriate that the windfall threshold is reviewed to reflect impact of the adoption of the District Plan and the implications of the Council being able to demonstrate a 5-year supply of housing land. The review will consider if the allowance of 45 windfall units per year from small sites remains appropriate and will form part of the evidence to support the Site Allocations DPD.
- 2.3 It will be for the District Plan Review to explore if there is further justification for amending the windfall allowance, including the approach taken to a potential windfall supply for large sites.

3.0 Windfall analysis

- 3.1 The definition of windfall development has changed slightly since the 2015 study and it no longer states that they ‘normally comprise previously developed sites’⁴. Therefore, for this review the council looked at previously developed and greenfield/garden windfall sites.
- 3.2 The tables below provide an analysis of the windfall completions on all sites (including permissions gained via the prior notification process). When projecting future windfall supply, it is necessary to consider factors that may have impacted on supply. One such factor is that past windfall figures may be over-inflated, as sites may have been given permission during a period where there was no 5-year housing land supply, prior to the adoption of the District Plan. This has been addressed by analysing past completions and removing any from the calculation that were permitted only because there was no 5-year housing land supply (column “Number of Units NOT Policy Compliant”).
- 3.3 Policy DP6 allows for sites fewer than 10 units (i.e. 1-9 units) where they are contiguous with the built-up area. There has been two monitoring years (2018/19 and 2019/20) where this has been the policy position, but this is an exhaustive supply – there are only so many sites that are contiguous, suitable for up to 9 dwellings, and are not proposed for allocation. Analysis of the figures shows that very few units were completed in this category; therefore, we are not placing a heavy reliance on this source of supply (a cautious approach).
- 3.4 There is potential for double counting windfall completions on sites with those that were allocated. The list of sites has been checked to ensure there is no double counting.
- 3.5 A discount of 20% has been applied to the total completions figure to be consistent with the 2015 study.
- 3.6 The previous NPPF defined windfall sites as those that “normally comprise previous developed sites”. This line has been removed from the latest version of the NPPF. Table 2 therefore takes a cautious approach by assuming the old definition to enable a comparison with the 2015 methodology.

⁴ NPP (2012), Annex 2: Glossary

Analysis of Small sites (1-9 units)

Table 1: All sites

Monitoring Year	Completions 1-5 Units (net) (District Plan Period)	Completions 6-9 Units (District Plan Period)	TOTAL 1-9 Units	Number of Units NOT Policy Compliant	TOTAL 1-9 Units Policy Compliant	TOTAL 1-9 Units Policy Compliant (20% Discount)
2014 - 2015	77	20	97		97	78
2015 - 2016	109	32	141		141	113
2016 - 2017	101	36	142		142	114
2017 - 2018	119	50	169	8	161	129
2018 - 2019	102	45	147	13	134	107
2019 - 2020	107	16	123	8	115	92
TOTAL	513	183	696		790	632
Per Annum	103	37	139		132	105

Table 2 – Previously developed sites

Monitoring Year	PD Completions 1-5 Units (District Plan Period)	PD Completions 6-9 Units (District Plan Period)	TOTAL 1-9 Units	TOTAL Sites 1-9 Units Policy Compliant (20% Discount)
2014 - 2015	54	20	74	59
2015 - 2016	76	26	108	82
2016 - 2017	74	22	110	77
2017 - 2018	83	27	133	88
2018 - 2019	71	23	116	76
2019 - 2020	75	0	91	60
TOTAL	434	118	633	442
Per Annum	72	0	106	74

Analysis of Large sites (10 or more units)

Table 3: All sites

Monitoring Year	Completions 10 or more (net) (District Plan Period)	Number of Units NOT Policy Compliant	TOTAL 1-9 Units Policy Compliant	TOTAL 1-9 Units Policy Compliant (20% Discount)
2014 - 2015	258	168	90	72
2015 - 2016	237	119	118	94
2016 - 2017	559	302	257	206
2017 - 2018	431	204	227	182
2018 - 2019	372	292	80	64
2019 - 2020	645	481	164	131
TOTAL	2502	1566	936	720
Per Annum	417	261	156	120

Table 4 – Previously developed sites

Monitoring Year	PD Completions 10 or more units (District Plan Period)	PD Completions 10 or more units (20% Discount)
2014 - 2015	62	50
2015 - 2016	118	94
2016 - 2017	257	206
2017 - 2018	227	182
2018 - 2019	72	58
2019 - 2020	164	131
TOTAL	900	720
Per Annum	150	120

4.0 Conclusion

- 4.1 Tables 1 and 2 demonstrates that between 74 to 105 units are completed on small windfall sites per annum which is an increase from the 45 units per annum applied in the District Plan. Therefore, there is clear compelling evidence that a windfall allowance can continue to contribute to the housing land supply over the Plan period.
- 4.2 Table 3 and 4 shows that there are on average 120 units on sites of 10 or more units. These are completions on sites that are on previously developed sites and are therefore policy compliant when assessed against the District Plan. This compares with a large previously developed windfall of 125 units per annum in the 2015 windfall study. Whilst it is not proposed to include a windfall allowance from large sites, in accordance with the District Plan, this information demonstrates that large previously developed sites continue to provide a source of supply.
- 4.2 It is for the Plan making process to establish what the windfall allowance should be applied.