



Rutland
County Council

Rutland County Council
Local Plan Consultation
Small Windfall Housing Study (Draft)

July 2017

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1.0 Background

- 1.1 The National Planning Policy Framework (NPPF) states that local planning authorities may make an allowance for windfall sites in the five-year supply 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 The policy framework requires any allowance to be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends. The policy framework also states that such an allowance should not include residential gardens.
- 1.3 There is a strong track record in Rutland of windfall sites becoming available and this aspect of future housing delivery should therefore be taken into account in the Local Plan Review.

2.0 Purpose of the Study

- 2.1 The purpose of the Small Windfall Housing Study (Windfall Study) is to form part of the evidence base for the preparation of the Local Plan Review. The study looks at housing contributions since 2006 from small windfall sites (9 dwellings or less) and assesses the scope for identifying windfall contributions that may come forward over the remaining plan period to 2036. This is done by assessing a possible future rate of windfall site contributions, taking account of both historic rates of supply and being realistic about future prospects for past rates to be sustained.
- 2.2 The assessment of a robust position on the expected contribution from windfall housing development enables the Council to determine the amount and geographical distribution of allocated sites for new housing to meet the strategic requirements as set out in Local Plan Consultation Draft.
- 2.3 This study provides an update to the previous windfall housing assessment published in June 2013 and addendum in December 2013. The report provides a desktop assessment of possible future small windfall housing sites and the inclusion of the housing completions/commitments up until 1st April 2016.
- 2.4 This study does not include assessment of large (10 dwellings or above) site windfalls as the Local Plan Review will allocate appropriate sites for development.

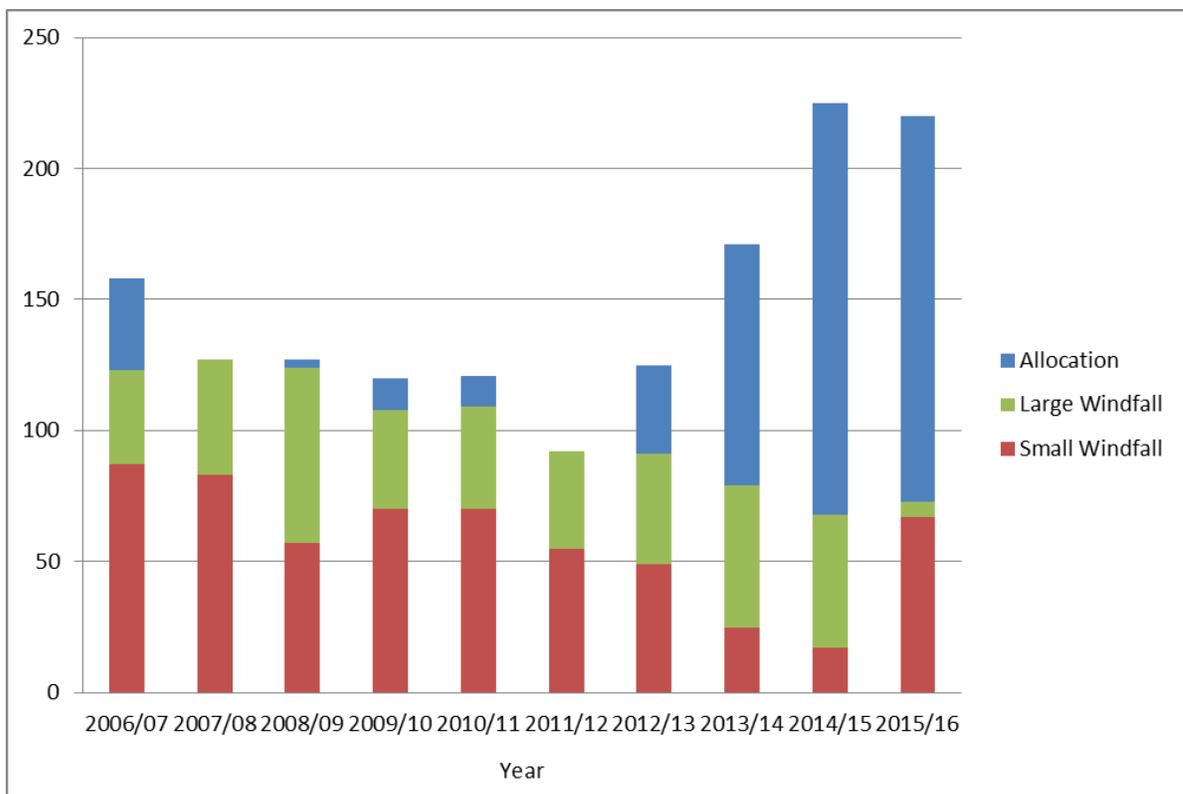
3.0 Looking Back

- 3.1 The NPPG states that any windfall allowance should be realistic having regard to historic windfall delivery rates. The 2013 windfall study looked at past rates from 2006-2013. This study updates completions from 2013-2017 to provide a complete a picture.

Housing Completions

- 3.2 For the period 2006 - 2026, the annual completion rate required to meet the Objectively Assessed Need identified in the Strategic Housing Market and the adopted Site Allocations & Policies DPD was 150 dwellings.
- 3.3 In the period April 2006 to March 2016, 1486 net additional dwellings were completed in the County. Figure 1 shows the split between sites allocated within the adopted Local Plan at that time, and sites which are windfall. The windfall sites are further split into small site windfall (9 dwellings or less); and large windfall (10 dwellings or more).

Figure 1: Total housing completions by type



- 3.4 Figure 1 shows persistent under delivery between 2007 – 2013 averaging 134 dwellings, which correlates with the national economic recession which began in 2007. Furthermore, the graph depicts that more than 50% of completions were windfall sites, the majority of which were small site windfalls.
- 3.5 The period 2013 to 2016 has high total completions with a large proportion on allocated sites. This is attributable to the part completion of the Sustainable Urban Extension (Land to the north of Oakham) site, which was allocated within the adopted 2011 Core Strategy. However, completions of windfall sites within that period contribute to more than a third (35% of total completions).

3.6 Although large unallocated sites also make up the windfall supply, this report concentrates on small site windfall as any deliverable sites of 10 or more dwellings may be allocated through the Local Plan Review.

Settlement Hierarchy

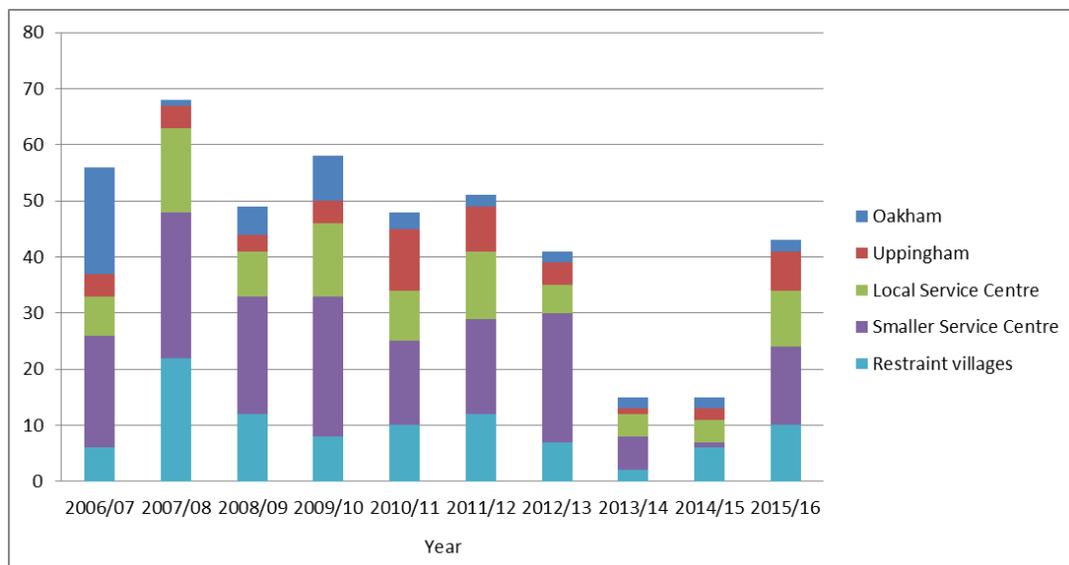
3.7 For the purpose of forecasting a windfall allowance, it is helpful to know more precisely where in the County these completions occurred. This will make it possible to more robustly assess whether housing delivery is likely to take place in similar areas in the future, and at a similar rate, or whether any current conditions indicate that delivery is likely to increase or decrease in particular areas.

3.8 The Core Strategy set out a Settlement Hierarchy of: Main Town, Small Town, Local Service Centres; Smaller Service Centres; Restraint Villages; and Countryside. Windfall completions shown in the graphs below are set out in these categories although it is important to note that the hierarchy has now changed, through the Draft Local Plan Review, as new evidence has come to light.

3.9 Figure 2 sets out completions of small windfall sites by settlement hierarchy. The NPPG states that any allowance should not include gardens. As such, figure 2 does not include development on garden sites.

4.10 Figure 2 depicts that the majority of the windfall completions are in the villages (80%) with 10% in both the two towns. Of the villages, the smaller service centres have the highest average completion of windfall sites.

Figure 2: small windfall completions by Settlement Hierarchy

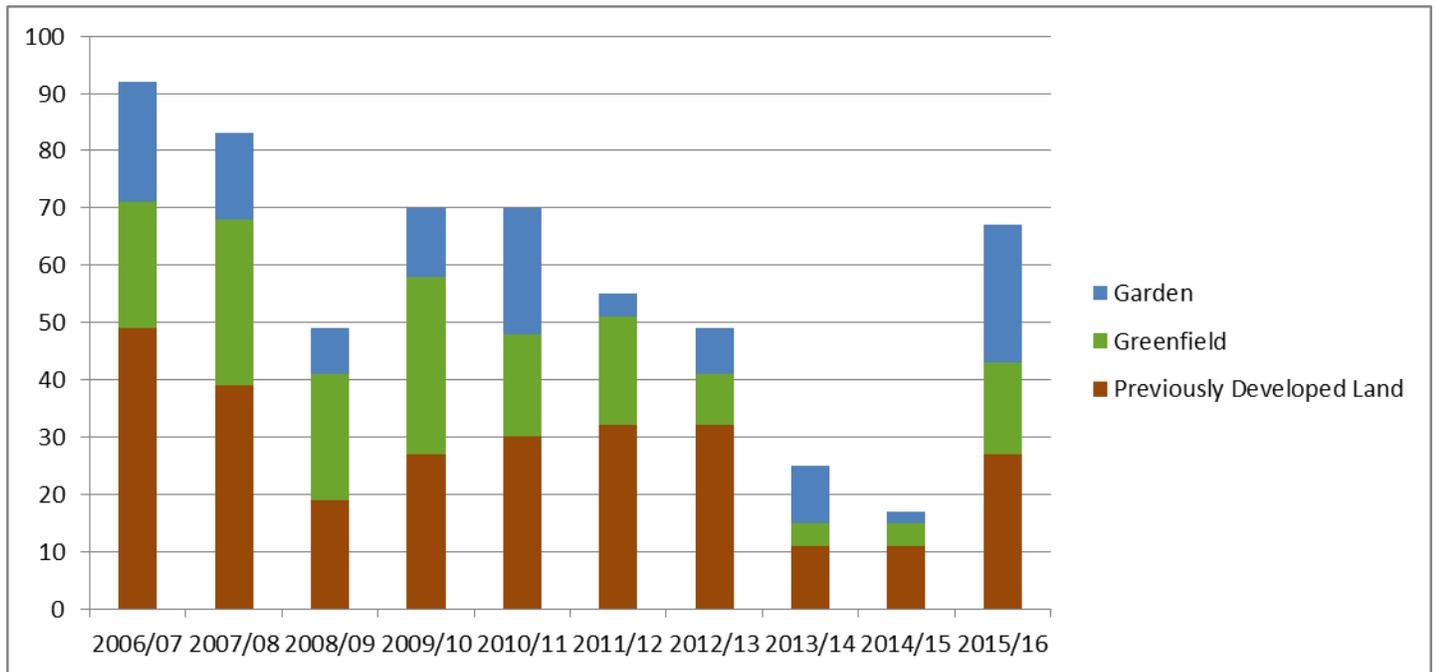


Greenfield vs Brownfield

4.3 Unidentified previously developed land (PDL) sites and unidentified greenfield sites can both correctly be defined as windfall sites and both types have delivered housing in the County in the past. However, the definition of windfall sites in the NPPF glossary states that they will “normally comprise previously-developed sites that have unexpectedly become available. This presumably reflects the Government’s preference for encouraging “the effective use of land by re-using land that has been previously developed”.

3.10 Figure 3 (associated table in Appendix 3) sets out completions by type of small windfall. On average 48% of completions were on previously developed land with 52% on greenfield. Of the greenfield total, it is important to note that 22% completions were on residential garden, which the NPPG states should not be included within the windfall allowance.

Figure 3: Brownfield & Greenfield Small Site Windfall Completions



4.0 Moderating past trends

4.1 The evidence set out in section 3 above proves that small windfall sites, both brownfield and greenfield, have consistently become available since 2006. This section identifies factors that have arisen which may change windfall development rates in the future.

- 4.2 A small site allowance was calculated as evidence for the 2014 Site Allocations & Policies DPD. The allowance was based on historic rates of actual delivery over the 7 year period since 2006/07. For Oakham, Uppingham and the 7 Local Service Centres at that time the allowance was simply calculated as the average annual delivery multiplied by the remaining plan period. For the Other Villages a reduced allowance was presented recognising that the policy of managing increased restraint on the circumstances allowing for additional residential development would reduce delivery rates by 50%. In all cases outstanding commitments were deducted to avoid double counting inflating the small site windfall allowance.
- 4.3 The National Planning Practice Guidance (NPPG) requires Local Plans to be based upon and reflect the presumption in favour of sustainable development and recognises the importance of issues facing rural areas in terms of housing supply and affordability, and the role of housing in supporting the broader sustainability of villages and smaller settlements. The section on Rural Housing in the PPG goes further and states that all settlements can play a role in delivering sustainable development in rural areas by avoiding blanket policies restricting housing development in some and preventing other settlements from expanding unless their use can be supported by robust evidence.
- 4.4 Taking account of the NPPG, the Settlement Hierarchy was amended in 2015 through the Local Plan Review Issues & Options document and associated background paper to remove the 'Restraint Villages' as it is now considered too restrictive following the publication of Planning Practice Guidance section on rural housing. The Settlement category 'Small Villages' was considered more appropriate. Furthermore, an Accessible Villages with limited facilities category was added, recognising accessible sustainable locations within 2 miles of Oakham.
- 4.5 Following the Issues & Options consultation and in preparation of the Local Plan Consultation Draft, a further review of the Settlement Hierarchy was undertaken in June 2017. The study considered that accessible villages were better placed within the Small Villages category, rather than having as an additional tier in the Settlement Hierarchy.
- 4.6 The Settlement Hierarchy as set out within the Local Plan Consultation Draft is as follows:

The Settlement Hierarchy for Rutland is:

Main Town – Oakham. This is the main town with a range of job opportunities; higher order services including retail, leisure and health facilities for the surrounding rural area and has good public transport links.

Small Town – Uppingham. This is the second largest town with a range of job opportunities, convenience shopping, education, community and health facilities but with more limited public transport links.

Local Service Centres

These comprise ten of the largest villages with a range of facilities and access to public transport.

Cottesmore	Ketton
Edith Weston	Langham
Empingham	Market Overton
Great Casterton	Ryhall
Greetham	Whissendine

Smaller Service Centres –These comprise fifteen of the smaller villages with a more limited range of facilities than the Local Service Centres and includes the three villages of Barleythorpe, Preston and Toll Bar which have good accessibility to a main town either by public transport or on foot but no facilities.

Barleythorpe	Glaston	Tinwell
Barrowden	Lyddington	Toll Bar
Belton	Manton	Wing
Caldecott	North Luffenham	
Essendine	Preston	
Exton	South Luffenham	

Small Villages –These comprise of the smallest villages with few services and facilities.

Ashwell	Clipsham	Seaton
Ayston	Egleton	Stoke Dry
Barrow	Hambleton	Thorpe by Water
Belmesthorpe	Lyndon	Teigh
Bisbrooke	Morcott	Thistleton
Braunston	Pickworth	Tickencote
Brooke	Pilton	Tixover
Burley	Ridlington	Wardley
Little Casterton	Stretton	Whitwell

Countryside – Open countryside with no facilities is not identified in settlement categories.

5.0 Looking forward – calculating future windfall

5.1 This section applies the moderating factors outlined above, including national guidance and the revised settlement hierarchy, and forecasts likely future windfall delivery rates.

5.2 The approach to setting a future small site windfall allowance is based on the average annual rate over the past 10 years continuing throughout the remaining plan period in Oakham, Uppingham and the Local Service Centres, and reducing by 50% within the Smaller Service Centres & Small Villages. For the purpose of this study, the Smaller Service Centres & Small Villages are coined 'Other Villages'.

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- 5.3 As the Spatial Strategy for the Towns and Local Service Centres in the Local Plan Review is similar to Policy CS2 of the adopted development plan, the same approach has been taken. However, the number of Local Service Centres has increased from seven to ten.
- 5.4 As the draft Spatial Strategy continues to deem the Other Villages as less sustainable than the Towns and Local Service Centres, the approach of deducting 50% off the average delivery rate has continued. Since the last windfall study was produced in 2013, monitoring shows that the policies have been effective with on average 13 windfall completions between 2013 -2016 compared to 32 average completions between 2006 – 2013.
- 5.5 Villages in the Countryside such as Gunthorpe, are not included as windfall as per the draft Spatial Strategy which reflects the adopted development plan. Monitoring shows that the Spatial Strategy within the adopted development plan has been effective. During 2012-2015 there were no completions in these villages. In 2015/16 there were only 3 completions which are attributable to Permitted Development.
- 5.6 Table 1 sets out annual completions from 2006/07 within the settlement categories. The total number of completions from 2006-2016 is then averaged for each category. On average, there were 46 completions per year from 2006-2016 (10 years).

Table 1: Windfall Completions as per the Local Plan Review Settlement Hierarchy

Year	Oakham	Uppingham	Local Service Centres	Other Villages (SCS & Smaller Villages)	Rutland
2006/07	19	4	10	33	66
2007/08	1	4	20	43	68
2008/09	5	3	10	31	49
2009/10	8	4	14	32	58
2010/11	3	11	11	23	48
2011/12	2	8	16	25	51
2012/13	2	4	10	25	41
2013/14	2	1	5	7	15
2014/15	2	2	5	6	15
2015/16	2	7	12	22	43
Total	46	48	113	247	454
Average	5	5	11	25	46

- 5.7 Table 2 multiplies the average annual past rate of delivery over 5 years. The total anticipated small site figure for the Other Villages has been reduced by 50% as explained above. For each category existing commitments as at 1 April 2016 are deducted to avoid double counting.

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Table 2: Anticipated 5 year supply of Small Site Windfall Completions excluding residential gardens by Settlement Category

Settlement Category	Average Annual Past Rate of Delivery	Total Anticipated Small Sites Per Year	Total Anticipated Small Sites (over 5 years)	Existing Commitments	Total Anticipated Small Sites (excluding existing commitments)
Oakham	5	5	25	4	21
Uppingham	5	5	25	4	21
Local Service Centres	11	11	55	51	4
Other Villages	25	13*	65*	40	25*
Rutland	46	34	170	99	71

**Rate reduced by 50% to reflect restrictive policies introduced by the Core Strategy and SAP DPD, and set out in the draft LPR. Figures rounded up.*

5.8 Table 3 assesses the total anticipated small sites over the remaining plan period up to 2036, using the same methodology as Table 2.

Table 3: Anticipated Small Site Windfall Completions excluding residential gardens by Settlement Category 2016-2036

Settlement Category	Average Annual Past Rate of Delivery	Total Anticipated Small Sites Per Year	Total Anticipated Small Sites (over 20 years)	Existing Commitments	Total Anticipated Small Sites (exc. existing commitments)
Oakham	5	5	100	4	96
Uppingham	5	5	100	4	96
Local Service Centres	11	11	220	51	169
Other Villages	25	13*	260*	45	215*
Rutland	46	34	680	104	576

**Rate reduced by 50% to reflect restrictive policies introduced by the Core Strategy and SAP DPD, and set out in the draft LPR. Figures rounded up.*

5.9 Total anticipated small site windfall allowance is 34. Over 5 years, the windfall allowance for small site completions is 170. Over the plan period (20 years) the windfall allowance for small site completions is 680.

- 5.10 In all cases outstanding commitments are to be deducted to avoid double counting inflating the small site windfall allowance.
- 5.11 Sites were submitted for consideration through the Local Plan by landowners, developers and other interested parties as part of the Council's Call for Sites exercise; through the Local Plan Review Issues & Options consultation; and through the draft Strategic Housing & Employment Land Availability Assessment (SHLAA). Sites submitted include potential small windfall sites; however, it must be noted that when the sites were 'called' the council required submissions to be over the size threshold of small windfall site.

6.0 Conclusion

- 6.1 The evidence set out in section 3 proves that small windfall sites, both brownfield and greenfield, have consistently become available since 2006.
- 6.2 Garden sites have constituted a significant proportion (22%) of past small site greenfield windfall completions. However, in line with the NPPG garden sites have not been included within the windfall allowance.
- 6.3 The Council's approach to setting a future small site windfall allowance is based on the average annual rate over the past 10 years continuing throughout the remaining plan period in Oakham, Uppingham, and the 10 Local Service Centres.
- 6.4 For the Other Villages, including Smaller Service Centres and Small Villages, the Local Plan Review is seeking to direct development to the most sustainable towns and villages. Whilst the Local Plan Consultation Draft does not restrict development in the Other Villages to comply with national policy, they have a more limited range of services and facilities and as such can only accommodate a minor level of development. As such reducing the annual average delivery rate by 50% will continue.
- 6.5 Total anticipated annual small site windfall allowance is 34. Over 5 years, the windfall allowance for small site completions is 170. Over the plan period (20 years) the windfall allowance for small site completions is 680.