

Rochford and Southend-on-Sea Housing and Employment Land Availability Assessment Combined 2020 Update

Rochford District Council and Southend-on-Sea Borough Council

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Executive Summary

Purpose and Scope

This Housing and Employment Land Availability Assessment Update is prepared jointly for Rochford District Council and Southend-on-Sea Borough Council. It builds upon and brings together two earlier studies on the same topic, one prepared for Rochford in 2017 and one prepared for Southend-on-Sea in 2018.

The purpose of the Housing and Employment Land Availability Assessment is to identify a future supply of land which is potentially suitable, available and achievable for housing and employment development over the Local Plan period. This report will be used as evidence by the Councils in preparing their respective Local Plans, but it does not allocate land for development, set specific policies or provide an indication that either Council would be supportive of a specific development on any given site; it merely highlights the potential of land for development against a set of criteria at the current point in time.

135 new sites, across 172 separate parcels of land, have been assessed in this joint Housing and Employment Land Availability Assessment update. Each assessment looks at the site's 'suitability' for development, the in-principle acceptability and appropriateness of the site to accommodate development given constraints, the site's 'availability', if and when it could come forward for development, and the site's 'achievability', whether it is viable to develop. This also informs whether a site is 'deliverable' and could come forward in the first five years or is 'developable' and could come forward later. The methodology applied for assessing sites in this report has been developed so that it builds upon and works alongside the Councils' earlier separate studies.

Housing Land Availability

In considering housing land availability, these new sites have been added to a review of other sources of supply, including considering any changes in circumstance to sites identified in the previous studies, to arrive at an overall view of the land availability and capacity for housing development within the two Council areas.

The findings of this report are summarised in Table ES.1. It shows that (within the 20-year plan-period):

- 1 In **Rochford** there is an existing capacity for 4,320 homes (of which 765 homes relate to a realistic windfall allowance) on sites that could come forward within the confines of existing planning policy for the area (for example brownfield sites within the District's towns). There are hundreds of sites, with a capacity for many thousands of new homes, that could come forward if needed and policy were deemed appropriate to amend through a new Local Plan, for example appraising the role of current Green Belt boundaries.
- 2 In **Southend** there is an existing capacity for 11,897 homes (of which 4,022 homes relate to a realistic windfall allowance) on sites that could come forward within the existing planning policies for the Borough (for example urban regeneration sites and underutilised brownfield land). A further c.12,904 homes could come forward on sites in Southend Borough, if the Council chose to amend policy and existing protections to release them through a new local plan for wholly housing development; albeit this includes some sites currently designated as Green Belt and existing protected open space (e.g. parkland) so actual yields would be less.

Only three sites (out of the 172 parcels assessed) in this update assessment have been found to be unsuitable for housing development. Two in Rochford due to the level of flood risk and one in Southend due to a combination of factors including likely problems with residential amenity given adjacent uses.

Appendix 2 to this report provides a single page pro-forma assessment for every site, identifying what constraints and factors affect the site and explaining how conclusions have been arrived at for that site.

This assessment of housing land availability in the two area provides only a very initial starting point. Not all sites and locations identified in the land availability assessment will be needed and the two Councils will need to take into consideration a much wider range of factors (such as the relative sustainability of a site or

the choices and trade-offs involved in growth in different areas), including undertaking public consultation, before any individual site is formally identified for development in the Local Plan.

Table ES.1 Joint HELAA - Overall Summary Table

Category	Rochford		Southend		Combined	
	No. of Sites	No. of Homes	No. of Sites	No. of Homes	No. of Sites	No. of Homes
A. Deliverable	105	3,052	276	4,884	381	7,936
Previous HELAA sites	5	60	9	2,009	14	2,069
2020 HELAA update sites	9	112	4	771	13	883
Planning permissions	89	2,297	263	2,104	352	4,401
Allocations (no permission)	2	583	incl. above	incl. above	2	583
B. Deliverable (subject to policy)	235	51,961	8	6,828	243	58,789
Previous HELAA sites	140	17,170	0	0	140	17,170
2020 HELAA update sites	95	34,791	8	6,828	103	41,619
C. Developable	8	503	74	2,991	82	3,494
Previous HELAA sites	4	67	31	1,613	35	1,680
2020 HELAA update sites	0	0	43	1,378	43	1,378
Planning permissions	0	0	0	0	0	0
Allocations (no permission)	4	436	0	0	4	436
D. Developable (subject to policy)	15	4,788	17	8,220	32	13,008
Previous HELAA sites	15	4,788	10	4,068	25	8,856
2020 HELAA update sites	0	0	7	4,152	7	4,152
E. Not deliverable or developable	18	1,477	1	30	19	1,507
Previous HELAA sites	16	1,448	n/a	n/a	16	1,448
2020 HELAA update sites	2	29	1	30	3	59
F. Other	0	765	0	4,022	0	4,787
Windfall allowance	n/a	765	n/a	4,022	n/a	4,787
Urban Capacity Study allowance	~	~	~	~	~	~
Total Estimated Current Capacity (within current policy) A+C+F	113	4,320	350	11,897	463	16,217

Employment Land Availability

As well as the above sites for housing, 81 sites were specifically assessed for the suitability and availability for employment development; 56 in Rochford and 27 in Southend. Of these 19 in Southend were assessed a suitable for employment development with a further eight suitable subject to any decision to amend policy. Whilst in Rochford, 45 were assessed as being suitable subject to policy change and one was not suitable.

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Glossary

Suitability

The in-principle acceptability and appropriateness of the site, in planning terms, to accommodate development considering constraints and the ability to minimise adverse impacts.

Availability

The extent to which there are legal, ownership, land interests which could prevent development from occurring at the point envisaged.

Achievability

The degree to which there is a reasonable prospect that development on a site is economically viable at a given point in time can be completed.

Deliverable

Where a potential site for housing is available now, offers a suitable location for development, and is achievable with a realistic prospect that development will be delivered on the site within five years.

Developable

Where a potential site or location for housing is in a suitable location with a reasonable prospect that the site is available and could be viably developed at the point envisaged.

Windfall

Any site that is developed and has not specifically been identified for that development in the Development Plan (e.g. is not allocated within the Local Plan).

1.0 Introduction

- 1.1 Lichfields has been commissioned by Rochford District Council (RDC) and Southend-on-Sea Borough Council (SBC) to produce a joint Housing and Economic Land Availability Assessment (HELAA) update report (the 'joint HELAA'). The joint HELAA will form a key part of the emerging Local Plan evidence base for both authorities, helping the authorities to understand what availability of land there is for a variety of forms of development over the plan period.

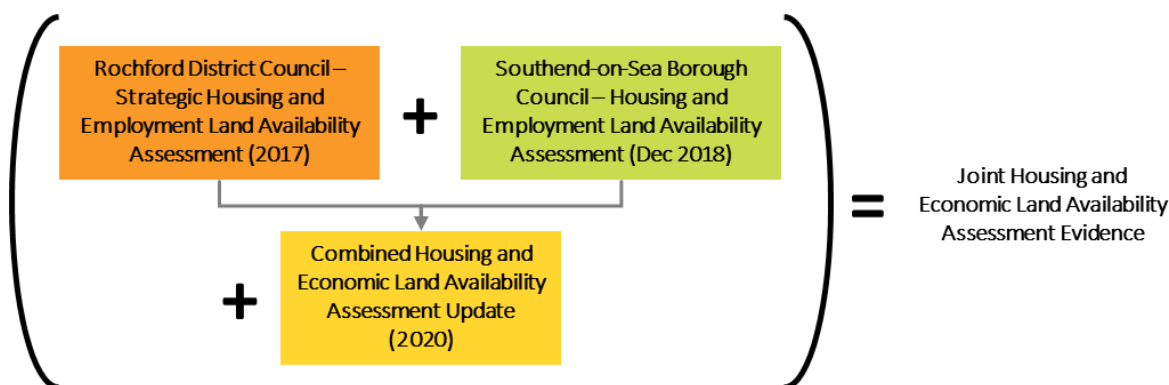
Purpose and Background

- 1.2 The purpose of this joint HELAA is to assess the suitability, availability and achievability of land in the area to meet potential future development needs. The HELAA does not allocate land for development, set specific policies or indicate that the Council would support its development. It merely highlights the potential of land for development against agreed criteria.
- 1.3 This joint HELAA is one in a series of land availability assessments produced for the Rochford and Southend-on-Sea authorities. Assessments already undertaken as part of earlier HELAA assessments include:
- Southend Housing and Employment Land Availability Assessments 2018 undertaken by DLP (and accompanying viability evidence); and
 - Rochford Strategic Housing and Economic Land Availability Assessment 2017 undertaken by the Council (with accompanying viability evidence by PBA).
- 1.4 This joint HELAA brings together the existing HELAA site assessments already undertaken by the two authorities and combines it with an assessment of new sites which have been identified for assessment into one, single joint HELAA update report.

Scope of the Report

- 1.5 This joint HELAA update presents overall findings on the potential available land for development across the two authority areas. It draws upon the overall findings of the previous HELAA assessments, and supplements them with new information, but does not entirely supersede them. It does not re-appraise all previous site assessments, but the changes in circumstances have sought to be identified by the Councils (e.g. if a site now has planning permission). This means that this report should be viewed alongside the previous assessments undertaken in 2017/2018 and the comprehensive joint HELAA evidence base is formed by the three studies taken together, as illustrated in Figure 1.1 below.

Figure 1.1 Joint HELAA Evidence



- 1.6 As an evidence base document, the joint HELAA is only one input into the Local Plan process and will sit alongside other evidence base documents, including further site assessments and technical reports on themes such as Green Belt, which will allow the authorities to make informed policy decisions.

Structure

- 1.7 This joint HELAA update report is structured as follows:
- **Section 2.0: HELAA Methodology** – sets out the HELAA methodology in line with national policy and guidance. It reviews the methodologies used in the earlier HELAA assessments, including how inconsistencies in approach have been resolved, and presents the methodology used for this HELAA update;
 - **Section 3.0: Site and Broad Location Assessment** – summarises the findings of the site assessments by broad categories based around suitability, availability and achievability;
 - **Section 4.0: Windfall Assessment** – reviews the Councils' approaches to windfall allowance, sets out trend data on windfall developments in the authorities and considers what a realistic, evidence-based windfall allowance could be for future trajectories; and
 - **Section 5.0: Findings and Trajectory** – concludes on the quantum of sites available for development over the plan period, including when they could come forward in a trajectory.

2.0 Combined HELAA Methodology

- 2.1 The section sets out the methodology used to assess the sites in the two authorities. First, it considers the differences in the approach to the assessment between the previously completed HELAA reports, ensuring the approach is aligned for this update. Second, a methodology for the assessment of new sites is set out which is also aligned to those sites assessed in the previous HELAA reports. These are considered in the context of the updated National Planning Policy Framework (NPPF) and associated guidance, which was published in February 2019 and post-dates the two previous HELAA reports.

National Planning Policy and Guidance

- 2.2 A revised NPPF was published in February 2019, superseding earlier national policy and some guidance which would have informed the previous HELAA assessment. There were limited overall changes to national planning policy and guidance regarding land availability assessments. The Planning Practice Guidance (PPG), at section ID-3 entitled 'Housing and economic land availability assessment', sets out an overarching method for undertaking land availability assessments, providing guidance on what inputs and processes can lead to a robust assessment. It sets out that the assessment should be thorough, but proportionate, and build on existing information. A method flowchart, setting out a stepped approach, is provided by the PPG and is summarised as follows:
- 1 Stage 1 – Site and broad location identification, including
 - a Assessment area and site size including a recommended site size threshold for housing sites of 5+ dwellings or for economic development sites of 0.25ha+;
 - b Initial steps for how LPAs should go about identifying sites; and
 - c An initial survey comprising an initial desk-based step acting as a first filter to remove obviously unsuitable sites from further detailed assessment taking into account “national policy and designations”;
 - 2 Stage 2 – Site and broad location assessment including the assessment of suitability, availability and achievability;
 - 3 Stage 3 – Windfall assessment
 - 4 Stage 4 – Assessment review including the identification of a draft trajectory, drawing upon the timing for potential delivery of sites identified through the assessment
 - 5 Stage 5 – Final evidence base including mapping and individual site assessments.
- 2.3 The methodology applied to this HELAA update follows the guidance and above overarching approach set out within the PPG. This report follows the above five stages in setting out the findings of the HELAA update, starting with how the sites were identified (later in Section 2.0), all the way through the conclusions of total site deliverability and developability in the final evidence base (Section 5).
- 2.4 Another key factor in policy which shapes the methodology is the definitions in the Annex 2: Glossary of the National Planning Policy Framework (NPPF) which states:
- 1 ‘Deliverable’ - *To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years. In particular:*
 - a *sites which do not involve major development and have planning permission, and all sites with detailed planning permission should be considered deliverable until*

permission expires, unless there is clear evidence that homes will not be delivered within 5 years...

- b *where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.*
- 2 *'Developable' - To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.*

2.5 The 2019 NPPF gives more clarity to the specific circumstances surrounding a deliverable site which will assist in categorising sites, particularly where sites already have a valid planning consent. This methodology will sort sites into their relevant definitions, regarding whether they are suitable, available and achievable and when. In applying the definitions of deliverable and developable these are used in the context of the HELAA as an evidence base for a Local Plan, and such consider whether sites would be deliverable or developable **if** they were to be allocated within a Local Plan.

Previous Approaches

2.6 As set out above, the joint HELAA will build on the site assessments of the existing two HELAAs, as well as assess new sites identified by authorities more recently. To ensure consistency of results the methodologies in the previous studies have been compared against one another and also against the latest policy and guidance given both studies were produced prior to the NPPF 2019. There are several methodological differences in the existing two assessments. Some are cosmetic or simply reflect different precise wording for different things (and do not affect, necessarily, the conclusions reached) but others reflect on differences in approach which will affect how sites are assessed within the methodology adopted. In this HELAA update we have sought to reconcile these previously separate methodologies and discussed the proposed approach with the Councils. How the approaches have been aligned to ensure a consistent assessment is summarised in Table 2.1 below.

Table 2.1 Differences in the methodology of previous HELAA Assessments and how they will be aligned in this study

Step/Issue	Differences	Alignment
Size Threshold	SBC – assesses sites of 5+ dwellings RDC – assesses all sizes	Threshold of 5+ dwellings for housing and 0.25ha+ for employment sites as per PPG is applied. This will keep the joint HELAA proportionate, reflecting greater need for a threshold particularly in urban areas (e.g. Southend) where there will be many infill sites and to ensure no double counting with windfall allowances in trajectories. To apply this, it will be necessary to deduct such sites which fall under the thresholds from the reporting of RDC's previous findings.

Step/Issue	Differences	Alignment
Exclusion criteria – fundamental constraints applied to suitability at first Step (i.e. not taken further than initial sift).	<p>SNCI/Local Wildlife Site – RDC exclude, SBC do not.</p> <p>Local Nature Reserves – RDC exclude, SBC do not</p> <p>Landfill – SBC exclude, RDC do not</p> <p>Flood Zone 3b – RDC exclude where wholly within, SBC do not, instead applying an approach which recognises that many urban seafront regeneration area sites are within this category</p>	<p>The methodology applies the following as Step 1 exclusion criteria:</p> <ol style="list-style-type: none"> Sites wholly/largely within Ramsar/SPA/SAC (NPPF para 176) Sites wholly/largely within SSSIs (NPPF para 175b) Sites wholly/largely within National Nature Reserves (NPPF para 174a) Sites wholly/largely within Ancient Woodland (NPPF para 175c) Sites wholly/largely within Scheduled Monuments (NPPF para 194) Sites wholly/largely within the Southend Airport Public Safety Zone All sites located within Flood Zone 3b and Greenfield housing sites located within Flood Zone 3a (NPPF para 157) (n.b. previously developed [brownfield] urban sites within Flood Zone 3a, e.g. within Southend seafront areas, may be potentially suitable subject to sequential and exceptions test) <p>For local and policy constraints exclusions are only be applied where there is a potential for an unacceptable impact or significant cumulative impacts.</p>
Application of Green Belt – and how it informs site conclusions on suitability	<p>SBC – Considers sites in the GB are <u>not currently developable</u> and categorises them as suitable subject to review in the findings.</p> <p>RDC – Indicates that a separate assessment of the Green Belt will be required to be undertaken at a later date to be factored into future land availability assessments, but categories them as <u>suitable but with the GB</u>.</p>	<p>Green Belt sites are assessed as being “Potentially Suitable (Subject to Policy: Green Belt)”. Sites are not considered or presented as in-principle unsuitable for allocation or development by virtue of Green Belt, but clearly this will be a factor for future site selection in light of any Green Belt review which will assess the contribution of a site to GB purposes and its sensitivity to release.</p>

Source: Southend Housing and Employment Land Availability Assessments 2018, Rochford Strategic Housing and Economic Land Availability Assessment 2017 and Lichfields analysis

- 2.7 In addition to the above, a new site assessment pro-forma (See Appendix 2) has combined elements from both original studies, to present a rationalised, but comprehensive, assessment of all relevant criteria and information, including that contained within the respective originals.

Approach adopted for the Joint HELAA Update

- 2.8 A total of 135 sites have been identified by the Councils’ for assessment. It should be noted that one site (‘HEA 219’) is a large broad location which encompasses many individual parcels of land. To reflect the different characteristics across this large area, that broad location has been broken down into 37 individual parcels or sectors, each assessed individually. Therefore, in total 172 site assessments have been undertaken.

- 2.9 The joint HELAA follows an assessment methodology consisting of the five stages which are based on the processes set out in PPG as referenced above.

Stage 1 – Study Area and Identification of Sites

- 2.10 In accordance with the PPG, Rochford District Council and Southend-on-Sea Borough Council have identified sites which are located within the boundaries of their respective local authority areas (the geographic scope of this joint HELAA). These sites include sites identified through the ongoing respective call for sites processes, sites known to the Councils (for example from previous planning applications) and sites that are owned by the Councils themselves.
- 2.11 The HELAA update has assessed a total of 135 sites, which includes 58 sites wholly in Southend, and 77 sites wholly in Rochford in addition to the broad location (which is partly within both Council areas) which have been provided to Lichfields by the respective Councils.
- 2.12 Urban Capacity Studies have taken place concurrently alongside this joint HELAA update to consider the potential for urban intensification and greater levels of growth in certain areas through a range of measures. Whilst an assessment of the areas/locations/opportunities considered in the capacity studies has not been conducted as part of this HELAA, any quantified uplift arising from the urban capacity studies might appropriately be added to the conclusion of this joint HELAA in analysing the areas' overall capacity for growth (taking care to not double count any potential element of supply).

Stage 2 – Site Assessment

- 2.13 The 135 new sites identified for assessment in the joint HELAA have been subject to the full site assessment set out herein, apart from any sites which have existing planning permission where, in line with national policy and for the purposes of assessment, they are assumed to be deliverable unless there is clear evidence a site will not come forward within five years.

Suitability

- 2.14 The suitability of a site is influenced by national planning policy, local planning policy (where policy is up to date and consistent with the NPPF) and other factors including physical constraints affecting the site, the impacts of the development of the site, the nature of the sites proposed use and location and the impacts on amenity and environment of neighbouring areas.
- 2.15 To consider the suitability of sites a 'Red', 'Amber' 'Green' (RAG) approach has been applied to assessing the various types of constraints and potential impacts which may affect the development of sites. Some sites have impacts and constraints which are insurmountable and thus undermine the suitability of development. Other sites have impacts and constraints which are surmountable; however, the significance of these has been considered, as has the resultant cost of overcoming these and the subsequent impact on the achievability of development.
- 2.16 The RAG approach broadly uses the following guidelines:
- 'Red' impacts and constraints rule out the suitability of a site. Any site assessed as 'red' against any type of constraint or impact will be discounted from the assessment and the site will not be considered suitable for development. Each site that is subject to a constraint or designation that could lead to a 'red' impact will be assessed in detail to consider the scale and nature of that constraint and whether the site will be considered wholly unsuitable (e.g. if an overriding or critical part of the site is constrained, therefore rendering the whole site scoring 'red'), or just a smaller part of the whole site assessed as unsuitable (which would reduce the scoring to 'amber' with a corresponding reduction in developable area).

- ‘**Amber**’ impacts and constraints will not immediately rule out the suitability of development of a site. However, some mitigation will be required in order for the site to be suitable and the feasibility and extent of that mitigation will need to be considered through further site assessment prior to any allocation. In many cases it is only possible to make a broad assessment as to how a site could be developed, as there are no detailed proposals against which to assess likely impacts and how they could be mitigated. Therefore, sites assessed as ‘amber’ against any type of constraint or impact will be considered potentially suitable providing that constraints could be overcome but may need further detailed assessment if they were to be considered as a potential allocation within the Local Plan.
- The ‘**Green**’ category represents no constraint or impact with respect to that type of impact or constraint, or where the impact is minor such that mitigation is self-evidently achievable in the context of the site and development through the normal application of development management policies (e.g. through appropriate design measures, or retention of features etc.).

2.17 The assessment has considered the suitability of the sites through a two-stage process:

- 1 Step 1 – an initial sift against “strategic constraints” to filter out those sites where there is a fundamental constraint against such designations. Those sites scoring ‘Red’ against such criteria (and as set out in Table 2.1) are filtered out at this stage and are not taken forward for further assessment. These strategic constraints include:
 - a Flood Risk;
 - b The Southend Airport Existing Public Safety Zone;
 - c National/international environmental and natural/ecological designations; and
 - d Designated heritage assets where impacts are less likely to be affected by local or site-specific context.
- 2 Step 2 – an assessment against “local, policy and site constraints” such as policies and designations set or applying at the sub-national level, or where there is a local policy choice to make, as well as site specific characteristics which may impact suitability for development, as set out below:

<ul style="list-style-type: none"> • Green Belt; • Coastal Protection Belt; • Upper Roach Valley Landscape Area; • Landscape Sensitivity; • Topography; • Tree Preservation Orders (TPOs); • Local Wildlife Sites (LWS) or Sites of Nature Conservation Importance (SNCI); • Local Nature Reserves; • Conservation Areas; • Statutorily Listed Buildings; • Locally Listed Buildings; 	<ul style="list-style-type: none"> • Essex Minerals Safeguarding Areas (sand/gravel, chalk, brickearth, brick/clay) and Minerals Policy; • Waste Policies; • Designated Uses, including Protected Green Space/Existing Open Space, Employment Areas and Other Designated Use(s); • Major Hazards; • Noise impacts and Air Quality Management Areas (AQMA); • Ground Conditions; • Access; • Public Rights of Way (PRoW) and Footpaths; • Amenity Factors; and • Agricultural Land Classification.
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At step 2 an assessment of a site's relative suitability based on its accessibility (e.g. proximity to public transport) and proximity to local services is also undertaken based a good, moderate or poor scoring.

Green Belt and Existing Policy Constraints

- 2.18 As set out in Table 2.1, there are extant methodological differences in the way in which Green Belt sites are reported through the existing Southend and Rochford HELAAs. This does not affect the ultimate position on suitability, but is indicative of how the two existing HELAAs chose to categorise Green Belt sites at the current point.
- 2.19 For this joint HELAA update it has been agreed that all Green Belt sites, and any other sites subject to a given policy constraint or use designation that could be reviewed (e.g. relating to those factors that are not intrinsic to the site, but come from a policy control), that are in all other respects in-principle suitable, should be nominally considered as "potentially suitable". This is with the view that the presence of any Green Belt, or other, designation will be considered through future review as part of producing a Local Plan. For Green Belt, this will include a Green Belt study which will assess the sensitivity of an area and its contribution towards Green Belt purposes on a site by site basis and consider whether exceptional circumstances exist to justify changes to Green Belt boundaries (in line with NPPF paras 136-139).

Undertaking Suitability Assessments

- 2.20 For the constraints and factors set out above, these have been identified from various sources.
- 2.21 Initially a desk-based review was undertaken of all sites. This included analysis using mapping (GIS layers) provided by the respective Councils, satellite imagery and online mapping¹, reviews against existing policy/evidence documents and use of online data-sets and tools (such as government databases on schools and NHS facilities). These facilitated a desk-based approach to determining the presence of constraints across the individual sites and consideration of factors such as accessibility and local service proximity.
- 2.22 This desk-based review was then supplemented with site visits to all assessed sites. These were conducted in June 2020 and sought to both ratify the findings of the desk-based assessment as well as identify those factors more difficult to assess and identify on a desk-based basis (e.g. topographical features, proximity to services or public transport, the presence of existing access arrangements or potential options for access).

Site Capacity

- 2.23 In respect of identifying what capacity the site has for development, an approach was taken that considered the type and location of the site. The overarching approach adopted was:
- 1 Where a development yield/capacity figure had already been indicated through either a masterplan exercise, a potentially suitable planning application, or identified within a 'call for sites' response (and is considered reasonable against the site context) then this figure is used;
 - 2 Where no development yield/capacity figure (or no suitable figure) has been identified, a density assumption specific to the area and site typology is applied (as below);

¹ For example use of Google Earth Pro and Natural England's MAGIC mapping <https://magic.defra.gov.uk/>

- 3 Where that density assumption would lead to a net reduction in dwellings on site (e.g. as is the case for some Southend potential regeneration sites assessed), it is assumed that any redevelopment progressed would at least achieve a number of dwellings comparable to that already existing (i.e. equating the gross capacity of the site to what is existing and a net yield of 0). It may be that further master planning / feasibility work results in a net increase in dwellings on these sites than outlined using set assumptions detailed below.

2.24 The joint HELAA has not undertaken detailed site by site feasibility or development testing work to determine the potential capacity of individual sites. Applying standard densities to each site therefore gives a consistent basis upon which to determine an indicative site capacity and identify sites for further testing in the future. The density applied to each site is a judgement based on the typology of the site, the location of the site and the prevailing local character and context for the site.

2.25 Across the two areas the following density multipliers (based on dwellings per net development hectare) have been applied for the purposes of testing:

- **35 dph** – applied across the whole of Rochford and to greenfield sites on the edge of Southend. This is consistent with the approach of the previous Rochford SHELAA where it was considered that a standard development density of 35 dwellings per hectare was appropriate, with this density multiplier similar to that of the existing 30dph figure set out in Rochford's Policy DM2.
- **50 dph** – applied in Southend to urban infill sites and more suburban sites, where higher density development is unlikely to be appropriate (e.g. due to prevailing character) and a greater mix of homes is likely sought.
- **100 dph** – applied in Southend to urban sites, in less central locations, where a significant element of flatted development is more likely to be acceptable (e.g. in relation to prevailing character).
- **200 dph** – applied in Southend to sites located within Central Southend or highly accessible locations, where higher density flatted development would be more appropriate and make best use of land. For example, in key centres where there is a high level of service provision or in closer proximity to a train station.

2.26 The application of these densities has taken into account a range of factors including commercial viability, specific site constraints, the nature of the area and site sizes. The above densities have been applied to an indicative 'net' site area taking account of constraints where they would proportionately reduce the developable area.

2.27 For employment/commercial development an estimate of site capacity is made using typical employment plot ratios, which assume 6,500 sqm of employment floorspace per ha (65% coverage) reflecting a typical commercial estate.

Availability

2.28 The availability of the site has been assessed, drawing upon information from the Call for Sites exercise or from relevant planning application documentation. A site is considered available where the landowner/promoter has expressed an intention to develop or sell the site for development and there are no known legal constraints.

2.29 Sites with constraints which are identified such as multiple ownerships with no agreements, ransom strips, tenancies and covenants have not been considered available unless it is apparent that the constraints can be overcome and there is a path to ensuring that the site can be made available.

- 2.30 For a site to be deliverable there should be confirmation from the landowner/promoter that the site is available now. Where a landowner/promoter has indicated a timescale for availability that is recorded and adopted in terms of the 5-year bandings referred to in the PPG (e.g. 0-5, 5-10, 10-15 etc.). Where no indication has been provided in terms of the availability and timescale for development, the site is classified as having unknown availability and considered developable in the longer term, subject to satisfactory assessment against the suitability and achievability criteria.

Achievability

- 2.31 A site is considered achievable when, in line with the PPG, there is a reasonable prospect that the site can be developed at a particular point in time. This is essentially judgement to be made about the viability of the site which will be influenced by, market attractiveness, its location in respect of property markets and any known likely abnormal costs associated with the site.
- 2.32 To accompany this joint HELAA update report, a HELAA viability study has been undertaken, which has helped to inform the achievability section of the assessments. This assessment is included at Appendix 5 and incorporates a high-level viability assessment of each site, in a manner consistent with the assessments undertaken as part of the previous HELAA assessments.
- 2.33 Where it has been established that development is achievable, the assessment also presents an estimate of when delivery on the site could take place i.e. 0-5 years, 5-10 or 10+ years.

Stage 3 – Windfall Assessment

- 2.34 Windfall sites are sites which have not been specifically identified as part of the Local Plan process. They have unexpectedly become available and may include sites such as a factory closing down, offices converting to residential or the sub-division of larger properties. As set out in the National Planning Policy Framework, local authorities may make allowance for windfall in the land supply assessment where there is compelling evidence that sites have consistently become available and will continue to provide a reliable source of supply.
- 2.35 As identified in the 2017 SHLAA, Rochford District has historically had a significant trend of windfall delivery. However, at that point it was not considered this had been a consistent positive contribution and therefore at that time it was not considered appropriate to include a windfall allowance in the supply trajectory. Southend's SHELAA similarly undertakes a windfall assessment, concluding that an annual windfall allowance of 239 homes (71 on small sites, 168 on large sites) was justified at that point (see page 10 Table 2 of 2017 SHELAA).
- 2.36 We have undertaken a review of the Councils' respective evidence on windfall, placed it within the context of the definition of windfall contained within the 2019 NPPF which removes absolute qualifications around garden land compared to earlier NPPFs, and updated the analysis on windfall based on the Councils' respective monitoring data, supplied to us. This approach has not been to start again with the windfall analysis, but to check and re-calibrate the existing assessments that had been undertaken, particularly in the context of newer data and new definitions.

Stages 4 & 5 – Overall conclusion and informing a trajectory

- 2.37 In order for a proposed site to be included in the final HELAA capacity, the site assessment will need to score either an 'Amber' or 'Green' rating against the suitability criteria overall, as well as meeting the availability and achievability tests.

- 2.38 Once established whether the site is suitable, available and achievable, the assessment calculates the quantum of units that could be delivered, and when, over the plan period it could be delivered. Appropriate build out rates have been based on assumptions about delivery that could be achieved. In order to inform this, build out rates have been drawn from Lichfields research document 'Start to Finish (Second Edition)'² with assumptions made on likely speed of delivery related to size of site (i.e. number of outlets).

² Lichfields, https://lichfields.uk/media/5779/start-to-finish_what-factors-affect-the-build-out-rates-of-large-scale-housing-sites.pdf

3.0 Site and Broad Location Assessment

3.1 This section provides an overview of the findings of the assessment of suitability, availability and achievability for the sites assessed in this joint HELAA update.

Suitability Overview

3.2 In total, 135 sites comprising 172 separate land parcels have been assessed for their suitability within this joint update. A summary of the overall conclusions is shown in Table 3.1.

Table 3.1 Site Suitability Summary – Housing Sites

LPA	Suitable	Potentially Suitable (Subject to Policy)			Not Suitable
		Green Belt	Existing Use Designation	Other Policy Constraint	
Rochford	9	95	0	0	2
Southend	52	8	5	0	1
Combined	61	103	5	0	3

3.3 Overall, most sites assessed as part of this update are considered either suitable or potentially suitable. Only three are identified as not suitable (see below). Across the sites, issues of Tree Preservation Orders, Public Rights of Way and areas at risk of flooding were those constraints which frequently arise and in some cases have correspondingly restricted the capacity assessed for development on those sites.

Rochford

3.4 Within Rochford there are a large quantity of sites that have been considered suitable subject to policy are primarily those that are located within the Green Belt. The majority of these sites are generally suitable for development, with no particular constraints on site other than a Green Belt designation. As noted earlier in the assessment, their value and significance are something that will need to be assessed through any forthcoming Green Belt review, however at this stage is not something that precludes them from being considered potentially 'suitable'.

3.5 Two sites are considered not suitable; both relating to the greenfield sites nearly wholly within Flood Zone 3 (a/b). In both cases it is considered there is unlikely to be a justification for these sites being suitable through either flood risk sequential or exceptions testing given the range of other suitable sites potentially suitable. Other sites with elements of flood risk are considered potentially suitable if there is a reasonable prospect that mitigation could be achieved.

Southend

3.6 Within Southend, the majority of sites assessed are considered suitable, with almost all being sites within the existing urban area, where the principle of development is acceptable. On such sites it will still be necessary to ensure suitability constraints are addressed through scheme specific measures. A small number of sites on the edge of Southend are subject to Green Belt whilst others are potentially suitable but is currently protected as an employment allocation. The one site considered unsuitable at this initial assessment stage (HEA260) was due to the combination of several constraints, which when considered cumulatively, resulted in the site being considered likely unsuitable for housing development (but still suitable for employment) until such a time as evidence that these can be adequately mitigated is established. These constraints, notably the potential for odour and noise (as well as other potential residential amenity issues) arising from immediately adjacent uses, the presence of TPOs on the sites, and

the existing employment allocation, meant it was considered that the site was rendered unsuitable for residential development.

Availability Overview

- 3.7 The 169 sites/land parcels considered suitable were then subsequently assessed on their availability which is shown in Table 3.2 below.

Table 3.2 Site Availability Summary – Suitable/Potentially Suitable Housing Sites

LPA	Available Now	Available in Future		Unknown Availability	Not available
		Available Within 5 Years	Available in 5 + Years		
Rochford	44	57	0	3	0
Southend	4	11	43	7	0
Combined	48	68	43	10	0

- 3.8 No sites assessed in this joint update are known to be unavailable. However, ten sites are considered as having an unknown availability. This has arisen where information about a site is dated (e.g. planning permission has lapsed on a site), and it is currently unclear as to whether the site remains available for development. However, given that it is not clear that they are explicitly unavailable, they have been included within the assessment and conclusions accordingly.

Rochford

- 3.9 In Rochford, most sites are identified as being available for development now (i.e. immediately) or available at a specified point within the first five years. Whilst 44 of the sites are considered to be available now, only nine of these are “suitable”, with the remainder being only “potentially suitable” due to Green Belt designations. There are no sites identified in this update as available in the future but beyond the first five-year tranche.

Southend

- 3.10 In Southend, most sites are identified as only available in the future and beyond the first five-year tranche. This is because the majority of Southend sites assessed in this update are potential regeneration sites where, whilst freehold ownership is known (in many cases being the Council), more often than not they are in an existing use and will not be available in the short term. For example, there are housing regeneration and sheltered housing schemes in Southend that could be redeveloped and are in the Council’s ownership. The development of these would be subject to the relocation of existing residents and a formal Council decision to redevelop for general housing and/or a mixed social/sheltered scheme.

Achievability Overview

- 3.11 The 169 sites/land parcels considered suitable were assessed for achievability. The overall summary is shown in Table 3.3.

Table 3.3 Site Achievability Summary - Suitable/Potentially Suitable Housing Sites

LPA	Achievable	Marginal: Potentially Achievable	Unknown: Potential Achievability	Not Achievable
Rochford	96	2	6	0
Southend	37	7	21	0
Combined	133	9	27	0

- 3.12 As identified above, of the 169 suitable sites, the majority are considered achievable, a small number are considered potentially achievable, whilst 27 are considered to have unknown achievability due to potential issues of economic viability identified through the accompanying HELAA viability assessment. These unknown sites still assessed as having potential achievability as there may be ways of bringing forward such sites using bespoke delivery approaches. No sites have been assessed as being outright not achievable over the horizon of the HELAA, albeit clearly some sites face greater economic viability challenges than others, and the Council will need to be satisfied that there is a reasonable prospect that sites could be viably delivered at the point envisaged.
- 3.13 The above conclusions have been informed by the joint HELAA update site viability assessment report included at Appendix 5. This report should be read alongside the conclusions here and its findings have informed the overall judgement formed when assessing achievability for the HELAA. The report sets out the methodology and detailed findings, including in relation to how viability has changed since the original HELAA studies for the two authorities. A summary for each LPA is set out as follows.

Rochford

- 3.14 In Rochford, of 105 sites appraised in the viability assessment:
- 6 sites (5.7%) are appraised as not currently viable.
 - 2 sites (1.9%) are appraised as currently marginal.
 - 97 sites (92.4%) are appraised as viable.
- 3.15 For all sites in Rochford appraised as not currently viable or with marginal viability there are common characteristics. These tend to be small sites where an existing dwelling or dwellings and curtilage are proposed to be redeveloped for a small number of new units. In a number of these cases the existing use value (i.e. the value of the house that already sits on the land) exceeds the notional land value of the site as a development opportunity. It may be that either more dense or alternative forms of development (e.g. that might retain the existing home, but build on the curtilage, or a different mix of homes) could deliver a viable scheme, but this would be subject to further testing should such sites be ones the Council choose to investigate further.
- 3.16 Overall, most sites in Rochford would present an, in principle, likely viable proposition and this is reflected in the achievability assessment outcomes.

Southend

- 3.17 In Southend, of 67 sites appraised in the viability:
- 21 sites (31.3%) are appraised as not currently viable.
 - 7 sites (10.4%) are appraised as currently marginal.
 - 39 sites (58.2%) are appraised as viable.
- 3.18 In Southend almost all sites appraised as unviable or with marginal viability are potential regeneration sites currently owned by Southend-on-Sea Borough Council. This includes several sites where there are already dense forms of development on them (e.g. tower blocks) and several sites where the existing use is care, with high numbers of small units (e.g. single bedroom flats) accommodated for the site size. Notwithstanding, for the purposes the HELAA and considering such sites in the Local Plan, we would caution against assuming such sites could not be developable in the future and could not contribute towards Local Plan strategies, particularly as public-land there may be alternative ways of bringing forward funding and development.

Potential Employment Sites

- 3.19 In addition to the above assessments for housing deliverability, sites where there could be a component of employment development, or the whole site could come forward for employment, have also been assessed. This generally relate to sites within existing town centres, employment areas, or where the landowner has put the site forward specifically to be considered for commercial or employment uses (either specifically or in most cases as another option to housing). 81 sites across the two authority areas have been assessed for their suitability, availability and achievability for employment development; and these findings are set out within the conclusions.

4.0

Windfall Assessment

- 4.1 This section reviews the evidence on windfalls for the two Council areas to determine the housing potential on windfall sites and come to a justified position on whether an allowance can and should be made.

Defining windfalls

- 4.2 Windfall sites are sites which have not been specifically identified in the Development Plan (Annex 2, NPPF 2019). This definition encompasses all sites that have not been previously allocated or identified through a plan-making process (e.g. a Local Plan or a Neighbourhood Plan). These are often sites that have unexpectedly become available and may include sites such as a factory closing down, offices converting to residential, the sub-division of larger properties small infill development or other suitable sites that come forward without having an allocation. As set out in the NPPF (2019):

“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.” (emphasis added)
(Paragraph 70)

- 4.3 It should be noted that this is different from the earlier 2012 NPPF, which explicitly excluded residential gardens from being part of any windfall allowance made; no such qualification or restriction is now placed on the definition, but clearly allowances must be reflective of any policy position taken on the development of residential gardens. The PPG provides additional guidance in relation to windfalls, detailing that:

“A windfall allowance may be justified in the anticipated supply if a local planning authority has compelling evidence... 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).” (ID: 3-023)

- 4.4 What windfall sites are and how an allowance should be calculated and applied has been considered as part of appeal decisions. In a Secretary of State (‘SoS’) appeal decision at ‘Land at Site of Former North Worcestershire Golf Club Ltd’ (ref. 3192918) issued in July 2019, the Inspector explored the ‘meaning of “windfall Sites”’ (IR14.8 to 14.18 and 14.54 to 14.56) which the SoS confirms his agreement with (DL17). In summary that concluded that:

- 1 Windfall allowances are not limited to specific years in a trajectory or 5-year land supply: *“I see no justification for [a] suggestion that a windfall allowance should only be included for years 4 and 5 of the 5YHLS. Windfall sites may come in a variety of forms and sizes and some will be capable of being delivered more quickly than others...”*
- 2 Windfall allowances can be on large or small sites: *“Similarly, I see little merit in the argument that a reduction should be made to the allowance to discount large site windfalls. By definition the details the potential sites that might deliver those completions are unknown and the only logical basis for determining the allowance is by reference to past completions on windfall sites. Given my conclusion that the NPPF definition of windfall sites does not set any size threshold I see no reason to adjust the allowance as the appellant suggests.”* and

- 3 Windfall allowances can include sites previously identified in SHLAAs provided they still meet the definition of a windfall; “... the... SHLAA includes its own definition of a windfall site as one that has not previously been identified through the local plan process or included in the SHLAA at the point at which detailed planning permission is granted... However, the SHLAA makes it clear that this definition is adopted for the purposes of the Windfall Assumptions Paper and the windfall allowance in the SHLAA. It does not purport to and cannot change the NPPF definition of windfall sites.”

- 4.5 Bringing the above together, the NPPF (2019) provides an expansive definition of windfall sites. There is no size limitation nor a restriction of the types of sites (i.e. SHLAA sites) that could be defined as a windfall. The key is that there must be ‘compelling evidence’ to support any allowance advanced in order for it to be justified. Part of this exercise should also include steps to avoid double counting or mis-estimating supply.

Southend Windfall Analysis

Overview of Previous Windfall analysis and methodology

- 4.6 The Council’s previous windfall assessment is detailed in the ‘Southend-on-Sea HELAA’ (Part 1) (2018)³ prepared by DLP Planning. It was therefore prepared prior to the publication of the NPPF (2019) and more recent guidance.
- 4.7 As the HELAA notes, from 2001 to 2017 75% of all completions in the district were windfalls. This is a reflection of the urban nature of the district where a constant churn in the use of land brings about windfall development, for example office to residential conversions or residential intensification.
- 4.8 The windfall allowance methodology is detailed at paragraph 4.11 of the HELAA and concludes on a windfall allowance; inclusive of small and large sites. As part of applying a windfall allowance, SBC has stripped out development on allocation sites, SHLAA sites, and those on garden land. DLP concluded that the average historical windfall for the district was 239 dpa, made up of:
- Small-scale windfall rate: 71 dpa; and
 - Large-scale windfall rate: 168 dpa.
- 4.9 To apply this and avoid double counting, the Council has then determined the current committed windfall supply (i.e. based on planning permissions on windfall sites) and divided this by the average historical windfall rate from previous years. Based on the supply of small and large windfall sites at that time, it was concluded there was 2.73 years’ worth of small site windfall and 3.63 years’ worth of large site windfall that would be build out in the next five-years from commitments. Therefore, the windfall allowance applied to the remaining 2.27 years for small sites (i.e. 5 minus 2.73 = 2.27 years) and 1.37 years for large sites: equating to 161 units and 230 units respectively (i.e. 71 times 2.27 years = 161 units; and, 168 times 1.37 years = 230 units). Beyond the five-year period, it was also expected that there would be additional completions from unimplemented small and large sites that were netted off the year 6 windfalls.

An updated position

- 4.10 The above methodology is considered a robust and a compelling basis upon which to calculate SBCs updated windfall allowance. However, to consider the assessment for this HELAA, we have looked at trend data in line with the current definition of a windfall site. We have therefore

³ Section 4.0 of the report

considered total windfall delivery on any non-allocated sites (including garden land and SHLAA/HELAA sites). To this figure, and in line with SBC's preferred approach, the following has been adjustments have been made:

- 1 Consistent with the previous methodology garden land has nominally been removed, reflecting potential for policy approaches around Garden Land (as referenced in NPPF Paragraph 70), albeit this could be revisited depending on how Council approaches policy around such sites in future local plan policies. If the status quo is maintained in policy terms, one would expect the status quo to be maintained in terms of trends from this source; and
- 2 Consistent with the previous methodology sites previously identified in the HELAA have been removed. This was originally intended as a notional indication of sites that could be future allocations and the impact that may have on windfalls (and as such to avoid and double count), but it is noted that as HELAAs will tend to be updated more frequently than a Local Plan, particularly one that looks over a long period, over any long-term plan period it is inevitable HELAA windfall sites will come forward.

4.11 This provides a 'discounted windfall' figure that is conservative and likely to be a minimum; but remains consistent with the way SBC has previously calculated its windfall allowance. The strict definition of a windfall does not require the discounting of HELAA sites and even if restrictive garden land policies are put in place, there is still likely to be some delivery from that source. We consider this approach, for a large urban authority such as Southend-on-Sea, provides a compelling windfall figure that is highly likely be achieved.

Past windfall trends

4.12 Table 4.1 below details an updated analysis of past windfall trends in Southend. It shows that Windfalls have consistently made up a significant proportion of windfalls in Southend: some 65% since 2001/02. However, it is clear that windfall rates were higher prior to the adoption of the Core Strategy in 2007/08. The large reduction from 2017 onward is due to the publication of previous HELAA assessments, which would have included many of the sites which then came forward as windfall.

Table 4.1 Past Windfall Development in Southend-on-Sea

Year	Total Completions (including SHLAA/HELAA sites, BLP sites, and Residential Gardens)			All Windfall development (excluding only allocations)			'Discounted Windfall' (Excluding applications on SHLAA/HELAA sites, allocations, and Residential Gardens)			% of Completions as 'Discounted Windfalls'
	Small	Large	Total	Small	Large	Total	Small	Large	Total	
2001-02	108	242	350	105	222	327	105	222	327	93%
2002-03	85	299	384	85	259	344	85	259	344	90%
2003-04	81	226	307	81	136	217	81	136	217	71%
2004-05	120	361	481	120	253	373	120	253	373	78%
2005-06	120	490	610	120	275	395	120	275	395	65%
2006-07	92	351	443	92	343	435	92	343	435	98%
2007-08	80	154	234	80	154	234	80	149	229	98%
2008-09	70	245	315	66	223	289	66	186	252	80%
2009-10	51	93	144	51	93	144	51	63	114	79%
2010-11	70	113	183	70	113	183	70	89	159	87%
2011-12	33	295	328	33	295	328	33	185	218	66%
2012-13	91	163	254	88	147	235	88	104	192	76%
2013-14	95	109	204	95	109	204	94	59	153	75%
2014-15	70	252	322	63	252	315	55	104	159	49%
2015-16	27	195	222	25	190	215	25	159	184	83%
2016-17	69	411	480	69	406	475	64	150	214	45%
2017-18	49	472	521	48	464	512	38	0	38	7.3%
2018-19	87	405	492	87	405	492	79	5	84	17%
Totals	1,398	4,876	6,274	1,378	4,339	5,717	1,346	2,741	4,087	65%
Average p.a. since 01/02	78	271	349	73	228	301	75	152	227	65%
Average p.a. since 07/08	66	242	308	65	238	302	62	104	166	54%

Source: Southend-on-Sea Borough Council / Lichfields analysis

Existing windfall supply

4.13

Table 4.2 below details an updated assessment of outstanding planning permissions on windfall sites as of 2018/19. The expected completions have been split up by type of site and by which period delivery is expected.

Table 4.2 Analysis of Outstanding Permissions

Outstanding permissions (2018/19)	2019/20 to 2023/24 (5yr period)	2024/25 onwards (beyond 5yr period)	All Outstanding permissions
All Outstanding Development	1,674	522	2,196
Small	337	5	342
Large	1,337	517	1,854
Residential Garden development	12	2	14
Small	12	2	14
Large	0	0	0
Allocation Sites	1	0	1
Small	1	0	1
Large	0	0	0
SHLAA/HELAA Sites	1,304	517	1,821
Small	101	0	101
Large	1,203	517	1,720
Total – All Windfall Development	1,674	522	2,196
All Windfall (Small)	337	5	342
All Windfall (Large)	1,337	517	1,854
Total – ‘Discount Windfall’ Development	358	3	361
‘Discount Windfall’ (Small)	224	3	227
‘Discount Windfall’ (Large)	134	0	134

Source: Southend-on-Sea Borough Council / Lichfields analysis

Future trends

- 4.14 In considering a future windfall allowance for SBC the below considers future development trends.
- 4.15 Firstly, there is a risk that as new allocations are adopted or HELAA sites identified, these replace past windfall trends. It is clear from the data that windfall rates were lower after the adoption of the Core Strategy in 2007– albeit, they still provided a reliable source of supply. It would therefore be reasonable to assume that upon adoption of a new Local Plan in Southend windfalls will still continue to provide a reliable source of supply into the future. The 18-year and 12-year figures provide a range of potential windfall completions in the plan period. The Council has applied the 18-year figure in its trajectory; so that figure is applied here.
- 4.16 Windfall completions through permitted development rights are also expected to continue into the future. Existing rights – such as those to convert office buildings to residential dwellings – remain in force and opportunities remain in Southend for such conversions. New permitted development rights are also set to come in to force; including from the 1st August 2020 the right to add up to two storeys on purpose-built blocks of flats (Part 20, Class A). At this stage it is unclear what impact the new permitted development rights may have on future windfall completions. However it can reasonably be expected that there will be uptake and that there will be a contribution from this new source of supply. Ultimately, there is no evidence of a future decline in permitted development right conversions which are only being expanded.

- 4.17 Overall, there is no evidence to suggest windfalls in SBC will not continue to make up a reliable source of supply going forward.

Southend: Concluded windfall allowance

- 4.18 Taking past trends from 2001 (i.e. the 18-year period) the tables below details the proposed windfall allowance for SBC. As per the methodology, the 'discount' windfall rate has been applied to the Council's 20-year trajectory across the plan period from 2019/20 to 2038/39 as shown in Table 4.5. In total, an allowance for 4,022 units is made.

Table 4.3 Southend Updated Windfall Allowance – 5 Year Supply

Windfall Calculation	Historic 18-year Average (from 2007/08)	No. Years windfall in Supply	No. Years of Additional Windfall (5-year Supply)	Additional Windfall Amount (5-year supply)
All Windfall Development	309	5.38	-0.38	-116
Small	71	4.56	0.44	31
Large	238	5.62	-0.62	-147
'Discount Windfall' Development	219	1.63	3.37	737
Small	69	3.25	1.75	121
Large	150	0.89	4.11	616

Source: Southend-on-Sea Borough Council / Lichfields analysis

Table 4.4 Southend Updated Windfall Allowance – Beyond 5 Year Supply

Windfall Calculation	Historic 18-year Average	No. Years windfall in Supply	No. Years of Additional Windfall (Beyond 5 Year Supply to 2038/39 – 15 years)	Additional Windfall Amount (Beyond 5 Year Supply to 2038/39 – 15 years)
All Windfall Development	302	1.59	13.41	4,050
Small	65	0.08	14.92	970
Large	238	2.00	13.00	3,095
'Discount Windfall' Development	219	0.01	14.99	3,282
Small	69	0.04	14.96	1,032
Large	150	0.0	15.00	2,250

Source: Southend-on-Sea Borough Council / Lichfields analysis

Table 4.5 Southend-on-Sea Windfall Allowance (Discount rate)

PP Year	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Year	2019 - 2020	2020 - 2021	2021 - 2022	2022 - 2023	2023 - 2024	2024 - 2025	2025 - 2026	2026 - 2027	2027 - 2028	2028 - 2029	2029 - 2030	2030 - 2031	2031 - 2032	2032 - 2033	2033 - 2034	2034 - 2035	2035 - 2036	2036 - 2037	2037 - 2038	2038 - 2039
Small Site (%)	100%	100%	100%	25%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Large Sites (%)	89%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
Small Sites	0	0	0	52	69	69	69	69	69	69	69	69	69	69	69	69	69	69	69	69
Large Sites	16	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150
Total	16	150	150	202	219	219	219	219	219	219	219	219	219	219	219	219	219	219	219	219

Source: Southend-on-Sea Borough Council / Lichfields analysis

Rochford Windfall Analysis

Overview of Previous Windfall analysis

- 4.19 The Council's previous windfall assessment is detailed in the 'SHELAA 2017'⁴. This detailed a review of windfall completions from 2006/07 to 2016/17. RDC concluded that no windfall allowance was justified at that time as set out below:

*"Whilst the district has seen significant trends of windfall delivery over the past 11 years, there have also been multiple years where there has been a net loss of dwellings from windfall sites. As a result, whilst the average delivery across this period is positive (32.7), windfall sites have clearly not made a consistent, positive contribution to housing delivery; **therefore it is not considered justified to include a windfall allowance in the housing supply trajectory at this time.** This position will be reviewed in any subsequent assessments to take account of any changes in windfall delivery trends at that time."* (Paragraph 6.4)

- 4.20 Since then, the definition of windfall has changed within the 2019 NPPF and there are several more years' data on windfall completions for the District.

Past trends

- 4.21 Reviewing past trends since the adoption of the Core Strategy (2011), and with the current NPPF definition, it is now clear that windfalls have made a reliable source completion in the district: on average providing 25% of net completions. The below details past windfall trends for both small and large sites, SHLAA sites, and with and without garden land.

Table 4.6 Past Windfall Completions

Year	Total Completions in Year (Net)	Windfall Completions in Year (Net)		Windfall (excluding garden development) in Year (Net)	
		No. Units	% of Total	No. Units	% of Total
2011-12	93	34	37%	26	28%
2012-13	43	12	28%	1	2%
2013-14	248	149	60%	137	55%
2014-15	167	40	24%	38	23%
2015-16	148	51	34%	37	25%
2016-17	117	35	30%	13	11%
2017-18	299	76	25%	62	21%
2018-19	262	53	20%	33	13%
Total	1377	450	33%	347	25%
Mean Average	172	56	~	43	~
Median	~	45.5	~	35	~

Source: Rochford District Council / Lichfields analysis

Rochford's future windfall allowance and future trends

- 4.22 The Council now consider a modest windfall allowance is justified and based on compelling local evidence of past trends. The following approach has been taken to calculating this new allowance:

⁴ Section 6.0 of the report

- 1 Both the with garden land, and the excluding garden land, trends have been considered. The 'without garden land' figure reflects the potential for more stringent policy approaches to development on Garden Land (as referenced in NPPF Paragraph 70). The with garden land trend reflects a continuation of the status-quo policy position; Policy DM3 of the Rochford Development Management Plan already places some controls against garden land development (and has been in force since 2014). Either of these positions could be revisited depending on how Council approaches policy around such sites in a future local plan;
- 2 Both mean and median averages for windfall completions have been considered to take account for variation across past trends (including 2013/14 where it there was a 'high' year); and
- 3 A windfall allowance has only been applied from year four to avoid double counting.

4.23 Considering future trends, there is no evidence to suggest windfalls in RDC will not continue to make up a reliable source of supply going forward. Windfall completions have been reliable since the adoption of the previous Core Strategy and there is no evidence to suggest that they would not continue following the adoption of a new local plan. Permitted development rights are also expected to be expanded – albeit likely to have a lesser impact on Rochford given its more rural make up. But urban change is expected to continue to occur the Districts towns, through a variety of site and development typologies.

4.24 On the basis of the above, it is considered a modest windfall allowance of 45 dwellings per annum is justified. This is below the overall past windfall trend (mean average – including garden land); but is reflective of both the average trend excluding garden-land and the median average trend for windfalls (i.e. smoothing the effect of 2013/14). Across the 20-year plan-period this equates to a 765-unit windfall allowance applying the allowance from year four (2022/23).

5.0

Findings and Trajectory

5.1

The above site and broad location assessments (Section 3.0) and windfall assessment (Section 4.0) have been brought together and supplemented with information on sites already known about by the two Councils; previous HELAA sites (including reviews to these; see Appendix 3 and Appendix 4), existing unbuilt allocations and sites with existing planning permission. This presents an overall position on land availability for the two areas.

Housing Land Availability Assessment

5.2

Table 5.1 provides a summary of the overall joint HELAA findings. This is split for Rochford and Southend, with the overall findings combined to show the scale of land available across the whole area.

Table 5.1 Joint HELAA - Overall Summary Table

Category	Rochford		Southend		Combined	
	No. of Sites	No. of Homes	No. of Sites	No. of Homes	No. of Sites	No. of Homes
A. Deliverable	105	3,052	276	4,884	381	7,936
Previous HELAA sites	5	60	9	2,009	14	2,069
2020 HELAA update sites	9	112	4	771	13	883
Planning permissions	89	2,297	263	2,104	352	4,401
Allocations (no permission)	2	583	incl. above	incl. above	2	583
B. Deliverable (subject to policy)	235	51,961	8	6,828	243	58,789
Previous HELAA sites	140	17,170	0	0	140	17,170
2020 HELAA update sites	95	34,791	8	6,828	103	41,619
C. Developable	8	503	74	2,991	82	3,494
Previous HELAA sites	4	67	31	1,613	35	1,680
2020 HELAA update sites	0	0	43	1,378	43	1,378
Planning permissions	0	0	0	0	0	0
Allocations (no permission)	4	436	0	0	4	436
D. Developable (subject to policy)	15	4,788	17	8,220	32	13,008
Previous HELAA sites	15	4,788	10	4,068	25	8,856
2020 HELAA update sites	0	0	7	4,152	7	4,152
E. Not deliverable or developable	18	1,477	1	30	19	1,507
Previous HELAA sites	16	1,448	n/a	n/a	16	1,448
2020 HELAA update sites	2	29	1	30	3	59
F. Other	0	765	0	4,022	0	4,787
Windfall allowance	n/a	765	n/a	4,022	n/a	4,787
Urban Capacity Study allowance	~	~	~	~	~	~
Total Estimated Current Capacity (within current policy) A+C+F	113	4,320	350	11,897	463	16,217

Notes: This table presents a snapshot in time analysis, as at May/June 2020 and with a base date of March 2019. Monitoring will continually update this position. Figures for Previous HELAA sites may not match those within the earlier HELAA reports as they have been updated to reflect changing circumstances in sites and the reappraisal of some sites, superseding earlier assessments. Figures for total number of homes relates to the site capacity by status of the overall site (rather than by the trajectory for when those homes will come forward - see separate trajectory table). In addition, for site HEA219 (which has 37 parcels) the yield is given for each site on a parcel by parcel basis. It would only likely come forward as a new urban extension – if allocated in a local plan – and only a proportion of the site could be used for housing with the remainder for other land uses. The total above looks at the total amount of housing land available and does not account for these other uses.

5.3

The findings are split into categories as follows:

- a Sites which are currently deliverable (i.e. there is a realistic prospect housing will be delivered on the site within five years);
- b Sites which could be considered deliverable if there were a change in policy within the Local Plan (for example, were the site to be allocated);
- c Sites which are currently developable (i.e. there is a reasonable prospect housing could be delivered on the site at a particular point in the future);
- d Sites which could be considered developable if there were a change in policy within the Local Plan;
- e Sites which are not deliverable or developable (e.g. because they are not considered suitable for housing development due to constraints)
- f Other components of supply which are not derived from specific identified sites within this HELAA, but drawn from a windfall assessment (those small and other sites which come forward without being specifically identified in the Development Plan) and the potential contribution of enhanced capacity from the assessment of change undertaken within the respective Urban Capacity Studies.

5.4 Overall, these have been used to identify an estimated current existing capacity for each of the two local authority areas. This is the sum of those sites and elements of supply which could come forward within the existing confines of planning policy for the two areas. In Rochford this is estimated at 4,320 homes currently (of which 765 homes are windfalls), and in Southend this is estimated as 11,879 homes currently (of which, 4,022 are windfalls). If the two Councils need to find further sources of housing land in order to meet their housing requirements within their new Local Plans, the joint HELAA update identifies a pool of many suitable, deliverable and developable sites from which, subject to making policy changes through the new Local Plans, the Councils could choose to allocate for development. However, this HELAA only provides a very initial starting point. Not all sites and locations identified in the land availability assessment will be needed and the Councils will take into consideration a wide range of factors through a further site appraisal process (such as the relative sustainability of a site or the choices and trade-offs involved in growth in different areas) before identifying proposed allocations for their new Local Plans.

Housing Trajectory

- 5.5 Housing trajectories for Rochford (Table 5.2), Southend (Table 5.3) and the two authorities combined (Table 5.4) are shown in the tables following. These have been developed by applying a notional start date and period of build out to each individual site, providing an illustration for how the housing potential identified could come forward across the different 5-year tranches of a Local Plan period.⁵
- 5.6 For Rochford, it illustrates that whilst existing capacity is limited, and will continue to reduce over the period of the trajectory, there are site options subject to policy which could be phased to help meet housing needs if required.
- 5.7 For Southend, it illustrates that existing capacity will continue to be phased-in over the first three five-year tranches, as suitable sites become available for development, but this declines over the long time. Similar to Rochford, there are site options subject to policy to which could be allocated to help meeting housing needs if required.

⁵ Note: this trajectory considers the 5-year tranches for the purposes of a Local Plan, it is not intended to replicate or replace the respective assessments of 5-year land supply undertaken by each Council.

Table 5.2 Summary Trajectory - Rochford

Category		19-20	20-21	21-22	22-23	23-24	Within 5 Yrs Total	24-25	25-26	26-27	27-28	28-29	6-10 Yrs Total	29-30	30-31	31-32	32-33	33-34	11-15 Yrs Total	34-35	35-36	36-37	37-38	38-39	16-20 Yrs Total	Total Trajec tory	Post Trajec tory	Total Homes
		5 Year Supply						6 to 10 Year Supply						11 to 15 year supply						16 to 20 year supply								
Rochford																												
Planning Permission	All sites with planning permission	285	452	558	465	273	2,033	114	70	80	0	0	264	0	0	0	0	0	0	0	0	0	0	0	0	2,297	0	2,297
Deliverable & Developable	HELAA sites	0	0	24	82	66	172	41	26	0	0	0	67	0	0	0	0	0	0	0	0	0	0	0	0	239	0	239
	Unimplemented allocations & other	0	13	135	135	100	383	298	288	50	0	0	636	0	0	0	0	0	0	0	0	0	0	0	0	1,019	0	1,019
Windfall	Windfall allowance	0	0	0	45	45	90	45	45	45	45	45	225	45	45	45	45	45	225	45	45	45	45	45	225	765	0	765
	Urban capacity study allowance	~	~	~	~	~	0	~	~	~	~	~	0	~	~	~	~	~	0	~	~	~	~	~	0	0	n/a	0
Capacity sub-total		285	465	717	727	484	2,678	498	429	175	45	45	1,192	45	45	45	45	45	225	45	45	45	45	45	225	4,320	0	4,320
Subject to Policy	HELAA sites: Green Belt*	0	0	7,896	7,609	7,595	23,100	2,459	2,014	1,917	1,768	1,557	9,715	600	600	600	600	600	3,000	600	600	600	600	600	3,000	38,815	17,934	56,749
	HELAA sites: Existing use designation	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	HELAA Sites: Other	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Overall total		285	465	8,613	8,336	8,079	25,778	2,957	2,443	2,092	1,813	1,602	10,907	645	645	645	645	645	3,225	645	645	645	645	645	3,225	43,135	17,934	61,069

Source: Lichfields / Rochford District Council

* In the absence of notional trajectories for Rochford 'subject to policy' sites from the previous HELAA, these have been spread pro-rata across the years 3 to 5 for 'deliverable subject to policy' sites (to reflect a lead-in for achieving permission), and across year 6 to 10 for 'developable subject to policy' sites. This is simply for illustrative purposes.

Table 5.3 Summary Trajectory – Southend

Category		19-20	20-21	21-22	22-23	23-24	Within 5 Yrs Total	24-25	25-26	26-27	27-28	28-29	6-10 Yrs Total	29-30	30-31	31-32	32-33	33-34	11-15 Yrs Total	34-35	35-36	36-37	37-38	38-39	16-20 Yrs Total	Total Traject ory	Post Project ory	Total Homes	
		5 Year Supply						6 to 10 Year Supply						11 to 15 year supply						16 to 20 year supply									
Southend																													
Planning Permission	All sites with planning permission	357	448	390	257	130	1,582	133	212	91	43	43	522	0	0	0	0	0	0	0	0	0	0	0	0	2,104	0		2,104
Deliverable & Developable	HELAA sites	50	51	56	300	679	1,136	636	629	460	568	315	2,608	59	150	165	251	606	1,231	292	222	0	0	282	796	5,771	0		5,771
	Unimplemented allocations & other	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		0
Windfall	Windfall allowance	16	150	150	202	219	737	219	219	219	219	219	1,095	219	219	219	219	219	1,095	219	219	219	219	219	1,095	4,022	0		4,022
	Urban capacity study allowance	~	~	~	~	~	0	~	~	~	~	~	0	~	~	~	~	~	0	~	~	~	~	~	0	0	n/a		0
Capacity sub-total		423	649	596	759	1,048	3,475	1,188	1,260	1,036	1,136	1,429	6,049	1,518	1,539	1,526	1,603	1,793	7,979	1,511	1,509	1,721	1,269	1,288	7,298	11,897	2,144		26,945
Subject to Policy	HELAA sites: Green Belt	0	0	0	0	0	0	200	200	200	200	717	1,517	1,150	1,100	1,076	1,073	908	5,307	750	750	750	850	587	3,687	10,511	1,193		11,704
	HELAA sites: Existing use designation	0	0	0	0	20	20	0	0	66	106	75	247	90	70	66	60	60	346	250	318	752	200	200	1,720	2,333	951		3,284
	HELAA Sites: Other	0	0	0	0	0	0	0	0	0	0	60	60	0	0	0	0	0	0	0	0	0	0	0	0	60	0		60
Overall total		423	649	596	759	1,048	3,475	1,188	1,260	1,036	1,136	1,429	6,049	1,518	1,539	1,526	1,603	1,793	7,979	1,511	1,509	1,721	1,269	1,288	7,298	24,801	2,144		26,945

Source: Lichfields / Southend-on-Sea Borough Council

Table 5.4 Summary Trajectory – Combined

Category		19-20	20-21	21-22	22-23	23-24	Within 5 Yrs Total	24-25	25-26	26-27	27-28	28-29	6-10 Yrs Total	29-30	30-31	31-32	32-33	33-34	11-15 Yrs Total	34-35	35-36	36-37	37-38	38-39	16-20 Yrs Total	Total Trajectory	Post Trajectory	Total Homes
		5 Year Supply						6 to 10 Year Supply						11 to 15 year supply						16 to 20 year supply								
Combined																												
Planning Permission	All sites with planning permission	642	900	948	722	403	3,615	247	282	171	43	43	786	0	0	0	0	0	0	0	0	0	0	0	0	4,401	0	4,401
Deliverable & Developable	HELAA sites	50	51	80	382	745	1,308	677	655	460	568	315	2,675	59	150	165	251	606	1,231	292	222	0	0	282	796	6,010	0	6,010
	Unimplemented allocations & other	0	13	135	135	100	383	298	288	50	0	0	636	0	0	0	0	0	0	0	0	0	0	0	0	1,019	0	1,019
Windfall	Windfall allowance	16	150	150	247	264	827	264	264	264	264	264	1,320	264	264	264	264	264	1,320	264	264	264	264	264	1,320	4,787	0	4,787
	Urban capacity study allowance	~	~	~	~	~	0	~	~	~	~	~	0	~	~	~	~	~	0	~	~	~	~	~	0	0	n/a	0
Capacity sub-total		708	1,114	1,313	1,486	1,512	6,133	1,486	1,489	945	875	622	5,417	323	414	429	515	870	2,551	556	486	264	264	546	2,116	16,217	0	16,217
Subject to Policy	HELAA sites: Green Belt	0	0	7,925	7,609	7,595	23,129	2,659	2,214	2,117	1,968	2,274	11,232	1,750	1,700	1,676	1,673	1,508	8,307	1,350	1,350	1,350	1,450	1,187	6,687	49,355	19,127	68,482
	HELAA sites: Existing use designation	0	0	0	0	20	20	0	0	66	106	75	247	90	70	66	60	60	346	250	318	752	200	200	1,720	2,333	951	3,284
	HELAA Sites: Other	0	0	0	0	0	0	0	0	0	0	60	60	0	0	0	0	0	0	0	0	0	0	0	0	60	0	60
Overall total		708	1,114	9,238	9,095	9,127	29,282	4,145	3,703	3,128	2,949	3,031	16,956	2,163	2,184	2,171	2,248	2,438	11,204	2,156	2,154	2,366	1,914	1,933	10,523	67,965	20,078	88,043

Source: Lichfields / Rochford District Council / Southend-on-Sea Borough Council

Employment Land Availability Assessment

- 5.8 Overall, sites were assessed for their suitability and availability for employment development within the HELAA update, where they were either put forward for assessment for that use or they are in an area suitable for employment development (e.g. existing employment areas or town centres). Table 5.5 sets out the headline findings, where across the two areas three sites are deliverable, three sites are deliverable subject to policy (each being within the Green Belt) and seven sites are developable in the future.

Table 5.5 Employment Land Availability - Overall Conclusions

Overall	Deliverable	Deliverable (Subject to Policy)	Developable	Developable (Subject to Policy)	Not Deliverable or Developable
Rochford	0	40	0	15	1
Southend	2	3	15	5	0
Combined	2	43	15	20	1

- 5.9 Although these sites have been specifically assessed as being suitable for employment, in general sites assessed as suitable for housing may be equally suitable for some employment generating development, either as part of mixed-use developments or as stand-alone employment areas (provided that the nature of any employment uses would not create amenity conflicts with surrounding uses).

Appendix 1 Overview Maps

Appendix 2 Site Assessments

Navigating the site pro-forma

The below shows how to read and navigate the pro-formas set out within this section.

This shows a map with the boundary of the site edged in red.

This section looks at strategic constraints as a first step to conclude on whether the site should be excluded at an early stage

This section considers sustainability factors including accessibility & proximity to services.

This section assesses availability

This section assesses achievability

This section identifies the capacity and timescales for the site

This provides an overall summary of the site assessment and the key considerations.

This is the overall site conclusions for housing and employment respectively.

This denotes which Local Planning Authority (i.e. Council area) the site is located within.


Factual information on the site is recorded in this section.

This section looks at other local, policy and site constraints to conclude on how constrained the site is.

This is the overall conclusion on suitability.

This is the overall conclusion on availability.

This is the overall conclusion on achievability.

Site Information		LPA: Rochford	
	Site	261	Size (ha): 127.07
	Address:	Land east of Oxford Road, Rochford	
	Locality:	Rochford	Type: Greenfield Edge
	Current Use:	Agricultural	
	Proposed Use(s):	Mixed Use (Housing Led)	
	Source:	Developer	
	Context and Surrounding Uses:	Predominantly Greenfield with some farm buildings (Doggetts Farm) located towards the centre of the site	
	Relevant Planning History:	15/00844/LBC and 15/00831/FUL - Remove existing conservatory and construct new conservatory - Permitted 13/00423/LBC - Minor works - reinstatement of tie beam - Permitted 04/00313/FUL - Replacement Farm Building - Permitted	
	Strategic Constraints		
	Ramsar:	No	National NR:
SPA:	No	Sch. Monument:	No
SAC:	No	Anc. Woodland:	No
SSSI:	No	Airport PSZ:	No
Flood Risk: Zone 1: 127.07 ha Zone 2: 0 ha Zone 3a: 0 ha Zone 3b: 0 ha			
Excluded at: No No Strategic Constraints.			
Step 1?			
Local, Policy and Site Constraints			
Landscape, Ecology and Heritage Constraints		Policy and Site Suitability Characteristics	
Green Belt:	No	LWS/SNCI:	No
Coast Belt:	No	Local Nature Res:	No
Landscape:	Medium Sensitivity	Conservation Area:	No
Topography:	Slightly Sloping	Listed Building:	Yes (II x 7, I* x 1)
TPOs:	Yes	Locally Listed:	N/A
Minerals Policy:	Yes	Designated Use:	N/A
Waste Policy:	No	Major Hazard:	No
Ground Cond:	None Identified	Noise/AQ:	No
Access:	Existing	Agri Land:	Potential Grade 2
Existing PRoW:	Yes	Amenity Factors:	None
Summary of Constraints: The site is located wholly within the Green Belt and is traversed by a public right of way. The majority of the site is within with a mineral safeguarding area and situates a number of listed buildings which make up Doggetts Farm but these can be mitigated.			
Summary constraint scoring: Medium			
Site Suitability			
Accessibility:	Moderate	The site is bordered by narrow roads and lanes. There is a bus stop within 500m of the western edge of the site which serves the local school, and the train station is within 1km of the	
Local Services:	Good	A primary and secondary school are all located within a short distance of the site in addition to a range of local amenities. The North eastern part of the site is less well served.	
Overall Suitability: Potentially Suitable (Green Belt)			
Availability			
Intention to Develop:	Confirmed by Agent (CFS)	Available When:	Within 5 years
Ownership/Legal:	None	Overall Availability:	Available in Future
Achievability			
Barriers to Delivery/ Market:	No significant barriers to delivery identified. Site is within an attractive market area with reasonable values. Initial appraisal suggests development would be economically viable.		
Overall Achievability: Achievable			
Conclusion			
Capacity (Assumption/Source):		Trajectory Years:	0-5 5-10 10-15 15+
Housing:	Gross: 4,477 Net: 4,476 (35dph)	Homes (no.):	300 1,000 1,000 2,176
Employment:	0	Employment (sqm):	0 0 0 0
Overall Site Conclusion:	Housing: Developable (Subject to Policy)	Employment:	n/a
Site Conclusion Summary:	The site has a potential capacity of c 4,500 units and is located within a suitable area for housing subject to assessment of its location within the Green Belt through a Green Belt review. The site is unavailable now, but will be available within 5 years.		

Rochford Site Assessments – Sites Assessed

Southend Site Assessments – Sites Assessed

Appendix 3 Rochford 2017 HELAA Updates

Appendix 4 Southend 2018 HELAA Updates

Appendix 5 HELAA Viability Update Report

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