

Mansfield District Council

**Housing and Economic Land Availability
Assessment (HELAA)**

Methodology

April 2019

www.mansfield.gov.uk



**Mansfield
District Council**

Contents

- Contentsi
- Appendices ii
- 1 INTRODUCTION..... 1**
 - 1.1 Scope of the HELAA methodology report 1
 - 1.2 Purpose of a HELAA 1
- 2 NATIONAL PLANNING POLICY CONTEXT..... 2**
 - 2.1 Introduction 2
 - 2.2 National Planning Policy Framework..... 2
 - 2.3 National Planning Practice Guidance..... 2
 - 2.4 Windfall 3
- 3 HELAA METHODOLOGY 4**
 - 3.1 Introduction 4
 - 3.2 MDC HELAA methodology..... 5
- 4 STAGE 1 SITE IDENTIFICATION 8**
 - 4.1 Introduction 8
 - 4.2 Geographical area covered by the MDC HELAA 8
 - 4.3 Uses included in the HELAA 8
 - 4.4 Site identification 8
 - 4.5 Call for sites 9
 - 4.6 Site referencing and mapping 9
 - 4.7 Sites excluded at Stage 1 assessment 9
- 5 STAGE 2 APPROACH TO SITE ASSESSMENT 12**
 - 5.1 Introduction 12
 - 5.2 General caveats 12
 - 5.3 Availability assessment..... 13
 - 5.4 Suitability assessment..... 14
 - 5.5 Achievability assessment 16
 - 5.6 Impacts and opportunities assessment 17
 - 5.7 Housing and employment yield of the reasonable alternatives 18
 - 5.8 Older person housing 23
 - 5.9 Monitoring and update 23

Appendices

Appendix A Summary of changes to the HELAA Methodology

Appendix B Sources informing HELAA sites

Appendix C Stage 2 assessment criteria

Appendix D Highway access methodology

Appendix E Review of past density

1 INTRODUCTION

1.1 Scope of the HELAA methodology report

- 1.1.1 This report sets out the Mansfield District Council's (MDC) methodology for undertaking the Housing and Economic Land Availability Assessment (HELAA) for housing, employment, retail and other economic uses relevant to the administrative area of the council.
- 1.1.2 This HELAA report updates the methodology issued in August 2018. It reflects the experience of using the HELAA over the last year and changes to national planning policy.

1.2 Purpose of a HELAA

- 1.2.1 The purpose of the HELAA is to ensure MDC has a robust understanding of the amount of land with potential for housing and economic development. The HELAA may identify more or less land than the amount that is required to meet the needs of the district.
- 1.2.2 The process of undertaking the HELAA assessment considers the availability, suitability and achievability of the sites that make up the potential land supply. It will refine the baseline data, to arrive at a list of sites considered as 'reasonable alternatives' for development.
- 1.2.3 This report forms part of the evidence base to inform reviews of the Mansfield District Local Plan (2013 to 2033). A separate report presents the findings of the HELAA.
- 1.2.4 The HELAA does not in itself determine whether a site should be allocated for development in a Local Plan Review. The HELAA identifies the 'reasonable alternative' sites to inform the allocations that will be made in the Local Plan Review. The Local Plan Review will determine which sites are selected for inclusion after taking account of policy considerations. The HELAA will help MDC to take a holistic approach to assessing all land with development potential and identify those sites or broad locations that are most able to support the delivery of the Local Plan vision and objectives.
- 1.2.5 The HELAA is prepared at an early stage in the plan making process, and the level of assessment is proportionate to and compliant with national policy and planning guidance.

2 NATIONAL PLANNING POLICY CONTEXT

2.1 Introduction

- 2.1.1 This section provides a brief outline of the national planning policy context in informing the approach to the HELAA. This is set out in the National Planning Policy Framework (2019) (NPPF) and National Planning Practice Guidance (NPPG).

2.2 National Planning Policy Framework

- 2.2.1 The requirement to undertake the land availability assessment is set out in the NPPF at paragraph 67. This requires that local planning authorities have a clear understanding of the land available for development in their area through the preparation of a strategic housing land availability assessment. This will enable the authority to identify a sufficient supply and mix of sites taking account of availability, suitability and likely economic viability.
- 2.2.2 Paragraph 73 identifies the need for local planning authorities to maintain a supply of housing sites sufficient to provide a five year supply; failure to maintain a five year supply will result in policies being considered out of date and the presumption in favour of sustainable development being applied. Paragraph 75 also sets out that the progress of building out sites with planning permission should be monitored.
- 2.2.3 In addition the NPPF provides policy in relation to:
- The difference between ‘deliverable’ and ‘developable’;
 - The inclusion of small to medium sized sites in the housing supply;
 - The inclusion of a windfall allowance;
 - The need for buffers on top of the five year housing land requirement.

2.3 National Planning Practice Guidance

- 2.3.1 The NPPG sets out that an assessment of land availability is an important step in the preparation of the Local Plan and that there are advantages to carrying out the assessment for housing and economic development as part of the same exercise. It sets out that an assessment should;
- Identify all sites and broad locations with potential for development;
 - Assess their development potential; and
 - Assess their suitability for development and the likelihood of development coming forward (the availability and achievability).

2.3.2 The NPPG also provides guidance on the methodology and assumptions that should be used when preparing the assessment. This guidance has formed the basis of the methodology used in Mansfield.

2.4 Windfall

2.4.1 Paragraph 70 of the NPPF recognises the role of windfall as part of the housing supply and requires that any allowance should be realistic having regard to the strategic housing land availability assessment. As the assessment of windfall allowance does not deal directly with identifying specific sites or broad locations for development, the windfall assessment is not included in this report.

2.4.2 The approach to assessing the windfall assumptions and yield to inform the housing supply is set out in a separate Windfall Study and account of this is taken in the Site Selection Paper. For this reason it is not duplicated in this HELAA methodology report.

3 HELAA METHODOLOGY

3.1 Introduction

- 3.1.1 The NPPG states that an assessment of land availability identifies a future supply of land, which is suitable, available and achievable for housing and economic development uses over the plan period.
- 3.1.2 The NPPG states that an assessment should:
- Identify sites and broad locations;
 - Assess their development potential; and
 - Assess their suitability for development and the likelihood of development coming forward (the availability and achievability).
- 3.1.3 The NPPG explains that the HELAA should identify all sites regardless of the scale of housing need in the area; this will help establish if there is sufficient land or not and provide a better understanding of the potential choices available in future. As a minimum, the HELAA should aim to identify sufficient specific sites for at least the first 10 years of the a plan, from the date of its adoption, and ideally for longer than the whole plan period.
- 3.1.4 Where it is not possible to identify sufficient sites, the HELAA should provide the evidence base to support judgements around whether broad locations should be identified, whether there are genuine local circumstances that mean a windfall allowance maybe justified in the first 5 years of the plan or it may be necessary to ask neighbouring districts to take part of the development needs.
- 3.1.5 The PPG includes guidance on the following:
- The geographical area to be covered;
 - Working with others involved in the delivery of development;
 - Size threshold and need for development land;
 - Identifying sites / broad locations;
 - Types of sites and sources of data;
 - Call for sites;
 - Site characteristics, assessment / survey inputs; and
 - Level of detail;
- 3.1.6 The PPG methodology is reproduced in figure 3.1 overleaf. This includes the following stages:

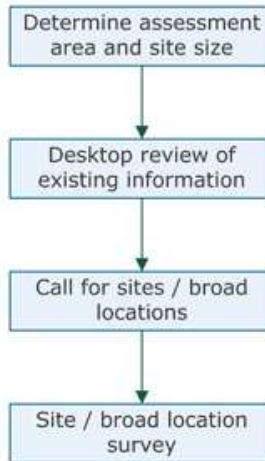
- Stage 1 includes site identification, desk review of existing information, site survey
- Stage 2 assessment includes yield, timeframes, suitability, availability, achievability, constraints
- Stage 3 windfall assessment (where justified)
- Stage 4 assessment review
- Stage 5 final evidence base outputs, deliverable and developable, five year housing supply

3.2 MDC HELAA methodology

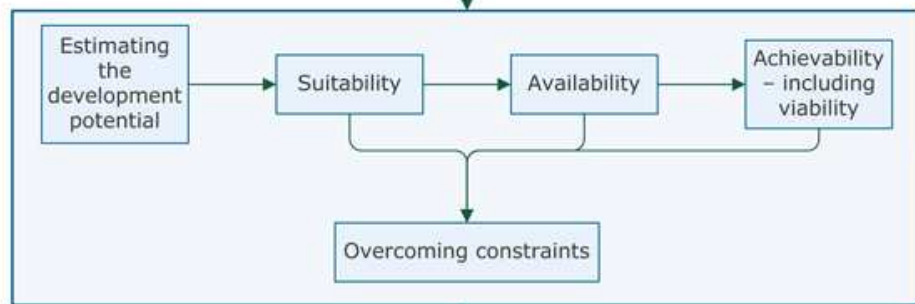
- 3.2.1 Figure 3.2 which follows on from the PPG figure 3.1 translates the national guidance and summarises how this has informed the methodology adopted by MDC to inform the HELAA assessment.
- 3.2.2 The focus of the HELAA methodology is on Stages 1 and 2 of the MDC methodology figure 3.2. The assessment and findings relating to Stages 3, 4, and 5 are documented in separate reports related to each stage.

Figure 3.1 HELAA methodology flow chart included in the PPG

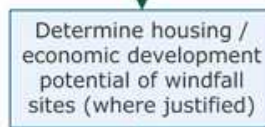
Stage 1 - Site / broad location identification



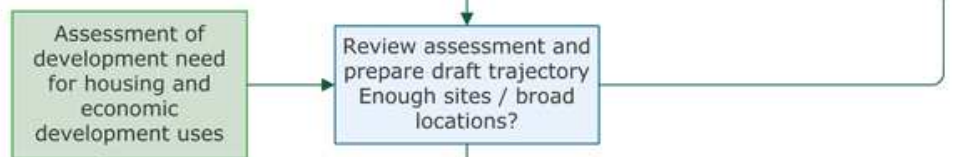
Stage 2 - Site / broad location assessment



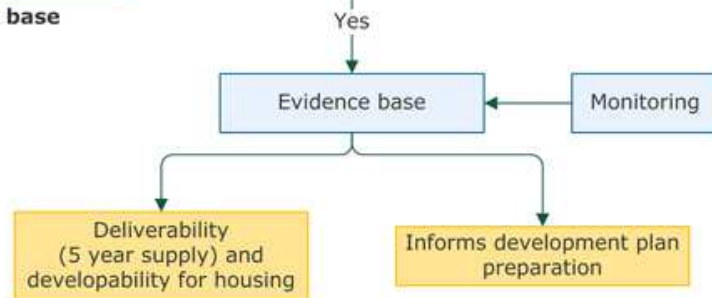
Stage 3 - Windfall assessment



Stage 4 - Assessment review

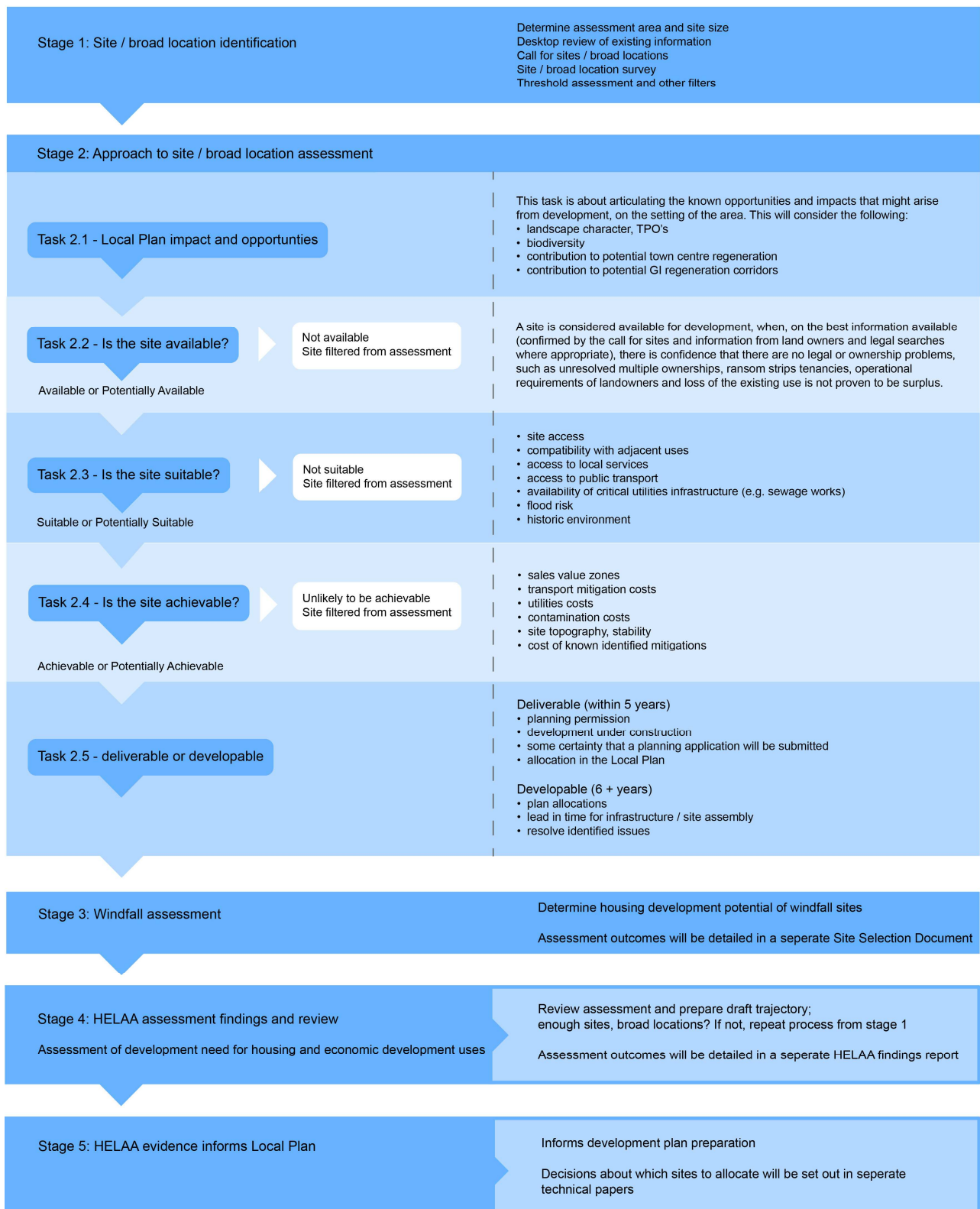


Stage 5 - Final evidence base



Source: <http://planningguidance.communities.gov.uk/wp-content/uploads/2014/land-availability.jpg>

Figure 3.2 MDC HELAA Methodology 2018



4 STAGE 1 SITE IDENTIFICATION

4.1 Introduction

- 4.1.1 The focus of stage 1 is to set out the HELAA assessment area and to identify as many sites as possible to inform the overall HELAA land supply assessment. This also sets out a list of important criteria which would lead to sites being excluded from assessment through the HELAA.

4.2 Geographical area covered by the MDC HELAA

- 4.2.1 Stage 1 identifies that the area selected for the assessment should be the housing market area or the functional economic market area, this can be the local planning authority area, or a combination of two local authority areas or a LEP area. The area covered by the HELAA is based on the administrative boundary of Mansfield District Council instead of the wider Strategic Housing Market Area or the Functional Economic Market Area.

- 4.2.2 An economic relationship does exist with Ashfield District Council, and to a lesser extent with Newark and Sherwood, however it is not proposed at this stage to produce a joint HELAA. As part of the duty to cooperate, neighbouring local authorities were consulted on the HELAA methodology adopted by MDC and there is continuous dialogue and joint working with the neighbouring authorities to inform and shape local plans and evidence base documents.

4.3 Uses included in the HELAA

- 4.3.1 The focus of this HELAA is on those housing and economic uses most likely to come forward in the Local Plan including employment (industrial, office and warehousing), retail (convenience and comparison) and leisure development such as restaurants and hotels.
- 4.3.2 Other developments such as schools, doctor's surgeries, and community facilities are treated as infrastructure and are not included in the HELAA except where an allowance has been made for land allocation to reflect the delivery of this type of infrastructure as part of the development.

4.4 Site identification

- 4.4.1 The sites identified in the HELAA have come from a number of sources. Appendix B lists the various sources, including the call for sites, which have informed the MDC HELAA site identification.

4.5 Call for sites

4.5.1 An initial call for sites took place between 20 July 2016 and 17 August 2016. The type of information sought in the call for sites questionnaire included the following:

- Site details, site ownership and any legal issues;
- Current and potential use, economic viability information;
- Timescales and estimate delivery; and
- Site accessibility, environmental features and any known constraints.

4.5.2 The call for sites is an opportunity for landowners, site promoters and interested parties to submit land for consideration through the HELAA. Sites should be submitted to the Council using the call for sites submission form available on the Council's website. The call for sites has been kept 'open'. Any sites submitted will be assessed as part of the next available HELAA review.

4.6 Site referencing and mapping

4.6.1 All sites identified for the HELAA were incorporated into a purpose built database. All sites were linked to GIS mapping and given a unique site reference number to enable it to be easily identified. Any relevant information included submitted in the HELAA forms was also captured in the HELAA database. The information collected included:

- Site location / name;
- Site size based on GIS mapping;
- Source reference, stage in planning process;
- Land owner, promoter, agent contact details; and
- Proposed use(s).

4.7 Sites excluded at Stage 1 assessment

4.7.1 The PPG is clear that the HELAA should identify as many sites as possible and that sites should not be excluded from the assessment simply because of current policy designations. However, a number of national and local designations and other locational factors have informed the Stage 1 assessment of 'absolute constraints', these include flood plain, SSSI and a minimum site threshold.

4.7.2 Table 4.1 sets out the criteria for excluding sites from the Stage 1 assessment.

Table 4.1 Site criteria used to inform exclusion from the HELAA Stage 1 assessment

Stage 1 Criteria	Reason
<p>Sites with capacity of less than five dwellings or under 0.25ha/500m² of economic development floor space unless a brownfield site proposed for residential use.</p>	<p>Threshold is in accordance with the PPG. Sites of less than 5 dwellings may still come forward through the planning application process.</p> <p>Identified based on plot area and yield estimates.</p> <p>Brownfield sites proposed for residential use will be included in the HELAA to allow production of the Brownfield Register unless other factors indicate it should be excluded.</p>
<p>Not within or adjoining a settlement, or connected to a settlement via a HELAA site or planning consent, or a PDL site.</p>	<p>Only sites which are within or adjoining an existing settlement or are connected to a settlement by another HELAA site, extant planning permission or previously developed site will be considered as part of the assessment.</p> <p>Identified based on GIS mapping data.</p>
<p>Sites within functional flood plains (Flood Zone 3A and 3B) will not be considered for housing or economic development purposes</p>	<p>Land that is in flood zone 3A and 3B proposed for residential and zone 3B for economic development will not be included in the HELAA. Any sites adjacent to flood zones will be carefully considered at Stage 2</p> <p>Identified based on technical flood assessment evidence studies and EA flood mapping.</p>
<p>Nationally significant designated sites – Sites of Special Scientific Interest (SSSI)</p>	<p>Development within SSSI will be excluded from the HELAA. SSSI are protected by law to conserve their wildlife or geology. Any sites adjacent to SSSI will be carefully considered at Stage 2.</p> <p>Identified based on GIS mapping data.</p>
<p>Local Nature Reserves (LNR)</p>	<p>These carry a high level of protection and are designated by MDC under the National Parks and Access to Countryside Act 1949. Sites within proposed LNR will be excluded. Any sites adjacent to a proposed LNR will be carefully considered at Stage 2.</p> <p>Identified based on GIS mapping data.</p>
<p>European Designated Sites - Special Area of Conservation (SAC), Special Protection Area (SPA)</p>	<p>These are strictly protected sites designated under the EC Habitats Directive. Development within these sites will be excluded from the HELAA. Any sites adjacent to these European designations will be carefully considered at Stage 2.</p> <p>Identified based on GIS mapping data.</p>
<p>Scheduled Monuments and Ancient Woodlands</p>	<p>These are irreplaceable historical / ecological assets. Proposed sites for development will be excluded where they fall within ancient woodland. Any sites adjacent to Scheduled Monuments or Ancient Woodlands will be carefully considered at Stage 2.</p> <p>Identified based on GIS mapping data.</p>
<p>Designated Local Green Spaces (LGS)</p>	<p>LGS considered as locally important designations to be safeguarded and once adopted these LGS should have the same protection as Green Belt.</p> <p>Identified based on GIS mapping data.</p>
<p>Garden land</p>	<p>Any land identified as Garden Land will be excluded in line with para 53 of the NPPF.</p> <p>Identified based on GIS mapping data.</p>

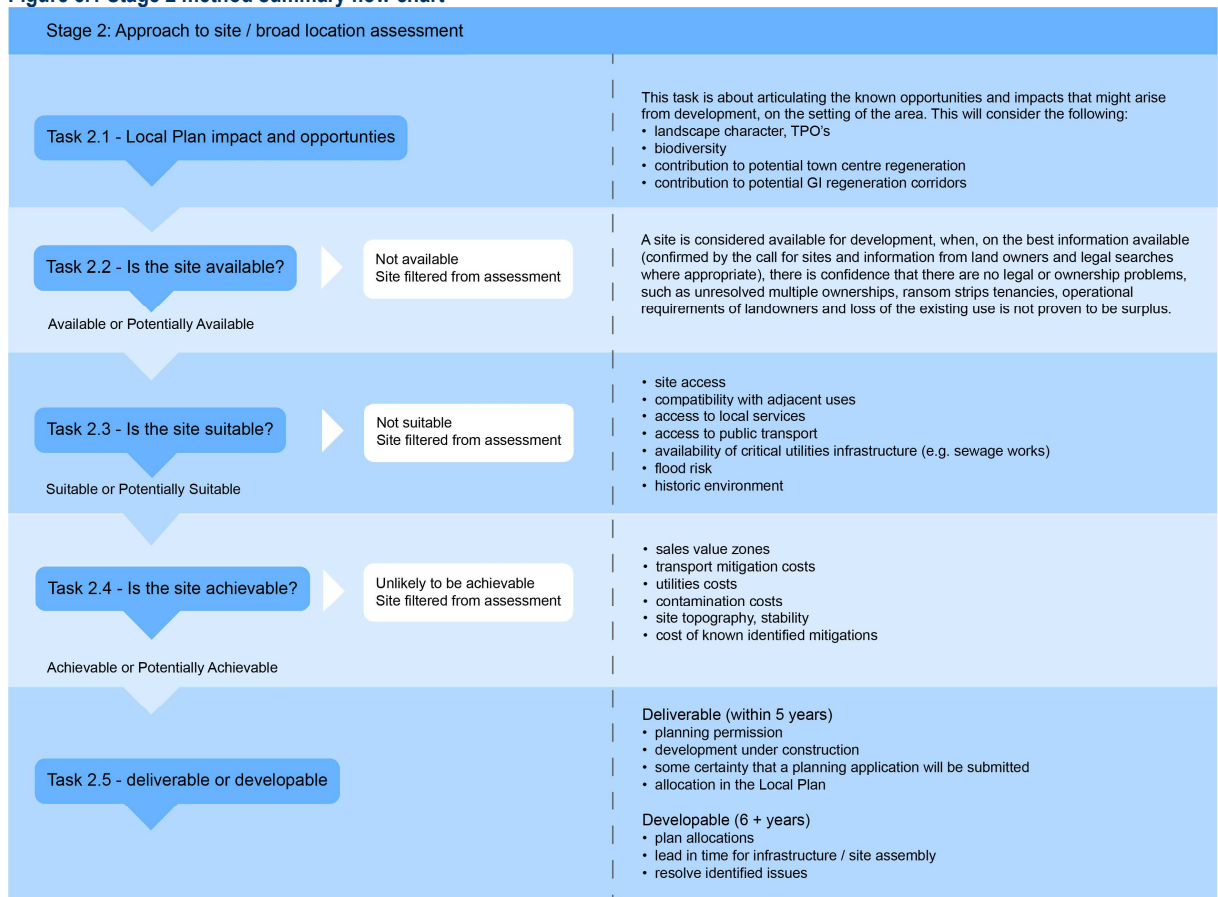
- 4.7.3 Any site that is wholly or mostly affected by any of the criteria in table 4.1 will be excluded from the assessment. Where only part of the site falls within one or more of the criteria, a judgement will be made whether to include the site in the HELAA and the developable area reduced. Where a site adjoins an environmental constraint, sites will not necessarily be excluded from the assessment, but the impact will be considered in more detail at the next stage of assessment.
- 4.7.4 If there are insufficient sites to meet the housing need identified for Mansfield District sites excluded at Stage 1 may be included and assessed through Stage 2.

5 STAGE 2 APPROACH TO SITE ASSESSMENT

5.1 Introduction

- 5.1.1 The bulk of the assessment takes place during stage 2. The focus of the assessment is on determining whether the HELAA sites are considered as ‘available, suitable and achievable’. The Stage 2 assessment also takes account of the findings of the desk review of possible impacts and opportunities that might arise from the development.
- 5.1.2 The other main element of the Stage 2 assessment is concerned with estimating the number of homes or amount of economic floorspace, the timing of when this might come forward, and how any identified constraints might be overcome.
- 5.1.3 Figure 5.1 below summaries the key components of the MDC Stage 2 methodology.

Figure 5.1 Stage 2 method summary flow chart



5.2 General caveats

- 5.2.1 The assessments informing the HELAA are based on known information at the point in time when the assessment is made. The site specific information relating to each site will be updated if and when more information becomes

available. This in turn will refine the delivery, yield and trajectory findings stemming from the HELAA.

- 5.2.2 As part of the on-going detailed assessment, constraints may be identified that could impact on availability, suitability or achievability but this does not necessarily rule a site out completely. Instead of eliminating sites based on high-level information known at this stage, the general approach adopted for the HELAA has been to progress sites forward as part of the stage 2 assessment but to identify these as potentially suitable, available or achievable.
- 5.2.3 However before these 'potential' sites are progressed as possible Local Plan allocations, they may require further investigation and input from the site promoters to demonstrate how the identified issues can be resolved. This will inform the overall risk assessment of the housing trajectory as to whether sites will come forward as anticipated.

5.3 Availability assessment

- 5.3.1 The starting point for the HELAA Stage 2 assessment is to determine if the site is available for development based on assessment of existing use, landowner intention and potential legal issues. Table C1 in Appendix C sets out the type of questions that were considered.
- 5.3.2 The majority of the HELAA sites are likely to be identified through the call for sites, by either a landowner or developer. Information has been sought on any legal, lease, and multiple land ownerships, operational requirements as part of the call for sites form.
- 5.3.3 Where sites have been identified through other routes, and the land ownership details are not currently known, then for the time being these sites have been treated as 'not available'. It is likely that these sites could move to 'available' once a landowner has been identified and confirmation sought to promote the site through the HELAA. This is particularly an issue in the case of potential employment 'in-fill' sites, as owners may not be aware of the HELAA process; as most of these sites are within designated employment areas, they are likely to be considered by the site owners as 'designated' for employment. MDC will attempt to identify and contact landowners to establish their intentions.
- 5.3.4 Where a site has had a previous use, such as a school, playing field, recreation grounds or statutory allotments, then additional evidence may be required to confirm availability and release of existing use.

RAG assessment of availability

- 5.3.5 The findings from the availability assessment will be categorised as set out in table 5.1.
- 5.3.6 A site is classified as ‘not available’ where the landowner has confirmed there is no intention to develop the site, or we have been unable to contact the landowner; the site will be eliminated as part of the Stage 2 assessment. Some sites have been submitted by the landowner or developer so are considered as available. There may be complexities with some sites, such as existing tenancies or multiple landowners; these sites are considered as potentially available, however further information may need to be sought if the site is selected as part of the Local Plan.
- 5.3.7 Sites with extant planning permission have been assessed as available unless other information indicates otherwise.

Table 5.1 Availability RAG assessment categories

Availability RAG assessment	
Available	Confirmation of availability has been received from the landowner and there are no known legal issues or ownership problems.
Potentially available	<ul style="list-style-type: none">• The land is in multiple ownerships and may have site assembly issues.• The land accommodates an existing use that would require relocation but arrangements are not in place or known.• The land is subject to legal issues that could prevent the site from being available in the short-term.
Not available	Land owner(s) has expressed an intention not to develop, or no contact has been made with landowner.
Not Assessed	Availability has not been assessed.

5.4 Suitability assessment

- 5.4.1 The main criteria informing the suitability assessment included:
- Compatibility with the surrounding uses;
 - A high level assessment of highway accessibility;
 - Proximity of existing services (such as schools, shops);
 - Access to public transport;
 - A reasonable prospects of being able to connect to existing utilities infrastructure networks;
 - Flood risk; and

- Impact on the historic environment.

Table C2 in Appendix C sets out the type of questions that were considered.

Transport Panel

- 5.4.2 As part of the suitability assessment, a Transport Panel consisting of specialists from Nottinghamshire County Council highways and public transport team and the consultant team from AECOM (currently working on the MDC transport assessment) met in November 2016 to advise on the approach to take on suitability in the HELAA.
- 5.4.3 The Transport Panel provided an overview of Mansfield District area in terms of identifying areas where there are strategic ‘congestion pinch points’ and ‘highway network capacity’.
- 5.4.4 Sites are initially assessed by officers at MDC using the guidance in the Nottinghamshire Highway Design Guide. Sites may also be assessed by NCC Highways Team to seek their views on site access, including their initial high level views on visibility, highway carriage width, junction spacing, safety and scale of impacts. A copy of the assessment methodology is provided at Appendix D of this report.

RAG assessment of suitability

- 5.4.5 The findings from the suitability assessment will be categorised as set out in table 5.2. Sites with extant planning permission or where planning permission is recently lapsed, have been presumed to be suitable. Sites with no identified constraints are also assessed as ‘suitable’.
- 5.4.6 Sites with constraints that could be overcome with additional work are assessed as ‘potentially suitable’; this could include the need to provide better connections to local facilities, ensure the protection of heritage assets or undertake additional investigations into the proposed means of access. Sites where there are substantial constraints which are likely to act as ‘showstoppers’ to development are assessed as ‘not suitable’.
- 5.4.7 In some instances the suitability may not be assessed, as the site is either not available or achievable.

Table 5.2 Suitability RAG Assessment categories

Suitability RAG assessment	
Suitable	The site offers a suitable location for development and there are no known constraints for the proposed use.
Potentially suitable	The site offers a potentially suitable location for development however further investigation is required.
Not suitable	The site does not offer a suitable location for the proposed development.

Not
Assessed

Suitability has not been assessed.

5.5 Achievability assessment

- 5.5.1 Achievability considerations seek to assess whether there is a reasonable prospect that the particular development will be built on the site at a particular point in time. This is essentially a judgement about the economic viability of a site and the capacity of the developer to complete and sell or rent the development at a suitable profit, meet the landowner expectations regarding returns and meet policy / infrastructure requirements. Table C3 in Appendix C sets out the type of questions that were considered.
- 5.5.2 The achievability considerations will be affected by the balance between the value and cost considerations, including:
- **Value consideration** – attractiveness of location, anticipated sales values, rentals, level of market demand, existing uses, adjacent uses, potential alternative uses, density, developable area, dwelling mix and rate of sales, etc.
 - **Cost considerations** – site preparation costs, implications of any physical constraints, abnormal works necessary, scale of site opening infrastructure, strategic infrastructure requirements, site mitigation costs, relevant planning obligations, land costs, developers profit expectations, finance costs, national housing standard requirements etc.
- 5.5.3 The achievability assessment was informed by a review of the type of development taking place in Mansfield District, density, infrastructure requirements, the location where development is taking place, sales value heat mapping of current sales values, a discussion with individual developers and property agents (residential and commercial sector), consultation with MDC's in-house teams including Property, Architects, Development Management, Housing and local authority Members to understand the value and cost influences specific to delivery in Mansfield District.
- 5.5.4 The same availability and suitability criteria were applied for employment uses. For the achievability assessment, a view was taken on the whether the location was considered to be in an attractive location for employment. The primary factors informing this was highway accessibility (particularly to the MARR), proximity to established employment areas and commercial agent feedback of the preferred locations for employment within the District.

RAG assessment of achievability

- 5.5.5 The findings from the achievability assessment will be categorised as set out in table 5.3 below. The assessment is based on a balanced judgement of the site values against the development costs. Where, on balance the values are highly likely to exceed the cost of development it will be categorised as 'achievable' at this stage in the development process. Where the judgement

on values against development costs is more finely balanced the site will be assessed as 'potentially achievable'.

- 5.5.6 Where, on balance, it is considered that the value of the site will not exceed the development costs the sites will be assessed as 'unlikely to be achievable'. This may be because the site has abnormal requirements for access or infrastructure provision but may also reflect the expected lower sales values in that particular location. As this is a high level judgment detailed assessment of the site by the landowner maybe able to demonstrate that the site is at least potentially achievable. There is also the possibility, for brownfield sites, of some form of regeneration intervention.
- 5.5.7 Extant planning permissions have also been assessed to establish achievability. Consented schemes where there has been no evidence of recent completions or construction activity have been assessed as no longer being realistically achievable or deliverable and have been classified as 'unlikely to be achievable'; sites where there have multiple repeated applications over a number of years without development have been carefully assessed to ensure they are tryely achievable. This ensures a cautious approach to estimating the overall supply, though these sites could still come forward.
- 5.5.8 In some instances the achievability may not be assessed, as the site is either not available or suitable.

Table 5.3 Achievability RAG Assessment categories

Achievability RAG assessment	
Achievable	The site appears to have a realistic prospect of achievability.
Potentially achievable	The site appears to be marginally achievable.
Unlikely to be achievable	The site appears not to have a realistic prospect of achievability.
Not Assessed	Achievability has not been assessed.

5.6 Impacts and opportunities assessment

- 5.6.1 Whilst the revised HELAA methodology has sought to keep the availability, suitability and achievability assessments fairly focused, the methodology has also captured a wide range of 'Impacts and Opportunities' based on desk review evidence that might affect any potential development on the HELAA site. This is intended to inform the HELAA assessment and also contribute to the on-going development considerations presented by the HELAA site as it progresses through the planning system.
- 5.6.2 The type of information captured under impacts and opportunities relates to:

- Potential contribution the site can make to enhancing strategic green infrastructure routes
- Contribution to wider regeneration plans for an area
- Potential scope to improving the quality or identified deficiencies of open space
- Play or allotment provision
- Contribution to improving the biodiversity

5.6.3 The following have also been captured under the impacts and opportunities section:

- Potential mineral safe guarded areas,
- Potential Coal Authority identified high risk development areas,
- Areas that maybe be at risk of land contamination,
- Agricultural land classification

5.6.4 These designations have been identified, not so much as to prevent development, but to inform areas where further investigations and consultations with the lead stakeholders and site promoters maybe required. Initial consultations have been initiated with the Coal Authority, Nottinghamshire County Council as the Minerals authority, the Environmental Health team at MDC and Natural England to further understand the designations and their impacts and these will be progressed as necessary.

5.7 Housing and employment yield of the reasonable alternatives

5.7.1 All sites that have been assessed as available, suitable or achievable (or potentially so) in stage 2 form part of the pool of 'reasonable alternative' sites. These sites are considered as potentially appropriate to take forward to inform the Local Plan allocation. The next stage is to estimate the housing and employment yield stemming from the reasonable alternative sites.

5.7.2 The assumptions informing the yield assessment have been guided by a review of past delivery, consultation with developers and other technical assessments to inform the employment and housing land studies for MDC. The approach adopted in informing the yield assumptions are set out below.

Plotted site area

5.7.3 The starting point in arriving at the yield assessment is to identify the overall site 'plot area' in gross hectares; this is identified on a map for each HELAA site.

Gross developable area

5.7.4 Consideration is given to any features or designations that might reduce the area that could be developed. Where appropriate an estimated percentage of the site area has been deducted from the plotted area for such features. This is based on a high level estimate and will be refined if the site progress through the planning system. Where no such features are identified, the gross developable area and the plotted site area will be the same.

Gross to net developable area for residential use

5.7.5 A gross to net development ratio was applied to the gross developable area to arrive at an estimate of the net developable area for residential development. The percentages applied to arrive at the net area are set out in table 5.5 below; these are based on a review of past delivery of planning applications in MDC over the last five years and developer consultations.

5.7.6 The net reductions allow for a general allowance for on-site infrastructure such as Sustainable Urban drainage (SUDs), roads, schools, open spaces, green infrastructure etc. A review of past applications indicates that the gross to net allowances in many area is less than the percentages assumed, however, to reflect the possible need for future on site requirements for SUDs and green infrastructure, the HELAA has adopted a cautious approach to reflect the fact that in the future infrastructure requirements and land allowances may be required on site for SUDs and green infrastructure which developers may not have been used to providing in the past.

Table 5.5 Residential developable area assumptions

Site area	Gross to net ratio
< 0.5 ha	100%
0.5 ha – 5.00 ha	85%
5.00 ha – 10.00 ha	75%
10.00 ha – 25.00 ha	65%
25.0 – 35.0 ha	60%
35.00 ha >	55%

Density assumptions for residential use

5.7.7 After reviewing the range of past consented sites and type of unconsented development sites coming forward, a simplified District wide average rate of 35 dph (based on the net developable ha) has been adopted for this HELAA. It is accepted that there will be site specific variations, but at a plan level, it is considered that the 35 dph (net) provides a realistic assumption to inform the overall yield assessment without adding additional layers of complexity.

- 5.7.8 Where the site promoters have provided an estimate of the potential yield, this has been 'sense tested' and if considered appropriate, the HELAA assumption has been overridden. A cautious approach has been adopted to avoid the risk of over estimating the potential housing supply. Where a site has an extant planning permission the figure that has been approved has been used.
- 5.7.9 Appendix E sets out the findings of a review of densities based on planning applications submitted in the District over the past five years. This shows that densities vary considerably throughout the District. At a site specific level a number of factors will determine the density of the scheme including the market demand, sales values, plot constraints, net developable areas, type of property being built and land value.
- 5.7.10 Appendix E shows that the overall average net density across the district is approximately 37 dph. The averages for brownfields sites are generally higher at around 41 dph (net), and greenfield sites are around 33 dph for Mansfield (and considerably lower at 26 dph in Market Warsop). The assumed figure of 35 dph (net) is slightly lower than the District average of 37 dph.
- 5.7.11 The option of adopting a greenfield and brownfield density variation and Mansfield and Market Warsop variation was considered. However, after taking account of the sites coming forward, and developer consultations it was decided to adopt a single net density assumption. In the case of Market Warsop the majority of the HELAA sites are already within the planning pipeline and so the yield assumptions for these will be informed by planning applications.
- 5.7.12 Developers have stated that in lower market value areas, they would seek to increase density to enable their schemes to move to a more viable position (of around 35 dph to 40 dph), whilst in higher values areas, densities are generally reduced to create slightly larger, more expensive house types (of around 30 to 35 dph). As values vary considerably within the District, it is likely that densities will vary too; based on this it is considered that the 35 dph provides a robust figure for the type of schemes coming forward. This does not mean that all schemes at a site specific level will be consented at this level, as account for layout, design, access to green infrastructure and open space will be taken account of.
- 5.7.13 It should be noted that the density and developable area assumptions informing this HELAA should not be assumed as policy or translated to site specific schemes. The density and design of schemes at a site specific level will need to take account of the site constraints, mitigations, opportunities, layout, accessibility to green infrastructure and open space as well as viability.

Employment gross to net development assumptions

- 5.7.14 Table 5.4 above also sets out the development assumptions adopted for the various employment uses.
- 5.7.15 For economic uses a 40% gross to net ratio assumption has been applied. This means that 40% of the site area will be allocated for the building, whilst

the rest of the site will be used for car parking, landscaping and the like. At a site specific level this ratio will vary and will reflect the needs of the end user, proximity to employees and accessibility, and type of vehicles and plant needed to service the site.

- 5.7.16 The ratio is more relevant to out of town centre locations than to town centre, but as the bulk of the HELAA sites coming forward for these uses are in out of town locations this approach is considered robust. There is scope to override this for areas where there is clear evidence that the gross to net ratio may be much higher.
- 5.7.17 Where a promoter has provided a site area estimate or there is a planning application with floor space details then this has been used. In the case of leisure uses, the same assumptions have been applied as employment space and the result has been captured as net developable ha. However in reality, leisure uses and floor space can vary considerably and should be treated with care, as each use will be assessed differently.

Deliverability, developability and housing trajectory

- 5.7.18 Each site that passes the stage 2 assessment of availability, suitability and achievability is then categorised as being either 'deliverable or developable' and this in turn informs the housing trajectory. The definition of deliverable or developable is set out in the glossary to the NPPF.
- 5.7.19 Sites that are considered to be 'deliverable' are expected to come forward in the first five years of the plan. For the purpose of the MDC HELAA assessment, a housing site is described as being 'deliverable' if it has detailed planning permission (either full planning permission or outline permission with reserved matters permission). If there is clear evidence that a consented scheme is unlikely to be implemented within the next five years then it has not be included in the 'deliverable' element of the housing trajectory.
- 5.7.20 Sites with outline permission, permission in principle or allocated in the Local Plan may only be classed as deliverable if there is clear evidence that homes will be completed during the first five years. This evidence could include statements of common ground between the local planning authority and the developer/landowner setting out delivery intentions, anticipated start dates, build rates and infrastructure requirements. It is generally expected that sites without detailed permission will not be classed as 'deliverable'.
- 5.7.21 'Developable' sites are those sites likely to come forward after year 6. For the HELAA assessment, where the site promoters provided no indication, a judgement was taken on when a site might be expected to come forward in the plan period. This judgement was informed by the scale and complexity of the scheme and what needs to happen for homes to start being built.
- 5.7.22 In house research shows that the length of time between an application being submitted and the first homes being completed varies based on the size of the site. A judgement on a likely timeframe for the submission of a planning

application and the following figures used to establish the likely timeframe for the first completions:

- 5 to 9 homes – 2 years following submission;
- 10 to 49 homes – 3 years following submission; and
- 50 to 500 homes – 4 years following submission.

5.7.23 This takes account of the determination of the planning application, agreement of any s106 obligations, the need to market the site to housebuilders, submission and agreement of reserved matters, discharge of pre-commencement conditions and opening up works. Account will also be taken of any site specific information where known. For larger sites a bespoke assessment will be used based on specific local knowledge.

5.7.24 The approach to deliverability and developability takes into account any site-specific considerations, and any legal or physical constraints identified from the Stage 2 assessment. If there are multiple land ownerships without a legal agreement in place or complicated infrastructure requirements, then the scheme has been presumed to come forward later in the plan period. This is not to say that sites might not come forward sooner, however, based on the information currently available a cautious approach is justified for the HELAA trajectory and can be refined later.

5.7.25 The assessment of deliverability and developability has considered what action would be needed to overcome the identified constraints. Where there are uncertainties these have been acknowledged and if the site progresses to be allocated in the Local Plan then further work may be required with the site promoters to better understand any issues or challenges.

Build rate assumptions

5.7.26 The stakeholder consultations, including developers and land owners, independent research at the national level and a review of past delivery have informed the build rate assumptions for the HELAA housing trajectory. The following delivery rates have been assumed as a rule of thumb:

- 5 to 9 homes – assume complete in a single year
- 10 to 49 homes – 10 to 20 dwellings per annum
- 50 to 500 homes – 25 dwellings per annum per developer with a max of 2 developers per site

On larger sites it would be reasonable to expect three or four developers at any one point in time, each building approximately 25-30 dwellings, normally with gradual build up, aligned with infrastructure delivery. Figures provided by developers and landowners have been used following a sense check to ensure they are realistic.

5.7.27 The total annual delivery on any one site may be impacted by the availability of other similar schemes nearby and the level of market demand in Mansfield District at any point in time. This will need to be monitored as part of the Annual Monitoring Report and where relevant the trajectory will be adjusted.

5.8 Older person housing

5.8.1 The HELAA model has been set up to capture data for older person and assisted living housing where this is provided. However, at this stage in the process, very few HELAA submissions provide details of the type of housing development proposed. Going forward, this work will be refined and aligned with the Annual Monitoring Report to provide a more focused approach to capturing the information relating to the different types of housing provided to meet the needs of the District's ageing population.

5.9 Monitoring and update

5.9.1 The assumptions informing the HELAA yield assessments and build out rates will be kept under review through the information that is captured for in the MDC Annual Monitoring Reports (AMR). The HELAA will be reviewed annually, and information on sites updated where necessary. THE AMR will also be used to track progress on allocated sites and the work required to deliver homes.

Appendix A Summary of changes to the HELAA Methodology

A.1.1 The key change has been to the approach to 'deliverable' and 'developable' found in paragraphs 5.7.18 to 5.7.21 above. This change is the result of the updated definition of deliverable found in the glossary to the NPPF. The implications of this change will be shown in the Trajectory and Five Year Housing Land Supply.

A.1.2 There are no other substantive changes to the methodology or approach taken although some changes to the text have been made to more clearly set out the methodology or approach.

Appendix B Sources informing HELAA sites

B.1.1 Table B1 summaries the main sources of identifying potential HELAA sites.

Table B1 Sources informing the HELAA sites

Sources informing HELAA sites identification	
1	Pre-application inquiries
2	Undetermined planning applications, including those subject to S106
3	Planning application refusals or withdrawn
4	Unimplemented / outstanding planning permissions for housing and employment buildings
5	Expired planning permissions
6	Housing and Economic Development sites under construction
7	Prior Approval Certificate including Office to Residential, Retail to Residential and any other updates to permitted development rights
8	Existing or emerging Local Plans/Development Plan Documents or Neighbourhood Plan allocations that have not received planning permission
9	Housing and economic development sites put forward during a "Call for Sites" consultation and throughout the Local Plan production
10	Vacant and derelict land/buildings
11	Land owned by the various Councils (MDC and NCC)
12	Surplus and likely to become surplus public sector land
13	Sites already within the SHLAA (HELAA) process and those identified in the call for sites
14	Sites identified in a recent Employment Land Review 2017
15	Internal site suggestions from Planning Officers and other Officers e.g. Housing Officers, Asset, Leisure Officers etc.
16	Sites put forward by Registered Social Landlords
17	Additional opportunities for established uses (e.g. making productive use of under utilised facilities such as garage blocks)
18	Business requirements and aspirations
19	Sites in rural locations
20	Large scale redevelopment and redesign of existing residential or economic areas
21	Sites in and adjoining villages or rural settlements and rural exception sites
22	Potential urban extensions and new free standing settlements

Source: MDC HELAA 2017

Appendix C Stage 2 assessment criteria

C.1.1 Tables C1, C2 and C3 set out the Stage 2 HELAA assessment criteria

Table C1 Availability assessment

Stage 2 Availability Assessment		
Criteria	Assessment	Questions
1. Current Use	<ul style="list-style-type: none"> The site derelict or undeveloped The site is underutilised The site is in active use / occupied 	<ul style="list-style-type: none"> Is the site currently in use (excluding agriculture)? Is the whole site in use? Would any existing users / tenants need to be relocated? Does this affect the likelihood or the timescale of development?
2. Intention / ownership	<ul style="list-style-type: none"> Confirmation from landowner/developer that site available; Site understood to be available or highly likely to be; Confirmation from landowner/developer that site is not available or or highly likely not to be. 	<ul style="list-style-type: none"> Is there an intention by the landowner to sell / develop? Is there a housebuilder in place to bring forward the site?
3. Legal / Landowner Constraints	<ul style="list-style-type: none"> No Unknown Yes 	<ul style="list-style-type: none"> Are there existing tenants who have agreements for the site? Are there potential ransom strips which affect access to the site? Are there multiple landowners? If so, is there evidence that these have been, or are being, addressed / overcome?
4. Availability Conclusion	Available	Confirmation of availability has been received from the landowner and there are no known legal issues
	Potentially Available	The site is understood to be available although this has not been formally confirmed with the landowner. The land has multiple landowners, existing occupiers which require relocation or legal

		issues which could affect if and when the site is available for development.
	Not Available	Confirmation has been received that the site is not available or there is insufficient evidence that identified constraints have been or will be addressed.
	Not assessed	Availability has not been assessed.

Table C2 Suitability criteria

Stage 2 Suitability		
Criteria	Assessment	Notes
1. Access to the site	<ul style="list-style-type: none"> • Access is possible • There are potential access constraints but these could be overcome • No possibility of creating access 	<p>A site with no access or without the potential to provide an access cannot be considered suitable for development.</p> <p>Assessment to be carried out in accordance with methodology in Appendix D.</p>
2. Compatible with adjoining uses	<ul style="list-style-type: none"> • Development would be compatible with adjoining uses • Development of the site could have issues of compatibility with adjoining uses • Neighbouring/adjoining uses would be incompatible with the proposed development type with no scope for mitigation 	<p>New development should be compatible with its surrounding uses e.g. in terms of noise, air quality, odour, light affecting amenities.</p>
3. Accessibility to local services and public transport	<ul style="list-style-type: none"> • Development is located within a 10min walk to local services and / or within 400m of a bus stop • There is scope for the development to provide local services and / or a bus stop within 400m • Development is located further than a 10 minute walk to local services and / or 400m of a bus stop 	<p>Accessibility of a site to local services and facilities by means other than the car and the extent to which development might provide new services or enhance sustainable accessibility to existing ones are important considerations in determining the suitability of a site for development. They will also have a bearing on market attractiveness, for example the proximity of a site to local schools.</p>

4. Critical Utilities Infrastructure	<ul style="list-style-type: none"> Existing utilities in close proximity Utilities likely to require further connectivity No existing utilities in close proximity 	The accessibility of utilities, particularly wastewater network and treatment facilities, is critical to the development of a site. Utility providers may be consulted as part of this assessment to understand deliverability of utilities infrastructure to service the site.
5. Loss of existing use not proven to be surplus	<ul style="list-style-type: none"> Development of the site would not result in the loss of an existing use, or the current use is surplus. Development of the site would result in the loss of an existing use but can be replaced locally Development of the site would result in the loss of an existing use which is not surplus to requirements 	Loss of existing uses such as open space, employment, retail or other uses will be considered against existing evidence to support their release.
6. Flood Risk	<ul style="list-style-type: none"> There is a low level of flood risk There is a moderate level of flood risk There is a high level of flood risk 	Sites and / or areas within sites at risk of flooding should be avoided inline with the sequential test. This will also help identify sites where there is a requirement for flood defences and / or SUDS which may affect viability.
7. Historic Environment	<ul style="list-style-type: none"> There is unlikely to be harm to significance There is the potential for harm to significance There is the potential for substantial harm to or total loss of significance 	Developments which are likely to cause substantial harm to or total loss of heritage assets (including listed buildings, conservation areas, and non-designated heritage assets) should be avoided. This will also help identify sites where additional costs may be required to conserve or enhance the heritage assets affecting viability.
Suitability Conclusion	Suitable	The site offers a suitable location for development and there are no known constraints for the proposed use.
	Potentially suitable	The site offers a potentially suitable location for development however further investigation is required.
	Unsuitable	The site does not offer a suitable location for the proposed development.
	Not assessed	Suitability hasn't been assessed.

Table C3 Achievability criteria

Stage 2 Achievability Assessment		
Criteria	Assessment	Notes
1. Sales Values / market demand	<ul style="list-style-type: none"> • Sales values are likely to be high • Sales values are likely to be medium • Sales values are likely to be low 	<p>Overall sales values impact on the viability of development and overall deliverability. For residential uses this is based on an analysis of house prices achieved across Mansfield which identifies whether there are high, medium or low.</p> <p>For employment uses a view is taken on whether the location is considered to be in a strong, moderate or weak location based on proximity to the MARR and M1 and nearby employment uses.</p>
2. Potential cost of access to the site	<ul style="list-style-type: none"> • Likely to require low transport mitigations / costs • Likely to require a medium level of transport mitigations / costs • Likely to require a high degree of mitigation / costs 	Potential mitigations and costs will affect the overall development viability.
3. Contamination, land stability and topography costs	<ul style="list-style-type: none"> • Likely to require low level mitigation / costs • Likely to require medium level mitigation / costs • Likely to require a high degree of mitigation / costs. 	Existing information relating to contamination and ground stability will be used to identify sites that are potentially, or known contaminated or affected by ground stability. The Councils Environmental Protection team may be consulted to inform this assessment.
4. Costs of known identified mitigations / education infrastructure requirements	<ul style="list-style-type: none"> • Likely to require low level mitigation / costs • Likely to require medium level mitigation / costs • Likely to require a high degree of mitigation / costs. 	Known issues around infrastructure costs e.g. utilities, education and other identified mitigations inform the scale of likely costs affecting the site.

Achievability Conclusion	Achievable	The site appears to be viable
	Potentially Achievable	The site appears to be marginally viable
	Unlikely to be achievable	The site appears not to be viable
	Not assessed	Achievability hasn't been assessed.

Appendix D Highway access methodology

D.1.1 The criteria set out in tables D1 and D2 have informed the highway accessibility assessment for the housing sites considered through the HELAA process. The criteria is taken from the Nottinghamshire Highway Design Guide¹.

D.1.2 These are assumptions and judgements for plan making only; detailed proposals submitted as part of future planning applications may show that in some circumstances alternative access arrangements are suitable and/or necessary. Applications will be determined against the standards in place at that time and subject to detailed transport assessments.

Table D1 Road width and access point criteria

Number of Homes	Width of highway (carriageway and footway)	Points of Access	Supporting Information
Under 50	8.8m	1	None required
50-149	9.5m	1	Up to 80 – Transport Statement 80-149 – Transport Assessment and Travel Plan
150-399	9.5m	2	Transport Assessment and Travel Plan
400 – 1000	10.75m	2	Transport Assessment and Travel Plan
If to be used by a bus – minimum of 10m (subject to tracking assessment) If serving a school – minimum of 10.75m			

Source: Adapted from Table DG1 and Table PDP1.

Table D2 speed and visibility criteria

Speed Limit of Road	Visibility Required (HGVs and Buses)
20mph	27m
30mph	47m
40mph	73m
50mph	160m
60mph	215m
70mph	295m

Source: Adapted from Table DG4²

Approach used for the HELAA assessment

¹ <https://www.nottinghamshire.gov.uk/transport/roads/highway-design-guide>

² In some cases the speed of the road figure has been rounded down. In these cases, the higher visibility splay standard has been used.

D.1.3 For each site the following should be identified:

- a. Likely points of access to the public highway
- b. Speed limit of the access road
- c. Number of homes to be served (including new and existing homes)

D.1.4 Criteria set out in tables D1 and D2 above are used to identify the following:

- d. Width of access required;
- e. Number of access points required;
- f. Visibility splays required at access points;
- g. Supporting information.

D.1.5 This information can then be used to establish whether access can be achieved. Judgements should be based on a desktop assessment using Google Streetview and GIS mapping. A site visit may also be carried out to confirm the desktop assessment.

D.1.6 The highway engineers will use this approach to assess the whether a signalised junction or roundabout may be required based on the speed and level of the traffic at the point of access.

Appendix E Review of past density

Table E1 Sets out the findings of a review of density of planning applications received in Mansfield district during the five years prior to HELAA methodology first being drafted. The findings are distinguished by brownfield and greenfield sites and for Mansfield Urban Area and Warsop Parish.

