

Wokingham Borough Council

Housing and Economic Land Availability Assessment (HELAA)

November 2021

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1. INTRODUCTION

- 1.1. This Housing and Economic Land Availability Assessment (HELAA) forms part of the evidence base used in preparing the Local Plan Update. It specifically considers the suitability, availability and achievability of land for development, and in so doing assists in the identification of a pool of land that might reasonably form part of potential strategies to manage development.
- 1.2. It is important to note that the HELAA is a purely technical exercise. It examines the potential of land from a 'policy off' approach. The HELAA does not determine the strategy that is chosen to manage development. Nor does the HELAA in itself determine whether a site or sites should be allocated for development as part of a strategy. The decision on the strategy to managing development, and the sites that might be allocated to support that, will be made through the emerging Local Plan Update.
- 1.3. This HELAA uses the base date of 31 March 2021 for planning commitment data for the assessment. This assessment superseded previous studies.

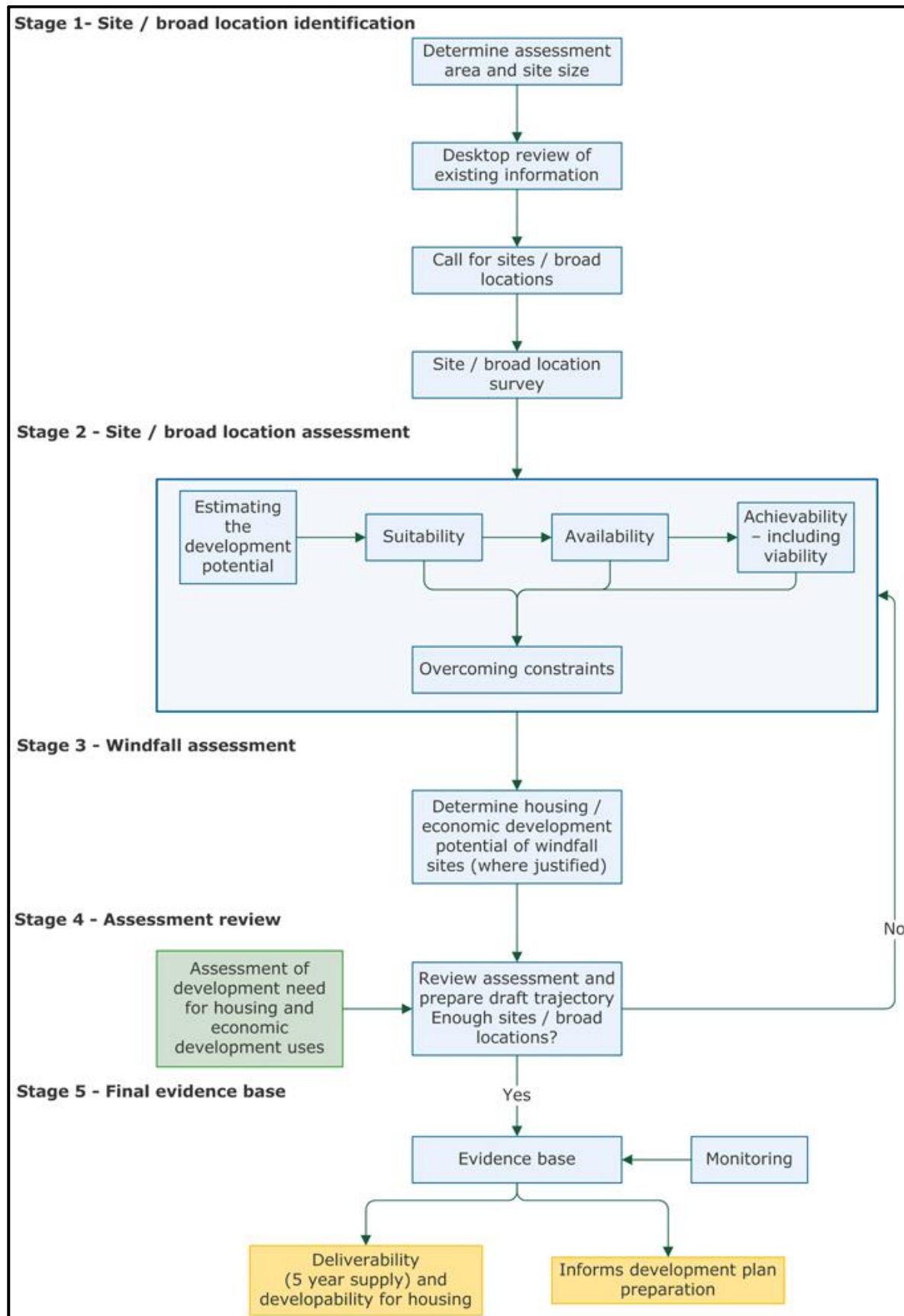
National Policy and Guidance

- 1.4. The National Planning Policy Framework states that local plans should set out an overall strategy for the pattern, scale and design quality of places, and make sufficient provision for uses including housing, employment, retail, leisure and other commercial developments.
- 1.5. Understanding where land might be available and suitable for development is key to understanding realistic choices for managing development.
- 1.6. With regards to housing, the NPPF states:

*"Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability."*¹
- 1.7. The HELAA process represents a combination of the assessment of the supply of land for housing and economic development. This means that a single exercise identifies the uses that are most appropriate for a site. This combined approach is advocated by the Planning Practice Guidance (PPG): Housing and economic land availability assessment.
- 1.8. The PPG sets out more detail on carrying out HELAA. This includes defining the purpose as listed below and a basic methodology:
 - Identify 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 (availability, achievability and deliverability).
- 1.9. Figure 1 is a reproduction of the flow chart from the PPG illustrating the basic methodology for undertaking HELAA.

¹ NPPF (2021), paragraph 68.

Figure 1 - Basic HELAA methodology (Source: Planning Practice Guidance)



- 1.10. To supplement the basic methodology, a joint Berkshire Housing and Economic Land Availability Assessment Methodology (2016) was agreed by the Berkshire authorities of Reading Borough Council, Royal Borough of Windsor and Maidenhead, Slough Borough Council, West Berkshire Council and Wokingham Borough Council. Bracknell Forest Borough Council (BFBC) did not sign up to the methodology, because work was already underway on their own study, but BFBC contributed to discussions around the approach, and it is considered that the two approaches are largely compatible.
- 1.11. Stakeholders, including the development industry and neighbouring authorities, were consulted on the draft methodology.
- 1.12. The main stages of the joint methodology broadly follow that set out in the basic methodology, being:
- Stage 1 – Identification of sites and broad locations.
 - Stage 2 – Site/broad location assessment.
 - Stage 3 – Windfall assessment.
 - Stage 4 – Assessment review.
 - Stage 5 – Final evidence base.

2. STAGE 1: SITE IDENTIFICATION AND BROAD LOCATIONS

2.1. Stage 1 of the HELAA process is to identify sites and broad locations for subsequent further assessment. The stage is divided into 4 steps;

- Determining site size
- Desktop review of existing information
- Call for sites/broad locations
- Site/broad locations survey

Determining site size

2.2. It is important to identify a lower limit to the size of site that will be considered in this assessment, as otherwise this assessment would take in an unmanageable number of sites.

2.3. At the time of publication, the basic methodology included advisory thresholds of residential site being capable of accommodating 5 or more dwellings, or other land uses of 0.25ha capable of accommodating 500m² of floorspace.

2.4. For Wokingham Borough, an indicative capacity of 10 dwellings has been used for residential promotions, and 0.25ha for other types of development. Exceptions to the indicative thresholds have been made for land promoted for Gypsy and Traveller pitches and land within town centres, where a higher level of development might be anticipated from smaller sites.

Desktop review of existing information

2.5. In addition to land specifically promoted for development by the landowner, there are many potential sources of sites or broad areas for consideration in the HELAA. These include:

- Existing sites allocated in adopted development plan documents.
- Sites with existing planning permission which were either not started or under construction.
- Planning applications that have yet to be determined, or sites where planning applications were withdrawn or refused.
- Land in local authority ownership which is likely to become surplus to operational requirements.
- Vacant and derelict land.

Call for sites

2.6. The council publicised formal 'Call for Sites' from 11 January 2016 to 5 February 2016 and from 9 May 2016 to 3 June 2016.

2.7. Subsequently, the council has invited further site promotions through all consultation exercises and continued to accept land promoted when approached.

2.8. Sites which have been promoted, but which have gained planning permission and have commenced on or before 31 March 2020, have been considered separately to avoid potential for double counting with housing commitments.

2.9. All sites submitted prior to the publication of the Revised Growth Strategy in November 2021 have been included in this HELAA and assessed in accordance with the methodology.

Site / Broad Location Survey

- 2.10. The PPG advises that all sites (subject to a site size threshold) should be assessed against national policies and designations to establish those which have reasonable potential for development and should be included in the site assessment.
- 2.11. There may be some sites which, when taking into account national policy and designations, it will not be appropriate to carry out these more detailed assessments for, where it is clear that they will not be suitable for development.
- 2.12. The joint methodology agreed several types of sites which would generally be excluded from further assessment. These are sites which are significantly constrained by one or more of the following criteria and would inhibit the potential development of the site:
- Functional flood plain
 - Special Area of Conservation
 - Special Protection Area
 - Within 400m of the Thames Basin Heaths SPA
 - RAMSAR
 - Site of Special Scientific Interest (SSSI)
 - Suitable Alternative Natural Greenspace (SANG)
 - Ancient woodland
 - Notified safety zones
- 2.13. Where a site is partially constrained by one of the above criteria, such as the functional flood plain, a judgement is made as to whether the remaining unaffected area provides a reasonable developable area. Where this is the case, the site will proceed to more detailed assessment, recognising that part of the site is unlikely to be developed.
- 2.14. It should be noted that since the publication of the previous HELAA (January 2020), the notified safety zones (in this case called the Detailed Emergency Planning Zone) for AWE Burghfield has been reviewed and extended to cover a larger area incorporating the villages of Grazeley, Three Mile Cross and Spencers Wood. The potential impact on the suitability of sites within the Detailed Emergency Planning Zone has been considered in initial suitability sift.
- 2.15. The sites excluded from further consideration are listed in Table 1 below.

Table 1: Sites excluded at Stage 1

Site Ref	Site Name	Area (ha)	Reason For Exclusion
5AR016	Land adjoining Hunters Point, Hughes Green	0.09	Site below minimum capacity / size threshold
5FI014	Land to the rear of 6-8 The Village	0.12	Site below minimum capacity / size threshold
5HU042	Land at the junction of Davis Street and Dunt Lane	0.12	The site has permission for permanent GRT pitches.
5SH012	Land at Cutbush Lane, Shinfield	0.22	Site below minimum capacity / size threshold
5SW008	Arkley, Lambs Lane	0.03	Site below minimum capacity / size threshold
5SW022	Land at Swallowfield Street	0.24	Site below minimum capacity / size threshold

Site Ref	Site Name	Area (ha)	Reason For Exclusion
5WI003	498 Reading Road	0.1	The site has prior approval for the promoted use / Site below minimum capacity / size threshold
5WI016	9 Winnersh Gate	0.14	Site below minimum capacity / size threshold
5WK021	Land at the Bowers	0.23	Site below minimum capacity / size threshold
5WK033	Land adjacent to 229 Barkham Road	0.08	Site below minimum capacity / size threshold
5WW012	Land to the east of Heathlands Road	0.13	Site below minimum capacity / size threshold

3. STAGE 2: SITE AND BROAD LOCATION ASSESSMENT

3.1. Stage 2 of the HELAA process assesses the development potential of each of the sites that were not excluded during Stage 1. This was carried out through a combination of desktop assessments and site visits. The stage is divided into 6 steps:

- 2a – initial suitability sift
- 2b – estimating development potential
- 2c – assessing suitability
- 2d – assessing availability
- 2e – assessing achievability
- 2f – assessing deliverable and developable potential

3.2. Where a site or land has been promoted for multiple potential uses, e.g., retail and residential, these have been assessed separately.

Approach to assessment

3.3. Where it has been considered appropriate, individual sites have been clustered together with nearby sites for the purpose of assessment. This is to make the later stages of the assessment process more efficient by reducing repetition.

3.4. The potential of large clusters to provide for strategic scale development is recognised within the assessments. To assist this process, the council commissioned masterplanning studies to inform the opportunities, constraints, infrastructure ask and high-level viability of the following areas:

- Grazeley
- Twyford / Ruscombe
- Barkham Square
- Ashridge
- Hall Farm / Loddon Valley
- South Wokingham

Step 2a – Initial suitability sift

3.5. An initial sift was applied to provide a further proportional assessment of sites.

3.6. The initial suitability was applied to exclude further detailed assessment of sites which:

- Had received planning permission for the promoted use.
- Were poorly related to the form and pattern of the existing settlement, for example by being distant or otherwise detached from a settlement.
- In the case of residential use, were within the Detailed Emergency Planning Zone (DEPZ) around AWE Burghfield.

3.7. A judgement was applied to those sites that were recognised as being adjacent to (or close to) an identified settlement and took account permanent physical features on the ground such as major roads.

3.8. Exceptions were made for sites which were detached from an existing settlement where one of the following applied:

- Site was promoted for Gypsy and Traveller accommodation
- Site was promoted for employment/economic use

- Site was situated predominantly on previously developed land (brownfield land)
- Site was identified as small infill development within an otherwise built-up frontage
- Site had potential to accommodate capacity for strategic development (1,500 dwellings)

3.9. Exceptions were made for sites within the Detailed Emergency Planning Zone which were promoted for employment/economic use.

Step 2b - Estimating development potential

3.10. It should be noted that estimates made to inform the HELAA are high level and made without prejudice to further assessment and consideration by the council, including any detailed planning application.

Residential uses

- 3.11. The assessment of the development potential for sites proposed for residential use within the HELAA is an estimate based on a 'pattern book' approach, but is subject to potential adjustment to reflect site specific matters.
- 3.12. In 2021, the council commissioned David Locke Associates (DLA) to help assess capacity of sites. DLA concludes that for Wokingham Borough, the most appropriate approach to categorisation should be based on location and accessibility.
- 3.13. The starting point for the calculation of the development potential is the whole (gross) site area. To this, a developable area percentage has been applied which varies depending upon the size and the proximity of the site to the built-up area, as illustrated in the table below:

Density Zone	Very Small (<0.5ha)	Small (0.5 - 1ha)	Medium (1 - 5ha)	Large (5 - 50ha)
Major Dev. Location Very High Accessibility	100%	100%	90%	70%
Major Dev. Location High Accessibility	100%	100%	90%	70%
Major Dev. Location Medium Accessibility	100%	90%	70%	70%
Major Dev. Location Low Accessibility	100%	90%	70%	60%
Modest Dev. Location Medium Accessibility	100%	90%	70%	60%
Modest Dev. Location Low Accessibility	100%	90%	70%	60%
Limited Dev. Location	100%	80%	70%	50%
Countryside	100%	80%	70%	50%

Table 4.4: Density Zones

% = net residential developable area as a percentage of gross site area

- 3.14. Once the developable area has been established, density ranges are applied which vary depending on the site's position within the latest settlement hierarchy and level of accessibility. This is illustrated in the table below:

Settlement Hierarchy	Accessibility			
	Very High	High	Medium	Low
Major	60-100	40-70	35-45	30-35
Modest	N/A	N/A	30-40	30-35
Limited	N/A	N/A	N/A	30
Countryside	N/A	N/A	N/A	30

Table 4.5: Density ranges (dwellings per hectare) for different pattern book density zones

- 3.15. For sites where a development proposal has previously been progressed, this has been taken into account alongside the pattern book to inform the development potential.
- 3.16. As an example, a 0.5ha site within Wokingham town centre would have a developable area percentage of 100% applied. This gives a developable area of 0.5ha. The density ranges fall between 40 to 70 dwellings per hectare. The development potential therefore ranges from 20 dwellings to 35 dwellings.

Gypsies, Travellers and Travelling showpeople

- 3.17. An average pitch size of approximately 500sq m has been assumed (this includes hardstanding for 2 parking bays, a static caravan/mobile home and a touring caravan, bin store, utility block and garden space). A maximum site size of 15 pitches is applied based on former DCLG guidance.

Other uses

- 3.18. Site capacities of other promoted uses, such as employment or retail, have been based on the information contained within the landowner / site promoter's documentation or details in a planning application. Where known, site capacities have also been based on information contained within a landowner / site promoter's response to local plan consultations.

Step 2c – Assessing suitability

- 3.19. The purpose of this step is to assess whether a site is suitable for development. Information relevant to the assessment of the remaining sites has been used from a range of sources, including:
- Existing information on designations related to matters such as wildlife and heritage;
 - Strategic Flood Risk Assessment;
 - Landscape Character Assessment;
 - Masterplanning exercises;
 - Surveys of sites;
 - Previous planning history;
 - Information provided by the land promoter.
- 3.20. Sites have been assessed using the latest information available at the time of assessment. This is a comprehensive assessment, considering a range of factors:

Land use/ Green Belt:

- Relationship of the site to a recognised settlement in the hierarchy
- Relationship to the settlement in the hierarchy
- Whether the site is predominantly brownfield (previously developed) land, greenfield or substantially mixed in a detached location
- Whether the site is located within the Metropolitan Green Belt

- Whether development would result in the substantial loss of best and most versatile agricultural land

Vehicular highways and access:

- Whether suitable access could be achieved
- Whether development would have an impact on highway capacity
- Whether the site would have a good level of access to public transport services
- Whether development would provide acceptable and achievable levels of accessibility and connectivity to services and facilities, employment opportunities etc.

Flooding:

- Which flood zone the site is located in – where assessed, the information is taken from the Level 1 Strategic Flood Risk Assessment. The identification of flood zones for newly promoted sites has used the Council's existing flood risk mapping data at a desktop level.
- Whether the site is at risk of fluvial flooding – where assessed, the information is taken from the Level 1 Strategic Flood Risk Assessment. For newly promoted sites, risk of fluvial flooding has been assessed using existing flood risk mapping data at a desktop level.
- Whether the site is at risk of surface water flooding – where assessed, the information is taken from the Level 1 Strategic Flood Risk Assessment. For newly promoted sites, the risk of surface water flooding has been assessed using existing flood risk mapping data at a desktop level.
- Whether the site is at risk of reservoir flooding – the information is taken from the Environment Agency's 'Flood Risk from Reservoirs – flood risk mapping information' (2019), available to view and access at: <https://check-long-term-flood-risk.service.gov.uk/map>

Air quality, pollution, and contamination:

- Whether the site is within or in proximity to an Air Quality Management Area (AQMA)
- Whether the site has potential to contain areas of known contaminated land

Landscape character and historic environment:

- Whether development would be appropriate in the context of the existing development form, pattern and character of the landscape, or would provide a strategic scale opportunity for a new sustainable community
- Whether development would fall within a nominated, proposed or designated Site of Urban Landscape Value (SULV)
- Whether development has a relationship with any designated heritage assets situated on the site or immediate surrounding area²
- Whether development has a relationship with any non-designated heritage assets situated on the site or immediate surrounding area³
- Whether development would lead to any potential harm or loss of significance to heritage assets (designated and non-designated) and be appropriate in this context

² For sites located in Wokingham Town Centre, the suitability assessment has considered whether a site is in proximity to, or immediately adjacent to, any identified designated heritage assets

³ For sites located in Wokingham Town Centre, the suitability assessment has considered whether a site is in proximity to, or immediately adjacent to, any identified non-designated heritage assets

Recreation provision:

- Whether site is classified as public open space
- Whether site is designated or promoted as a local green space

Supporting economic growth:

- Whether development falls within a Core Employment Area
- Whether development would result in the loss of (or part of) a Core Employment Area
- Whether development would protect the hierarchy of centres; support viability and vitality of town, district, local and village centres

Nature conservation and green infrastructure:

- Whether development would have an adverse impact on nature conservation which may be capable of avoidance or mitigation
- Whether the site falls within a recognised Biodiversity Opportunity Area (BOA) and/or contributes towards wider habitat connectivity or species conservation
- Whether development would result in the loss of green infrastructure
- Whether there are any likely adverse impacts on ancient woodland or protected trees on site or immediately adjacent, which may be capable of avoidance

Minerals and Waste:

- Whether development falls within an allocated or safeguarded minerals and waste site in the Minerals and Waste Local Plan
- Whether development falls within a proposed minerals and waste allocation or safeguarded area in the Minerals and Waste Local Plan

Emergency planning:

- Relationship of the site to the minimum Urgent Protective Action Zone at AWE Burghfield (3,160m)
- Relationship of the site to the Detailed Emergency Planning Zone (DEPZ) at AWE Burghfield

Additional considerations:

- Relevant planning history
- Whether development would result in the loss of gypsy and traveller or other types of specialist accommodation

3.21. Taking account the factors outlined above, a conclusion on the overall suitability of the site for its intended promoted use has been reached. As per the joint methodology (Table 2 below), each site is classified as 'suitable' / 'potentially suitable' / 'suitability unknown' / 'unsuitable'. A full assessment of the suitability of each site is set out in Appendix C.

3.22. Those sites classified as 'suitable' or 'potentially suitable' progressed to the next stage. Sites classified as 'suitability unknown' or 'unsuitable' did not proceed to further stages of the assessment process.

Table 2: Suitability classification

Suitability classification	
Suitable	<ul style="list-style-type: none">• The site offers a suitable location for development and there are no known constraints which significantly inhibit development for the defined use.
Potentially suitable	<ul style="list-style-type: none">• The site offers a potentially suitable location for development but is subject to a policy designation which inhibits development for the defined use. The development plan process will determine the future suitability for the defined use.
Suitability unknown	<ul style="list-style-type: none">• The site requires further assessment before a robust decision can be made on its suitability for being developed for the defined use.
Unsuitable	<ul style="list-style-type: none">• The site does not offer a suitable location for being developed for the defined use or there are known constraints which significantly inhibit development. The site is unlikely to be found suitable for the defined use within the next 15 years.

- 3.23. The existence of single or multiple constraints does not mean that a site is 'unsuitable'. It is necessary to make a judgement formed on balance, considering the opportunities and any constraints as a whole. Similarly, a classification of 'suitable' or 'potentially suitable' does not mean that a particular development is suitable, nor that planning permission will be granted on the site in the future.
- 3.24. No sites have been considered 'unsuitable' solely because of worsening air quality, pollution or contamination issues. The council will need to consider this further as part of site selection work and will also commission an air quality assessment to inform this work.
- 3.25. In some instances, a site cannot be considered 'unsuitable' but also cannot be considered 'suitable' based on the information being considered, i.e., it will be 'potentially suitable' or 'suitability unknown'.

Step 2d: Assessing availability

- 3.26. As per the PPG, a site is considered available when, on the best information available, there is confidence that there are no legal or ownership problems (e.g., ransom strips, tenancy agreements, existing uses requiring relocation, unresolved multiple ownerships).
- 3.27. The starting point for assessing availability of sites was by either reviewing the information contained in an agent/landowner's response submitted to a 'call for sites', plan consultations or other correspondence.
- 3.28. A conclusion on the availability of the site for its intended promoted use has been reached. As per the joint methodology (see Table 3 below), each site is classified as 'available' / 'potentially available' / 'availability unknown' / 'unavailable'. A full assessment of the availability of each site is set out in Appendix D.
- 3.29. Only those sites classified as 'available' or 'potentially available' progress to the next stage to be considered for their achievability and deliverability.

Table 3: Availability classification

Availability classification	
Available	<ul style="list-style-type: none"> Confirmation of availability within the next 15 years 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 landowner or a third party with an interest has promoted the land but confirmation has not been received from the landowner that the land will be available within the next 15 years. The land is in multiple ownerships and may have site assembly issues. The land accommodates an existing use which would require relocation but arrangements are not in place to achieve this.
Availability unknown	<ul style="list-style-type: none"> The landowner has not expressed an interest in promoting the site. Landownership remains unknown following investigations. The landowner has expressed an interest in promoting the site in the past but has not responded to subsequent enquires for a period no shorter than three years. The land is subject to legal issues upon which further information is required before a robust decision can be made on availability.
Not available	<ul style="list-style-type: none"> The landowner has confirmed that the land is not available for development in the next 15 years. The land is subject to known legal issues which are unlikely to be overcome within the next 15 years.

Step 2e: Assessing achievability

3.30. As per the PPG, a site is considered achievable where there is reasonable prospect that the particular type of development will occur 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 let or sell the development over a certain period. The following considerations fed into the assessment of whether a site was achievable:

- The site is owned by a developer, or a developer has an option agreement with the landowner
- Any known ownership factors (including ownership fragmentation) that would constrain development of the site
- Any known legal factors that would constrain development of the site
- Any known site factors that would and/or could constrain development of the site (e.g., availability of access, agreements over third party land etc.)
- Any known market factors that could constrain development of the site (e.g., adjacent uses, existing use value, potential market demand, attractiveness of location etc.)
- Any known cost factors that could constrain development of the site (e.g., site preparation, exceptional costs, strategic infrastructure costs, prospect of any external funding opportunities to address identified constraints etc.)

3.31. In general, the information above is largely based on information submitted by the landowner/developer. Therefore, development on sites was assumed to be achievable unless there were clear reasons to indicate otherwise.

- 3.32. A conclusion on the achievability of the site for its intended promoted use has been reached. As per the joint methodology (see Table 4 below), each site is classified as 'achievable' / 'potentially achievable' / 'achievability unknown' / 'unachievable'. A full assessment of the achievability of each site is set out in Appendix D.

Table 4: Achievability classification

Achievability classification	
Achievable	There is a reasonable prospect that the site will be developed for the defined use within the next 15 years.
Potentially achievable	The achievability of the site is inhibited by an external factor where the timing of resolution is unknown. The delivery of the resolution will determine the future achievability of the site.
Achievability unknown	The site is subject to issues upon which further information is required before a robust decision can be made on achievability.
Unachievable	There is no reasonable prospect that the site will be developed for the defined use within the next 15 years.

Step 2f: Assessing deliverable and developable potential

- 3.33. Taking the judgements on suitability, availability and achievability for each site it is possible to determine the capacity of 'deliverable' (within 5 years), 'developable' (within years 6-10 and 11-15), 'potentially developable' land and land which based on current information is not developable or at least 'not developable within the next 15 years' (see Table 5 below).
- 3.34. The full set of information for each site is available in Appendix D.
- 3.35. In summary, the result of Stage 2 of the HELAA are set out in Table 6 below.

Table 5: Deliverable and developable classification

Deliverable and developable classification	
Deliverable (years 1-5)	<ul style="list-style-type: none"> The site is available for development, offers a suitable location for the defined use, and is achievable with a realistic prospect that the defined use will be delivered on the site within 5 years.
Developable (years 6-10, 11-15)	<ul style="list-style-type: none"> The site is a suitable location for defined use and there is a reasonable prospect that the site is available and could be viably developed in years 6-10 or 11-15.
Potentially developable	<ul style="list-style-type: none"> The site has been identified as potentially suitable and/or potentially available. Whether the site becomes developable will depend on further assessment through the plan making process, e.g. whether circumstances support the amendment or removal of existing designations, and further investigations into its availability.
Not developable within the next 15 years	<ul style="list-style-type: none"> Those sites assessed as having significant policy and/or environmental constraints that means that the site is unlikely to be become suitable in the next 15 years. Those sites assessed as being unlikely to become available in the next 15 years. Those sites assessed as having no reasonable prospect of becoming achievable in the next 15 years.

Potential Housing Supply

3.36. Of the promoted sites that included provision for housing, 2 were assessed as being deliverable, 21 as developable, 27 as potentially developable and remaining sites were classed as being not developable.

Table 6: Deliverable housing capacity identified

Site Ref	Address	Capacity (dwellings)
5WK043	Land at St Anne's Drive,	81
5WK051	Land east of Toutley Depot	100

Table 7: Developable housing capacity identified

Site Ref	Address	Capacity (dwellings)
5CV002	Land West of Park Lane	75
5FI004	Greenacres Farm, Nine Mile Ride	70
5FI018	Land to the rear of No. 6 Johnson Drive	16
5RU007; 5RU008	Land to the rear of 9-17 Northbury Lane, Ruscombe	20
5SH031	Rustlings', 'The Spring' and land to the rear of 'Cushendall', Shinfield Road	10
5SW019	Land to the north of Charlton Lane and east of Trowes Lane	63
5TW005; 5TW009; 5TW010	Land at Bridge Farm	150
5WI004; 5WI006; 5WI010	Land off Poplar Lane and Watmore Lane	250
5WI008	Winnersh Plant Hire	20
5WI011	Wheatsheaf Close	24
5WK006	Land South of Gipsy Lane	17
5WK012	54 – 58 Reading Road	9
5WK029	Station Industrial Estate, Oxford Road	92
5WK030	Millars Business Park, Molly Millars Lane	26
5WK045	Land at Bridge Retail Park	80
5WK046	Land at Wellington Road, Wokingham	21
5WK047	Wokingham Library, Denmark Street	15
5WK050	Site of Former M&S Building, Wokingham	15
5WW017	Land East of Pearces Farm, Easthampstead Road ⁴	0
5WW026	Land south of Waterloo Road and west of Old Wokingham Road ⁵	0
5WW030	South Wokingham Masterplanning Area	800

⁴ Site capacity assessed as part of the South Wokingham Masterplanning Area (5WK030)

⁵ Site capacity assessed as part of the South Wokingham Masterplanning Area (5WK030)

Table 8: Potentially developable housing capacity identified

Site Ref	Address	Capacity (dwellings)
5AR011; 5AR014; 5AR015; 5AR025; 5AR029; 5WI001; 5WI002; 5WI015; 5AR030; 5WI018	Land off Betty Grove Lane	3,500 – 4,500
5BA010	Barkham Square	500 – 1,000
5BA018	Land at Highlands Avenue	40
5BA032; 5BA033	24 Barkham Ride	250
5CV001	Land east and west of Park View Drive North, Charvil	85
5FI003	31 & 33 Barkham Ride	66
5FI024	Jovike, Lower Wokingham Road	15
5FI028	Westwood Cottage, Sheerlands Road	12
5HU002; 5HU030	Land adjacent to Whistley Green Cottage and Land North-West of Hogmoor Lane	15
5HU006	Land on the North side of Orchard Road	16
5HU009; 5HU010; 5HU011; 5HU012; 5HU013; 5HU014; 5HU015; 5HU017; 5HU020; 5HU021; 5HU022; 5HU023; 5HU041; 5HU047	Oak View Farm, Forest Road	3,000
5HU052	Land at the rear of Vine Cottage	5
5RU001; 5RU002; 5RU003; 5RU004; 5RU005; 5RU006	Land at Ruscombe	500 – 3,500
5SH011	Lane End House, Shinfield Road	5
5SH023; 5SH026; 5SH027	Land east of Hyde End Road, Land south of Millworth Lane, Land west of Hyde End Road	180
5SH025	Land south of Cutbush Lane, Shinfield	191
5SO001	Land at Sonning Farm	25
5SO008	Sonning Golf Club	24
5SW005	Site bounded by Trowes Lane (to the east) and Oakleigh Farm (to the west)	85
5WI009; 5WI019	Land on the North-West side of Old Forest Road	51
5WI012	Land to the rear of Bulldog Garage, Reading Road, Wokingham	34
5WI014	69 King Street Lane, Winnersh	20
5WK023	Rosery Cottage and 171 Evendons Lane	22
5WK028; 5WK032; 5WK034; 5WK039	Land at Blagrove Lane	340
5WK048	Suffolk Lodge, Rectory Road	20
5WO004	Land at Sandford Mill Pumping Station	15
5WW009	Ravenswood Village	135

Table 9: Deliverable and developable housing capacity identified

Classification	Capacity (dwellings)
Deliverable (years 1-5)	181
Developable (years 6-10, 11-15)	1,773
Potentially Developable	9,162 – 13,662

- 3.37. Most of the sites which make up the potential housing supply are therefore in the potentially developable classification. This is largely due to the agreed methodology for assessing the suitability and availability of sites which is 'policy off' with decisions on strategy to be considered through the local plan. Only sites within the existing settlements are considered to be suitable at this time and only sites with planning permission or some evidence of intent are considered to be available. Any site assessed as either potentially suitable and/or potentially available would automatically be added into the potentially developable category. It should be noted however that some sites have constraints that would require further investigation, for example the Oak View Farm, Forest Road site whilst classified as potentially developable would require highway solutions which involve third party land and land which acts as SANG. In some instances, the sites might also have been reasonably viewed as developability unknown.
- 3.38. A number of sites have been promoted in Wokingham town centre. Two of these sites fall below the site size threshold but are considered to be acceptable for development and could provide housing supply. Further sites pose additional questions regarding ownership and potential to relocate, for example, the telephone exchange. Overall, the council considers Wokingham town centre to be a broad area with a minimum capacity of 100 dwellings achievable within the period 2018/19 to 2037/38.
- 3.39. All existing allocations designated through the Core Strategy local plan and Managing Development Delivery local plan are considered developable. The majority have already been completed, are under construction or benefit from planning permission. The site 'land east of Toutley Depot' is allocated as employment provision under the current local plans, but has not been delivered. This provides an opportunity to explore alternative uses for the site, such as housing.

Potential Gypsy & Traveller Pitch Supply

- 3.40. Of the 14 promoted sites that included provision for Gypsy and Traveller pitches, 2 were assessed as being deliverable, 4 as potentially developable and 8 were classed as not developable.

Table 10: Deliverable GRT capacity identified

Site Ref	Address	Capacity (dwellings)
5FI032	Honeysuckle Lodge, Commonfield Lane, RG40 4PR	2
5WK042	Woodside Caravan Park, Blagrove Lane	3
TOTAL		5

Table 11: Potentially developable GRT capacity identified

Site Ref	Address	Capacity (dwellings)
5BA013	Woodlands Farm, Wood Lane	15
5FI001	Tintagel Farm, Sandhurst Road	5

5FI015	Land to the rear of 166 Nine Mile Ride	4
5FI050	Land at Longwater Lane	1
TOTAL		25

Table 12: Deliverable and developable GRT pitch capacity identified

Classification	Capacity (pitches)
Deliverable (years 1-5)	5
Developable (years 6-10, 11-15)	0
Potentially Developable	25

- 3.41. There were no sites promoted for Gypsy and Traveller use within existing settlements. Gypsy and Traveller sites are almost exclusively located within the countryside. Whether a site is suitable for Gypsy and Traveller use requires a more balanced judgement than for conventional housing. Four sites were identified as potentially suitable and therefore classified as potentially developable.
- 3.42. Some of the sites promoted for Gypsy and Traveller use were also promoted for alternative uses. Given Gypsy and Traveller sites are expected to be located in the countryside, the site may have been considered potentially developable for Gypsy and Traveller use but not developable for other promoted uses.

Potential Employment Supply

- 3.43. Potential employment capacity of sites was largely not stated through site promotions. 2 sites were assessed based on specific capacities and therefore the table below shows only the known floorspace capacities.

Table 13: Deliverable and developable known employment capacity identified

Classification	Capacity (m2)
Deliverable (years 1-5)	0
Developable (years 6-10, 11-15)	0
Potentially Developable	6,000

- 3.44. The Thames Valley Science Park was allocated through the Core Strategy local plan for around 55,000m² of employment floorspace, part of which has already been partly delivered with planning permission existing for the remainder. This land was re-promoted through the call for sites (5SH020) for additional capacity. Land adjacent to the Science Park was also promoted (5SH050) and together form a wider promotion of the expansion of the Science Park, comprising a potential mix of science and technology, film studios, educational and health uses. The council's planning committee resolved to grant planning permission for a creative media hub including film stages and associated workshops and office space consisting of around 85,000m² of floorspace at their meeting on 13 October 2021.
- 3.45. Land at Kirton's Farm is an existing allocation for 20,000m² of employment floorspace as part of an expansion to Green Park and has been re-promoted through the call for sites (5SH021). This site was previously assessed as potentially developable, however following assessment the majority of the site lies within flood zone 2 and substantial areas within flood zone 3a, and would therefore inhibit potential development.

- 3.46. Land to the south of Bridge Farm Business Park could provide an opportunity for expansion to the existing business park and has been assessed as potentially developable for 5,000m² of floorspace. Additionally, land to the south of units 1 to 12 Beech Court, Wokingham Road has been actively promoted through the local plan process and has been assessed as potentially developable for 1,000m² of floorspace.
- 3.47. An opportunity to expand the existing Lambs Farm Business Park was previously assessed as being potentially developable, however due to the redetermination of the Detailed Emergency Planning Zone for AWE Burghfield, the impacts on the emergency plan would require further consideration and detailed assessment.
- 3.48. Further sites promoted for employment floorspace were largely within unsustainable, rural locations.

Potential Retail Supply

- 3.49. One site was put forward for retail use only and has been assessed as being not developable (5WO002). It is noted through the assessment process, that the land was granted planning permission (192826) on 6 February 2020 for the redevelopment of the site for a range of employment uses. This site is therefore unlikely to contribute to potential retail supply in the future.
- 3.50. Sites were also promoted within Wokingham town centre for mixed use schemes of ground floor retail floorspace and residential. These could provide retail capacity as part of the regeneration of the town centre.

4. STAGE 3: WINDFALL ASSESSMENT

- 4.1. The NPPF, PPG and the joint methodology advise that, where justified, an allowance may be allowed for development on previously unidentified sites. These sites are known as ‘windfall’. The council considers that there is a clear case for an allowance for development of windfall sites.
- 4.2. Analysis of housing completions shows that in the period 2007/8 to 2019/20, an average of just over 95 dwellings were completed each year from developments involving 9 dwellings or fewer. Over the same period 32 dwellings are completed on large, previously unidentified sites each year. This analysis excludes sites that were previously identified through the development plan process and technical studies.

Table 14: Delivery from small sites 01/04/2007 to 31/03/2020

Small site type	Average annual dwelling completion
Previously developed land	55.5
Non-residential greenfield land	4.8
Residential greenfield land	35.2

- 4.3. It is notable that that whilst delivery from small sites varies year to year, the supply has been robust, with delivery being less impacted by the past economic downturn than development on larger sites.
- 4.4. The council believes applying an allowance based on this historic completion rate is justified and appropriate. It is the council’s judgement that a rate of 80 dwellings a year is reasonable. This is lower than the average rate of past delivery from small sites, and even more so when windfall from large sites is considered.
- 4.5. To ensure against potential double counting with sites which have been granted planning permission, a full windfall allowance is only made in years following the standard three years implementation time for small sites with planning permissions.
- 4.6. Over the period 2018/19 to 2037/38 the windfall allowance equates to 1,122 dwellings, which when combined with small sites with planning permission, totals a supply from small sites of 1,360 dwellings.
- 4.7. It is not proposed to include any windfall allowance for economic development.

5. SUMMARY AND CONCLUSIONS

- 5.1. The conclusions of the assessment when considered against need are set out below.
- 5.2. There is potential capacity to provide a range between 23,247 and 27,847 dwellings in Wokingham Borough. When considered against identified need, this means there is sufficient opportunity
- 5.3. However, there are several matters that should be borne in mind in interpreting this potential capacity.
- 5.4. The assessment has considered and assessed sites on their own individual merits and have not been considered cumulatively. For many smaller settlements, it would not necessarily be proportional given the level of access to local services and facilities for all potential opportunities to be taken forward. Selecting the most suitable and sustainable sites will be a matter for the local plan process, as will be decisions about the overall spatial strategy and the role different places might have in within this.
- 5.5. The assessment is also high level. Some sites, whilst classified as potentially developable, will have a range of matters that would require resolution before development could realistically proceed. This included matters such as access or transport interventions involving land outside of the promoter's control and potentially subject to other constraints not applicable to the site itself.
- 5.6. The assessment also does not assess the timing of delivery from sites in detail. Delivery from larger sites would likely occur over an extended time beyond the plan period of 2037/38. Only a proportion of the developable capacity might therefore be achieved within the plan period.
- 5.7. There is potential capacity to provide 30 Gypsy and Traveller pitches from 2018/19 to 2037/38 in Wokingham Borough. This excludes sites which already benefit from planning permission.
- 5.8. There is potential capacity to provide approximately 6,000m² of economic floorspace from 2018/19 to 2037/38.
- 5.9. The full assessment details for each site are provided in the appendices.

Table 15: Summary of HELAA results

Use	Local Housing Need / Employment floorspace requirements 2018/19 – 2037/38	Completions at 31 March 2021	Large sites benefitting from planning permission which have not yet completed at 31 March 2021	Allocated sites in the Core Strategy and Managing Development Delivery local plan without planning permission at 31 March 2020	Deliverable sites	Developable sites	Potentially developable sites	Small sites benefitting from planning permission which have not yet completed at 31 March 2021, and projected small sites windfall allowance	Total potential supply
Residential (units)	15,513	3,598	5,554	1,719	181	1,773	9,162 – 13,662	1,360	23,247 – 27,847
Accommodation for Gypsies, Travellers and Travelling Showpeople (pitches)	24 – 90 pitches ⁶	7	0	0	5	0	25	11	30
Employment (sq m)	To be updated based on additional evidence including Authority Monitoring Report data				0	0	6,000	N/A	6,000
Retail and town centre (sq m)	To be updated based on additional evidence including Authority Monitoring Report data				0	0	0	N/A	0

⁶ Need for the period 2017 – 2036, based on [Gypsy and Traveller Accommodation Assessment \(2017\)](#). Range reflects need for those Travellers who meet the definition set out in the [Planning Policy for Traveller Sites](#) (24 pitches) which is a subset of wider cultural need (90 pitches).