

LDS009



Housing Windfall Assessment August 2025

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1 Introduction

- 1.1 Paragraph 75 of the NPPF (December 2024 as amended) states that local planning authorities may make an allowance for windfall sites as part of anticipated supply as long as any allowance is realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.
- 1.2 National Planning Practice Guidance¹ goes on to state that local planning authorities have the ability to identify broad locations in years 6 -15, which could include a windfall allowance based on a geographical area.
- 1.3 The City Council have therefore sought to consider and assess the historic windfall delivery rates, as well as expected future trends. From this it is then possible to estimate an expected level of windfall allowance to be included in its Housing Trajectory and to assist in the calculation of the Five Year Housing Land Supply.
- 1.4 To ensure there is no double counting within the projected housing figures for Chelmsford no sites within the windfall assessment are allocated sites within the adopted Local Plan.

2 Historic Windfall Completions

- 2.1 These are taken from the recorded completions within the Chelmsford City Council area for the last thirteen years from sites which are unallocated within any of the previously adopted Development Plan Documents or within the new Local Plan.
- 2.2 The last thirteen years have been used as this is since the City Council took over its monitoring function and can demonstrate a reliable baseline. A summary of the numbers of units completed per annum are included in Table 1 below:

¹ Housing and economic land availability assessment, 22 July 2019.

Table 1: Historic Windfall Completions

Year	Total Number of Windfall Completions		Number of which were completed on small sites ²
2012/13	139		114
2013/14	274	-130 Hayes Leisure Park ³ = 144	144
2014/15	277	-150 Hayes Leisure Park = 127	127
2015/16	178		175
2016/17	347		343
2017/18	358		358
2018/19	227		209
2019/20	197		181
2020/21	134		129
2021/22	104		104
2022/23	198		198
2023/24	204		203
2024/25	219		219
TOTAL	2856	2576 (with Hayes deductions)	
Average per annum	220	198 (with Hayes deductions)	

3 Projected Windfall Completions

- 3.1 These figures are taken from sites with approved planning permissions, but which have not yet been recorded as being completed within the projected Housing Site Schedule, which are unallocated within the previously adopted Development Plan Document and the new Local Plan.
- 3.2 A summary of the numbers of units projected per annum are included in Table 2 overleaf:

² Sites no larger than 1 hectare

³ This deduction relates to the approvals to regularise the permanent occupation of park homes at Hayes Leisure Park, Hayes Chase, Battlesbridge, Essex – see paragraph 4.1

Table 2: Projected Windfall Completions

Year	Number of projected Windfall Completions (based on Windfall sites with Planning Permission)
2025/26	279
2026/27	265
2027/28	218
2028/29	49
2029/30	67
2030/31	3
2031/32	60
2032/33	0
2033/34	0
2034/35	0
2035/36	0
TOTAL	941

3.2 The figures in Table 1 and Table 2 use the same August baseline date to ensure there is no double counting.

4 Windfall Assessment for inclusion in Five Year Housing Land Supply

4.1 The City Council has seen an average completion rate for windfall sites of 220 dwellings per annum for the last thirteen years. However, it is acknowledged that in years 13/14 and 14/15, 130 and 150 units came about from the regularising of park homes being permanently occupied at Hayes Leisure Park. These figures could be considered as an anomaly and figures which are unlikely to be seen within a 'normal' year. Although these are technically 'windfalls' and could legitimately be included within an assessment the City Council does not seek to rely upon them in its calculation of future windfall projections. With these figures removed the historic average completions per annum amounts to 198 units.

4.2 There are a further 941 dwellings which have planning permission on sites defined as windfall sites within the City Council's Housing Site Schedule, but which are yet to be completed. 878 of these appear in the first five years of the Schedule. Over these five years this equates to an average projected completion rate of approximately 175 windfall dwellings per annum.

4.3 It is considered that the windfall projections for the first three years in the Housing Site Schedule are likely to be reasonably accurate and limited additions will come forward in these years, owing to the need to commence planning permissions within three years. However, years

four and five are likely to see an increase as further (currently unknown) planning permissions on windfall sites are approved each year. It is therefore considered appropriate to add further projected windfalls to these two years.

- 4.4 On the basis of the data available to the City Council it is considered reasonable to make up the windfall allowance to 198 dwellings per annum for the years 2028/29 and 2029/30 within the August 2025 Housing Trajectory as illustrated in Table 3. This is based on the 198 average historic windfall completions seen over the last ten years (excluding the numbers seen at Hayes Park).

Table 3: Projected Windfall Completions with windfall allowance added to 5 Year Housing Supply

Year	Number of projected Windfall Completions (based on Windfall sites with Planning Permission)	Figure to be added to five year Housing Supply to make up projected windfall allowance of 198 per annum
2025/26	279	0
2026/27	265	0
2027/28	218	0
2028/29	49	149
2029/30	67	131
TOTALS	878	280

- 4.5 It is therefore considered that the Council can demonstrate that this number of windfall completions have consistently become available in the local area (through past completion records) and will continue to provide a reliable source of supply (based on the August 2025 Housing Site Schedule of windfall sites with planning permission).
- 4.6 This figure of 198 will be reviewed annually, along with the Housing Trajectory and Housing Site Schedule, to ensure that any projections for inclusion in the calculation of the City Council’s Five Year Housing Land Supply are based on the most up to date information available to accurately reflect the likely position in Chelmsford in relation to projected windfall completion rates over the five year period.

5. Windfall Assessment for inclusion beyond Year Five of the Housing Trajectory

- 5.1 Based on the historic evidence for windfall completions and future windfall projections there is compelling evidence to support 198 dwellings per annum for years one to five in the Council’s Housing Trajectory.

- 5.2 Given the unpredictability of supply and completion rates over a longer period the City Council have used a reduced rate of 175 dwellings per annum beyond year five until 2040/41 of the Housing Trajectory.
- 5.3 It is considered that based on the average historic completion rate being consistently above 175 per annum, and the short-term projections being accurately projected at 198 per annum this figure is a robust projection. It is therefore considered that 175 dwellings per annum is a conservative figure which can be relied upon for the longer-term future projections for windfalls.

Table 4: Projected Windfall Completions with windfall allowance added to years 2030/31 to 2040/41 of the Housing Trajectory

Year	Number of projected Windfall Completions (based on Windfall sites with Planning Permission)	Figure to be added to Housing Trajectory to make up projected windfall allowance of 175 per annum
2030/31	3	172
2031/32	60	115
2032/33	0	175
2033/34	0	175
2034/35	0	175
2035/36	0	175
2036/37	0	175
2037/38	0	175
2038/39	0	175
2039/40	0	175
2040/41	0	175
TOTAL	63	1862