

# Housing & Economic Land Availability Assessment 2017

## CHERWELL DISTRICT COUNCIL HOUSING & ECONOMIC LAND AVAILABILITY ASSESSMENT

**DRAFT**

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## 1. Introduction

- 1.1 The National Planning Policy Framework (NPPF) and national Planning Practice Guidance (PPG) require local planning authorities to assess the amount of land that is available for housing and economic development in their areas. This is known as the Housing and Economic Land Availability Assessment (HELAA). The HELAA is a technical study that determines the suitability, availability and achievability of land for development. It is an important evidence source to inform plan-making, but does not in itself represent policy nor does it determine whether a site should be allocated for future development. Land allocations can only be made through the Local Plan.
- 1.2 In the past these assessments were known as Strategic Housing Land Availability Assessments (SHLAAs) which focused solely on housing. Cherwell's last SHLAA was published in August 2014. The NPPF identifies the advantages of carrying out land assessments for housing and economic development as part of the same exercise, in order that sites may be allocated for the use which is most appropriate. Therefore SHLAAs have now been expanded to include economic development uses and are now known as HELAAs.
- 1.3 An assessment should:
- Identify sites and broad locations with potential for development
  - Assess their development potential
  - Assess their suitability for development and likelihood of development coming forward (the availability and achievability).
- 1.4 This is the first HELAA to be produced by Cherwell District Council. It has been prepared to comply with national policy and guidance.
- 1.5 The strategy of the adopted Cherwell Local Plan 2011-2031 Part 1 (July 2015) is to focus housing and employment development at Banbury, Bicester, Former RAF Upper Heyford and Category A villages (Policy Villages 1). Strategic allocations in the Plan provide services and facilities on site and/or are located near existing ones thus helping reduce dependency on the private car and provide opportunities for sustainable transport and increased accessibility and incorporate principles of sustainable development on sites. Category A villages are the most sustainable settlements in the District in planning terms; Category B villages are satellite villages which are closely related to a category A village; and Category C villages are least sustainable due to their location and availability of services and facilities. The Category A villages are:
- Adderbury, Ambrosden, Arncott, Begbroke, Bletchingdon, Bloxham, Bodicote, Chesterton, Cropredy, Deddington, Finmere, Fringford, Fritwell, Hook Norton, Kidlington, Kirtlington, Launton, Lower Heyford, Milcombe, Sibford Ferris/Sibford Gower, Steeple Aston, Weston on the Green, Wroxton and Yarnton.
- 1.6 The adopted Cherwell Local Plan 2011-2031 Part 1 (July 2015) commits, within a Duty to Cooperate, to help address Oxford's unmet housing need if required. The Council is currently preparing a Partial Review of the adopted Local Plan Part 1 for Oxford's unmet housing need and therefore it is important that all reasonable site opportunities are considered. This HELAA has been prepared in the context of the parameters of the adopted Local Plan 2011-2031 Part 1 and the requirements for the Partial Review of the Plan.

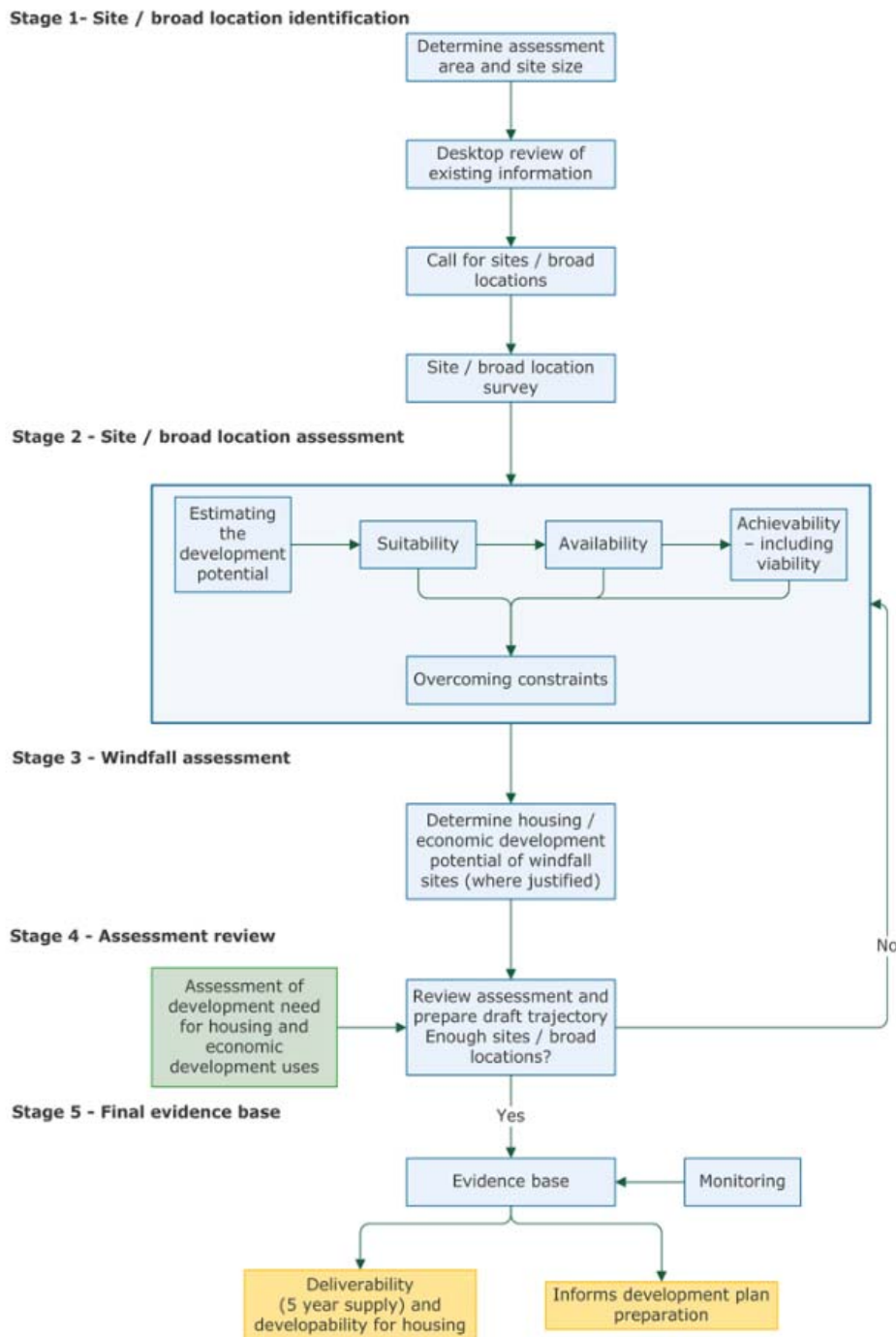
- 1.7 The study area in the previous SHLAAs comprised the built-up limits of the district's towns, Banbury and Bicester, and Category A villages. However, in preparing the Partial Review it is necessary to expand the study area to the whole district. There were nine Areas of Search options consulted as part of the Partial Review Options consultation (Nov 2016 – Jan 2017) which had led to Areas of Search options A and B as being most suitable to meet Oxford's needs. This was supported by evidence including a Sustainability Appraisal.
- 1.8 The HELAA considers sites of 10 or more dwellings for Banbury, Bicester and the category A Villages in accordance with adopted policy and to ensure a manageable process. Additionally, sites of at least 2 hectares of land are considered across the district with a view to considering the opportunities for the Partial Review of the Local Plan across the nine areas of search. Two hectares was considered to be the minimum required to generate 100 dwellings, the strategic sites threshold previously used for the adopted Local Plan. A map showing the nine areas of search options is included in Appendix 9.
- 1.9 In the adopted Local Plan, Cherwell has a housing requirement of 22,840 homes to be delivered between 2011 and 2031. Specific requirements are identified for the category A villages and for non-strategic sites at Banbury and Bicester. Much of this has been identified (see the Annual Monitoring Report 2016) but there remains a residual level of new homes to identify. The Council is preparing a Local Plan Part 2 which will include any necessary non-strategic sites of between 10 and 99 dwellings and small employment developments across the district. Extensions to existing employment sites will be considered.
- 1.10 The level of housing to be considered through the Partial Review process has been identified by the Oxfordshire Growth Board, a joint committee of local authorities in Oxfordshire. The Growth Board has considered the level of Oxford's unmet housing need and how that might best be distributed across the county. On 26 September 2016, the Oxfordshire Growth Board decided on the apportionment of 15,000 homes across the county. The apportionment was agreed by all authorities except by South Oxfordshire District Council. The apportionment figure for Cherwell was 4,400 homes which are in addition to Cherwell's own housing requirement of 22,840 homes by 2031.
- 1.11 The HELAA therefore considers both strategic and non-strategic sites but only strategic sites are considered beyond Banbury, Bicester and the environs of the category A villages. A number of 'freestanding' sites are considered including their potential or otherwise for new settlements. Section 2 describes further the methodology which was followed in preparing this study.
- 1.12 This HELAA includes sites within the Green Belt to ensure a comprehensive approach is taken. It avoids pre-determining policy making and future policy judgements about the potential allocation of land. A review of the Green Belt boundaries is not currently necessary in order to meet Cherwell's housing needs, however when considering Oxford's unmet housing need, Green Belt options need to be included. This was made clear by the Planning Inspector who examined the now adopted Cherwell Local Plan who considered that a joint review of the boundaries of the Oxford Green Belt would be required once the specific level of help required by Oxford was defined (Inspector's Report, p.3). However, it is for plan making to determine whether or not it is exceptionally necessary to identify sites within the Green Belt. The HELAA just considers whether or not sites within the Green Belt represent potentially suitable opportunities.

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- 1.13 This HELAA is divided into the five stages of preparation as set out in the PPG. This is followed by a summary of housing potential in Section 8.
  - 1.14 Section 9 considers sites for employment use including extensions to existing employment sites.
  - 1.15 Section 10 introduces the national requirement for Brownfield Land Registers. The Cherwell's pilot Brownfield Land Register was published in June 2016 and is included in Appendix 8.
  - 1.16 A new market assessment has been prepared for the HELAA by Montagu Evans. This provides a brief overview of the current state of the housing and employment market, and has been utilised in considering the likely type and number of dwellings and employment uses which will come forward on sites identified in the HELAA. The market assessment includes a breakdown of market assessments for Banbury, Bicester and the rural areas. Recent delivery of housing and employment is also captured. This is available at Appendix 3.

2.0 Methodology

2.1 The HELAA methodology is based upon the guidance as set out in the PPG. It has five stages which are explained in the following sections. The flow chart shown in Figure 1 below summarises the methodology.

Figure 1: National Planning Practice Guidance Housing and Economic Land Availability Assessment Methodology Flow Chart (PPG para ID 3-006-20140306)





### 3.0 Stage 1: Identification of Sites and Broad Locations

- 3.1 In order to assess the land that is potentially available and suitable for housing and employment development it is first necessary to identify the potential land opportunities that exist. This HELAA considers a range of different site sizes, from small-scale sites to opportunities for large-scale developments such as village and town extensions, and new settlements where appropriate.
- 3.2 The PPG sets out that a HELAA should consider all sites capable of delivering 5 or more dwellings or economic development on sites of 0.25 ha (or 500m<sup>2</sup> of floor space) and above (PPG *para ID 3-010-20140306*). However, the PPG also notes that where appropriate plan makers can consider alternative site size thresholds. This HELAA considers all sites and broad locations capable of delivering 10 or more dwellings to make it practicable to identify as many site specific opportunities as possible in what is predominantly a rural district.
- 3.3 A Call for Sites was undertaken as part of the Issues consultations for the Partial Review of Local Plan Part 1 and Local Plan Part 2 from 29 January to 11 March 2016. This involved contacting agents and developers registered on the Council's consultation database, and wider public advertising on the Council's website. Other sites were submitted during the Options consultation for the Partial Review of Local Plan Part 1 during 14 November 2016 and 9 January 2017. A total of 196 sites for housing and/or employment were submitted through the Call for Sites process and in addition there were 94 sites either submitted since the SHLAA Update 2014, sites identified internally, unimplemented planning permissions or previous omission sites for employment use. Therefore there were a total of 290 sites for consideration. These consisted of a combination of updates to sites already included in the SHLAA Update 2014, and new sites to be assessed for the first time in the 2017 HELAA. Some sites that were submitted have since been given planning permission for development and have already been implemented. These were excluded from the assessments. There is an ongoing call for sites on the Council's website to invite site submissions which were all brought into the process as part of the site search. Subsequent site submissions will be considered in the next HELAA.
- 3.4 A desktop review provided a baseline position and starting point for sites to be considered as part of the HELAA. The PPG recommends that the desktop review should be proactive in identifying as wide a range as possible of sites for development. It is designed, therefore, to enable the identification of land which might not necessarily come forward through the Call for Sites process. The PPG advises that plan makers should not simply rely on sites that they have been informed about, but actively identify sites (PPG *para ID 3-011-20140306*). The 2017 HELAA has been informed by field and desk survey work such as using the GVA employment Site Review Assessment (Oct 2015), the Council's Annual Monitoring Report and pilot Brownfield Land Register, Geographic Information Systems (GIS) mapping, aerial photography and officer site visits. To assist that work, and in tandem with the new Call for Sites, additional sites were identified for assessment through engagement with the Development Management, Housing and Economic Growth and Build teams of the Council. Sites that were previously rejected in the previous SHLAA were re-assessed if they were recently promoted. There were a number of sites submitted (outside of the Call for Sites

period) since the publication of the SHLAA Update 2014 which have also been considered in this HELAA. Lastly, as this is the first HELAA to be produced by the Council and to be consistent with the previous SHLAAs, previously submitted sites for employment use during the earlier stages of the adopted Local Plan 2011-2031 Part 1 (July 2015) (omission sites) have been considered as well.

- 3.5 All sites have been subject to an initial desktop review. The desktop review had checked constraints and designations affecting sites. At this stage it was necessary to exclude some sites from the assessments as the development of the site would clearly contravene national planning policy and/or legislation. The PPG makes it clear that a site's exclusion from the HELAA process during the desktop review will only occur where no feasible development potential can be demonstrated due to the presence of overwhelming constraints for the foreseeable future. As such an initial review of sites has been carried out to sieve out those which should be automatically be excluded from further assessment. Sites which were only partially affected were considered by looking at the extent and impact of the associated constraint. In these cases the Council has reduced the size of the site considered for its developability. This does not mean that excluded HELAA sites cannot go forward and be considered as part of a more detailed site allocation assessment in any emerging Local Plan and subject to Sustainability Appraisal and other sources of evidence. Sites were only automatically excluded from further capacity assessment in this HELAA if they completely fell within the designated areas listed in Table 1.
- 3.6 The Council considered that sites should be excluded from further assessment if they were wholly located in areas subject to designations or constraints which the NPPF indicates are not suitable for development or where development should normally be restricted. Table 1 lists the designations where the sites are excluded from further assessment with reasons provided.

**Table 1 Designations and Reasons for Exclusion**

<b>Designation</b>	<b>Reason for Exclusion</b>
Sites within Site of Special Scientific Interest	Legislation and the NPPF advises that planning permission should not normally be permitted for development that is likely to have an adverse effect on a SSSI.
Sites within a Special Area of Conservation	Legislation and the NPPF advises that planning permission should not normally be permitted for development that is likely to have an adverse effect on the integrity of a European site.
Sites within the functional flood plain (Flood Zone 3b)	The PPG advises that only water compatible development should be permitted within the functional flood plain. Most forms of residential and economic development do not meet this requirement.
Scheduled Ancient Monuments	NPPF states that substantial harm to or loss of designated heritage assets, including scheduled monuments should be wholly

	exceptional.
Sites within a Ramsar Site	The NPPF advises that planning permission should not normally be permitted for development that is likely to have an adverse effect on a Ramsar site.
Sites within Historic Parks and Gardens	Historical assets protected by legislation.
Sites within a Special Protection Area	Legislation and the NPPF advises that planning permission should not normally be permitted for development that is likely to have an adverse effect on the integrity of a European site.
Sites within designated Local Green Spaces	The NPPF states that these sites rule out new development other than in very special circumstances.

- 3.7 However, sites were considered where the principle of development had already been established or where there were clear opportunities for replacement with a very similar use of at least equivalent quantity and quality and in a sustainable location. Where any of the above designations fell within a large site under examination, consideration was given to whether the affected area(s) could be avoided or whether mitigation measures could readily be achieved.
- 3.8 The HELAA groups sites into two overall categories: those sites within the built-up limits of settlements and those outside of the built-up limits of settlements. Appendix 6 contains settlement maps that shows all sites considered in the HELAA.
- 3.9 Sites within the planning process included those with unimplemented planning permissions for housing and those where were under construction. It also included sites allocated within existing and previous plans (e.g. Cherwell Local Plan 1996, Non-Statutory Cherwell Local Plan 2011).
- 3.10 Strategic site allocations were included that were identified in the adopted Local Plan 2011-2031 Part 1 (July 2015).
- 3.11 Sites with planning permission and have either been implemented or are under construction were excluded from the site assessments as developments have already taken place therefore limiting opportunities for the HELAA.

#### 4.0 Stage 2: Site/Broad Location Assessment

- 4.1 The purpose of this stage is to determine whether sites are suitable or not followed by whether they are deliverable or developable. Deliverable sites are sites which are suitable, available now and achievable within five years. Developable sites are sites which are suitable with a reasonable prospect they could be available and achievable within the plan period. (NPPF, Footnotes 11 and 12 to para 47)
- 4.2 With exception of sites already with planning permission (implemented or under construction), all sites identified in the assessment have been subject to the full site assessment identified below. All sites with planning permission are assumed to be deliverable unless there is clear evidence a site will not come forward within five years.
- 4.3 Sites assessed were visited by Council Planning Officers to verify information gathered through the desktop review and to appraise each site.
- 4.4 The sites were based on the information gathered through the desktop review with a variety of sources used which included:
- The Council's GIS constraint data which includes information on flooding, historic assets, landscape and environmental designations and other relevant information;
  - The site promoter's site submission form; and
  - Relevant planning history.

#### Estimating the development potential

- 4.5 The PPG indicates an estimate of the development potential should be guided by existing or emerging plan policy. It also indicates that where the development plan policy does not provide a sufficient basis to make a judgement, then relevant existing development schemes can be used as the basis for assessment.
- 4.6 The NPPF does not identify an indicative minimum net density threshold. The PPG suggest that where considered appropriate to do so, density should reflect local characteristics. Policy BSC 2 of the adopted Local Plan 2011-2031 Part 1 (July 2015) sets out that new housing should be provided on net developable areas at a density of at least 30 dwellings per hectare unless there are justifiable planning reasons for lower density development.
- 4.7 The density multipliers identified in this HELAA were applied as a starting point, however where information was available from sources such as planning applications/permissions, or allocations, or considering site specific considerations the Council has taken into account the density assumptions (unless there was specific reason for amending these). The density multipliers were based on previous SHLAAs but were reviewed in light of recent planning permissions approved across the district in order to ensure a realistic approach has been undertaken. Recent permissions in the rural areas have generally achieved 30 dwellings per

hectare (dph) therefore this HELAA has reduced the density at the rural areas from 35 dph (2014 SHLAA Update) to 30 dph.

- Banbury, Bicester and Kidlington boundary review area – 150 dph
- Outside of the Banbury, Bicester and Kidlington centre boundary review area – 45 dph
- Rural Areas – 30 dph
- Urban extensions / free standing development (sites less than 50 ha) – 20 dph
- Urban extensions / free standing development (sites 50 ha or more) – 15 dph

4.8 In order to arrive at a site capacity, it is important to establish the developable area and this is not always the same as the site area submitted. As such where obvious constraints existed, that would limit but would not prevent development on part of a site, such as extremely steep areas or areas of flooding, the site may have been amended to enable a consideration of a more appropriate developable area and to avoid overestimating a site's realistic potential.

#### Assessment of Suitability

4.9 The PPG (PPG *para ID 3-019-20140306*) indicates that the suitability of sites or broad locations should be guided by:

- The development plan, emerging plan policy and national policy; and
- Market and industry requirements in the housing market or functional economic market area.

4.10 When assessing the suitability of sites, consideration was given to the site submissions, constraints and officer site visits, and only where no feasible development potential could be demonstrated were sites deemed to be unsuitable. This may be due to certain constraints that currently exist such as flooding, where no information was available to show how the constraints could be overcome. As such, unsuitable sites will remain in the HELAA process and will be reassessed for their suitability when further information becomes available.

4.11 Consideration was given to the location and accessibility of sites, the availability of services, facilities and infrastructure, the ability to build communities and the environmental constraints and opportunities, whether development would be compatible with neighbouring uses, whether it would be likely to benefit the quality of an area or cause harm to the local area, e.g. impact on character of built environment, impact on the landscape. In particular regard was given to the following factors:

- Physical limitations such as topography or problems with access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
- Potential impacts including the effect upon landscapes including landscape features, nature and heritage conservation;
- Appropriateness and likely market attractiveness for the types of development proposed;
- Contribution to regeneration priority areas;

- Environmental/amenity impacts;
- 4.12 The principle of development has been established with either sites already allocated in the development plan or with planning permission but (if the case) consideration was given to whether the site is still deliverable or whether the expected yield has changed.
- 4.13 The HELAA only considers sites and broad locations capable of delivering 10 or more dwellings or economic development on sites of 0.25ha (or 500m<sup>2</sup> of floor space) and above. Sites which were unable to satisfy these criteria from the desktop stage and site assessment, have been ruled out as suitable sites.
- 4.14 In order to help inform the Council's conclusion on site suitability and development capacity, the Council has where necessary and possible taken account of specific site evidence prepared to support plan-making (for example, on landscape sensitivity and capacity).

#### Assessment of Availability

- 4.15 A site will normally be considered available, based on the best information available if the site is in the ownership of a developer or landowner who has expressed as intention to develop or sell land for development. This was ascertained primarily through the Call for Sites process. Where planning permission exists or if a site has been allocated in a development land it is normally anticipated that the site is available, however, there may be instances where this is not the case.
- 4.16 Sites with unresolved ownership problems such as multiple ownerships with no agreements, ransom strips, tenancies and covenants were not be considered available unless there is reasonable prospect the constraints can be overcome.
- 4.17 If availability is unknown, the site has been kept under review as part of the HELAA process until further information becomes available.

#### Assessment of Achievability

- 4.18 In accordance with the PPG a site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed 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 let or sell the development over a certain period. (PPG para ID 3-021-20140306)
- 4.19 In general, only sites which have been assessed as suitable or potentially suitable, and available or potentially available have been assessed for achievability (since sites that do not meet the suitability and availability requirements are by definition not achievable).
- 4.20 Assessing the achievability of sites requires a specialised knowledge and understanding of the market factors, cost issues and delivery of development which is key to understanding and considering the development potential of a site. To assist with this, the Council commissioned Montagu Evans to carry out a high level market assessment of the district which includes information on economic development. Montagu Evan's market assessment is available in Appendix 3.

#### Overcoming Constraints

- 4.21 Where constraints have been identified in examining the suitability, availability or achievability of a site the Council considered if there were any actions which could be taken to remove or mitigate the constraints, for example the provision of new infrastructure.

#### Deliverability and Developability

- 4.22 An assessment of deliverability and developability has been made having regard to national guidance. The definitions of 'deliverable' and 'developable' sites are set out within the NPPF (para.47 footnotes).

- 4.23 The assessment of each site was classified into the following categories:

- Deliverable – The site is in a suitable location, is available now and is achievable with a realistic prospect that the defined use will be delivered on the site within 5 years;
- Developable – The site is in a suitable location and there is reasonable prospect that the site is available and could be viably developed in years 6-10 or 11-15.
- Non-developable – Sites with significant policy and/or environmental constraints making it unsuitable, not likely to be made available and with no reasonable prospect of becoming achievable.

#### Assessment of Timescales and Rate of Development

- 4.24 Once the suitability, availability and achievability of site have been assessed, and any constraints identified, the likely timescale and rate of development for each site were assessed.

#### Outcome of Assessments

- 4.25 The conclusions of the site assessments have been considered in Section 8 which identifies the housing potential and separated into planning permissions, potential from within the built-up limits of settlements, potential from outside the built-up limits of settlements and small windfalls (set out in Section 5). The summaries of the site assessments are available at Appendix 4.

## 5.0 Stage 3: Windfall Assessment

### Policy Context

- 5.1 Windfall sites are defined in the NPPF as sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available.
- 5.2 The NPPF and the PPG set out that a windfall allowance may be justified in the five-year supply if a local planning authority has compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the HELAA, historic windfall delivery rates and expected future trends, and should not include residential gardens.
- 5.3 Historically, unidentified small sites have made a significant contribution to the overall supply in Cherwell and this is likely to continue in the future. The analysis below provides evidence for a windfall allowance for small, previously developed sites of less than 10 dwellings.

### Small Site Windfall Analysis

**Table 2: The Contribution of Small, Unidentified Sites**

Year	Completions	Completions on Identified, Monitored Sites	Completions on Unidentified Sites (< 10 dwellings)	% of Completions on Unidentified Sites
2006/07	853	648	205	24%
2007/08	455	294	161	35%
2008/09	426	254	172	40%
2009/10	438	314	124	28%
2010/11	370	236	134	36%
2011/12	356	256	100	28%
2012/13	340	188	152	45%
2013/14	410	325	85	21%
2014/15	946	743	203	21%
2015/16	1425	1276	149	10%
<b>Total</b>	<b>6,019</b>	<b>4,534</b>	<b>1,485</b>	<b>25%</b>
<b>Average</b>	<b>602</b>	<b>453</b>	<b>149</b>	<b>25%</b>

- 5.4 Table 2 provides an understanding of the total level of completions of small sites on less than 10 dwellings as recorded between 2006 and 2016. It illustrates that an average of 149 dwellings per annum have been completed on all small sites over that period. Of the 1,485 completions recorded, 1,154 or 77.7% were on previously developed land. This compares to 76.8% for the period 2006 to 2014 (as reported in the 2014 SHLAA Update). Applying this previously developed land percentage to the average of 149 windfall completions per annum would produce a trend of 115 per annum. It is, however, important to factor in the change in the definition of garden land which was effective from 9 June 2010.



- 5.5 From 2010 to 2014 there were 89 housing completions on garden windfall sites, an average of 22.3 per annum over the 4 years. If this average is applied for the period 2006 to 2010, the overall completions on small previously developed sites falls by 89 from 870 to 781 or 71.7% of the total for small site completions of 1,485 for 2006-2016. Applying this previously developed land percentage to the average of 149 windfall completions per annum would produce a trend of 106 per annum. Garden land developments were excluded from windfalls since 2014.
- 5.6 Table 3 helps provide a sub-district breakdown of this figure. It provides an indicative distribution of the 106 dwellings based on the distribution of past completions for small, previously developed sites for 2006 to 2016.

**Table 3: Indicative Distribution of Windfall Allowance Per Annum**

Settlement	Completions 2006-2016 PDL Sites <10	%	Windfall Distribution Per Annum
Banbury	384	33.3	35
Bicester	109	9.4	10
Kidlington	160	13.9	15
Rest of District	501	43.4	46
Total	1,154	100	106

- 5.7 Table 3 suggests that based on past completion rates the annual windfall allowances should be 35 dwellings per annum for Banbury, 10 dwellings per annum for Bicester, 15 dwellings per annum for Kidlington and 46 dwellings per annum in the rest of the rural areas.
- 5.8 To help consider the deliverability of such a future windfall allowance, Table 4 sets out the level of permissions for all small sites of less than 10 dwellings year on year since 2006 and provides data on the number of expired or 'lapsed' planning permissions at the end of each year.

**Table 4: Permissions for Small, Unidentified Sites 2016**

Year	Banbury	Bicester	Elsewhere	Total	Lapsed	Lapsed %
2006/07	124	43	409	576	28	4.9%
2007/08	130	45	402	577	8	1.4%
2008/09	144	33	321	498	23	4.6%
2009/10	103	33	290	426	48	11.3%
2010/11	139	35	301	475	19	4.0%
2011/12	133	47	231	411	75	18.2%
2012/13	150	53	209	412	14	3.4%
2013/14	156	71	259	486	32	6.6%
2014/15	105	15	180	300	38	12.7%
2015/16	84	21	146	251	59	23.5%
<b>Average</b>	<b>127</b>	<b>40</b>	<b>275</b>	<b>441</b>	<b>34</b>	<b>7.8%</b>

- 5.9 Table 4 shows that there has consistently been over 400 dwellings with planning permission on small sites each year from 2006 to 2014, however, there has been a decrease in the last two years between 2014 and 2016, falling to 251 dwellings. It suggests a higher level pre-recession. The number of permissions on small sites may increase again due to the effect on improved housing market conditions in the last couple of years. The Market Assessment (Appendix 3) emphasised a strengthening housing delivery rate based on the previous two years of housing completions. The average house price in Cherwell has increased by 8.3% between 2015 and 2016.
- 5.10 At 31 March 2016 there were planning permissions for some 251 homes on small, unidentified sites (under 10 dwellings) and the number of such permissions that expire without being implemented is low at an average of 34 dwellings per annum. There is no evidence in Table 4 that would suggest a need to discount from a potential windfall allowance of 106 homes per annum. The Housing Trajectory in the adopted Local Plan Part 1 suggests 98 windfall completions for years 2014/15 and 2015/16, the actual windfall completions achieved were 203 and 149 therefore demonstrating how windfalls have provided a considerable contribution towards the overall housing completions.
- 5.11 The average level of permissions each year for Banbury (127), Bicester (40) and elsewhere (275) is much higher than the indicative sub-district allowance of 35 for Banbury, 10 for Bicester and 61 for elsewhere (including Kidlington). This equates to factors of about 4, 4 and 5 respectively.
- 5.12 Comparing completions to the previous year's permissions is a further means of considering deliverability:

**Table 5: Unidentified Sites: Completions Compared to Previous Year's Permissions**

Permissions	Unidentified Site Completions (< 10 dwellings) Recorded the Following Year	Completions as a % of Previous Year's Permissions
2005/06 - 699	2006/07 - 205	29.3%
2006/07 - 576	2007/08 - 161	28.0%
2007/08 - 577	2008/09 - 172	29.8%
2008/09 - 498	2009/10 - 124	24.9%
2009/10 - 426	2010/11 - 134	31.5%
2010/11 - 475	2011/12 - 100	21.1%
2011/12 - 411	2012/13 - 152	37.0%
2012/13 - 412	2013/14 - 85	20.6%
2013/14 - 486	2014/15 - 203	41.8%
2014/15 - 300	2015/16 - 149	49.7%
<b>Average</b>		<b>31.4%</b>
2015/16 - 251	Suggested Windfall Allowance - 106	42.2%

- 5.13 Table 5 shows completions on small, unidentified sites as a percentage of the previous year's extant permissions for unidentified sites. The table shows that on average 31.4% of extant permissions were implemented within the following 12 months. Based on the 251 current extant permissions, such a level of delivery over 2016/17 would represent 78 completions per annum. A windfall allowance of 106 per annum would represent 42.2% of current permissions.
- 5.14 Based on the above analysis, it is considered a windfall allowance for small, previously developed sites of 106 dwelling per annum would continue to be realistic. Over 15 years (2016-2031) this could yield 1,590 dwellings.

**6.0 Stage 4: Assessment Review**

- 6.1 Following the assessment of sites through Stages 1 to 3, the development potential of all sites was collated to produce an indicative trajectory. This has set out how much housing and the amount of economic development can be provided across the Plan area and at what point in the future it could be delivered. At this stage an overall risk assessment has been made as to whether sites will come forward as anticipated.
- 6.2 The trajectory has been used to determine whether sufficient sites have been identified to meet the housing requirement set out in the adopted Local Plan Part 1 which was informed by the 2014 Oxfordshire Strategic Housing Market Assessment (SHMA). If insufficient sites have been identified to meet the development needs of the Plan area, the assessments within Stages 1 to 3 will be revisited to review the development potential assumptions including the amount of developable areas and housing densities of particular sites. The possibility of new settlements should also be considered if needed as advised in PPG (PPG para ID 3-026-20140306) and NPPF (NPPF, para 47 and 157).
- 6.3 The review process is to ensure that the housing requirement in the adopted Local Plan Part 1 can be achieved and to assess potential opportunities for preparing a new plan to help meet Oxford's unmet housing need and through Local Plan Part 2. If there are insufficient sites to help meet Oxford's unmet housing need this would have to be tested through the plan making process and reported back to the Oxfordshire Growth Board.

## 7.0 Stage 5: Final Evidence Base

7.1 PPG is clear that the HELAA should contain certain standard outputs. These are:

- A list of all sites or broad locations considered, cross-referenced to their location on maps;
- An assessment of each site or broad location, in terms of its suitability for development, availability and achievability (including whether the site/broad location is viable) to determine whether a site is realistically expected to be developed and when;
- Contain more detail for those sites which are considered to be realistic candidates for development, where others have been discounted for clearly evidenced and justified reasons;
- The potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when;
- An indicative trajectory of anticipated development and consideration of associated risks.

7.2 The final HELAA report will be a key piece of evidence to be used when preparing Local Plans. Choices about allocations for housing and economic development will be weighed against what is found by the HELAA, plus other sources of evidence, and then a balanced assessment reached by consideration against local and national planning policies.

7.3 The PPG indicates that the assessment of sites should be kept up-to-date as part of the annual monitoring process. The Council will review and update the HELAA annually, including assessing any new site promoted and any significant changes to sites already listed.

7.4 Sites for the HELAA can be submitted at any time, however, any new sites submitted after the base date of the HELAA report will be taken into account in the next review.

## 8.0 Summary of Housing Potential

- 8.1 Table 6 summarises the potential housing supply in Cherwell District which has been identified from sites with planning permission, small site windfalls and from site specific sources both within and outside the study settlements.

**Table 6: Potential housing supply within Cherwell District**

Source of Housing Potential	2016 – 2021	2021 – 2026	2026 – 2031	2016 – 2031
<b>Expected supply on sites with planning permission (10 or more dwellings) at 31 March 2016)</b>				
Banbury	3005	239	0	3244
Bicester	2048	1000	332	3380
Kidlington	0	0	0	0
Rest of Cherwell	1272	0	0	1272
<b>Large Sites Total</b>	<b>6325</b>	<b>1239</b>	<b>332</b>	<b>7896</b>
<b>Sites with potential within settlements</b>				
Banbury	396	500	200	1096
Bicester	144	18	0	162
Kidlington	13	40	0	53
Rest of Cherwell	27	0	0	27
<b>Sites (within) Total</b>	<b>580</b>	<b>558</b>	<b>200</b>	<b>1338</b>
<b>Sites with future potential outside settlements</b>				
Banbury	492	1175	450	2117
Bicester	1010	2845	1560	5415
Rest of Cherwell	1335	750	1090	3175
Within the Green Belt	0	3015	3629	6644
<b>Sites (outside) Total</b>	<b>2837</b>	<b>7785</b>	<b>6729</b>	<b>17351</b>
<b>Small sites windfall 2016-2031</b>				
Banbury	175	175	88	438
Bicester	50	50	25	125

Kidlington	75	75	38	188
Rest of Cherwell	230	230	115	575
<b>Small Windfall Total</b>	<b>530</b>	<b>530</b>	<b>266</b>	<b>1326</b>
<b>TOTAL HOUSING SUPPLY</b>	<b>10272</b>	<b>10112</b>	<b>7527</b>	<b>27911</b>

- 8.2 Table 7 records the net housing completions within Cherwell between 2011 and 2016. This is in addition to the potential supply identified in Table 6. A total of 3,477 housing completions were recorded.

**Table 7: Housing completions within Cherwell District (net)**

	Banbury	Bicester	Elsewhere	District
<b>2011/12</b>	136	66	154	356
<b>2012/13</b>	42	130	168	340
<b>2013/14</b>	34	170	206	410
<b>2014/15</b>	328	223	395	946
<b>2015/16</b>	353	367	705	1425
<b>Totals</b>	<b>893</b>	<b>956</b>	<b>1628</b>	<b>3477</b>

- 8.3 Tables 6 and 7 indicates (without Green Belt sites) that the housing requirement of 22,840 homes by 2031 as set out in the adopted Cherwell Local Plan 2011-2031 Part 1 (July 2015) will be met. There is also sufficient amount of sites to meet the residual requirements in Local Plan Part 2 and for the Partial Review.

## 9.0 Employment Sites

- 9.1 The adopted Local Plan 2011-2031 Part 1 (July 2015) identified 200 ha (gross) of employment land and approximately 20,500 jobs generated on B use class land. There may be a slight change in jobs on sites due to site constraints such a flood risk and differing B use class mixes, which will be determined at the master-planning stage. The allocated employment sites in Banbury and Bicester along with existing employment sites were considered to ensure a sufficient employment land supply.
- 9.2 Policy SLE 1 of the adopted Local Plan 2011-2031 Part 1 sets out the policy on employment development. Employment development will be focused on existing employment sites, existing operational or vacant employment sites at Banbury, Bicester, Kidlington and in the rural areas employment development, including intensification, will be permitted subject to compliance with other policies in the Plan and other material consideration. Unless exceptional circumstances are demonstrated, employment development in the rural areas should be located within or on the edge of those villages in Category A (Policy Villages 1).
- 9.3 The Local Plan Part 2 will consider where further smaller, allocations need to be made in the urban and rural areas to support the delivery of a flexible supply of employment land. Extensions to existing employment sites will be considered.
- 9.4 Employment completions and commitments between 2011 and 2016 are available at Appendix 7. During 2015/16 there was a significant increase in employment floorspace completed within Cherwell with majority of the development being located at Banbury. At 31 March 2016 there were 296,855 sqm of employment floorspace permitted but not yet built.
- 9.5 Sites submitted through the HELAA process have been assessed for employment use. In total there were 38 sites that were considered to be potentially suitable, available and achievable for employment development or extension to existing employment sites. Table 8 shows the potential area size for employment use across the district. Please see Appendix 4 for the summary of assessments table.

**Table 8: List of potentially suitable sites for employment**

Settlement	Number of sites	Site Area (ha)
Banbury	7	45.04
Bicester	12	76.5
Kidlington	5	11.21
Rural Areas	14	51.2
<b>Total</b>	<b>38</b>	<b>183.95</b>



## 10.0 Brownfield Land Register

- 10.1 The Government is committed to maximising the number of new homes built on suitable brownfield land and has set out its intention to ensure that 90% of suitable brownfield sites have planning permission for housing by 2020.
- 10.2 The Housing and Planning Act 2016 makes provision for local authorities to prepare and maintain registers of brownfield land. The register should identify previously developed sites in the District that the Council has assessed as being suitable for housing.
- 10.3 The Council, along with 73 other authorities was a pilot authority for producing a Brownfield Land Register. The outcomes of the national pilot project will feed into secondary legislation and guidance. The Cherwell pilot Brownfield Land Register was completed in June 2016.
- 10.4 The Town and Country Planning (Brownfield Land Register) Regulations 2017 and Country Planning (Permission in Principle) Order 2017 came into force in mid April 2017 and local authorities are expected to have compiled their registers by 31 December 2017. Statutory guidance to explain the policy for Brownfield Registers in more detail is expected by Summer 2017. It will also set out expectations for the operation of the policy and the requirements of the secondary legislation. Cherwell's pilot Brownfield Land Register will be reviewed and updated later in the year.
- 10.5 Sites included on the pilot Register were previously developed sites considered, in principle, to be suitable for housing. They were considered to be available and are either capable of supporting five or more dwellings or comprise more than 0.25ha of land. Suitability does not indicate that the whole of the site is capable of being developed.
- 10.6 The sources for identifying sites were the Council's Strategic Housing Land Availability Assessment (SHLAA) 2014, its 2016 Annual Monitoring Report, adopted Local Plan 2011 - 2031 Part 1 and planning permissions as at 31 March 2016.
- 10.7 The 2016 pilot Brownfield Land Register is available at Appendix 8.