

**West Northamptonshire Joint Strategic
Housing Land Availability Assessment
(SHLAA)**

**Consultation Draft Methodology Paper
June 2008**

**West Northamptonshire Joint Planning Unit
Cliftonville House
Bedford Road
Northampton
NN4 7NR**

Tel: 01604 837838

Fax:

Email: westnorthantsjpu@northampton.gov.uk

Web: www.westnorthamptonshirejpu.org

The status of the sites identified in the SHLAA

The SHLAA has a specific purpose: to identify land that is deliverable and developable and represents a significant evidence source to inform plan making. However, it is very important to recognise, as the Good Practice Guidance (para. 8) makes clear, that it does not in itself determine whether a site should be allocated for housing development. Similarly, it does not indicate that permission for housing development will automatically be granted. The SHLAA produces information about potential housing sites or locations – the choices as to which sites will be selected are to be made in due course as plan making decisions, specifically through the preparation of Development Plan Documents.

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1. Introduction

- 1.1 Planning Policy Statement 3: Housing (PPS3) sets out a new approach for planning for housing, in response to recommendations in the *Barker Review of Housing Supply* published in March 2004. In particular it sets out a framework to improve affordability and supply of houses in all communities by ensuring that land availability is not a constraint on the delivery of homes. These changes include the requirement for Local Planning Authorities (LPAs) to identify and maintain firstly a rolling five-year supply of deliverable land for housing, and secondly, to identify sufficient developable land for at least a 15 year period in their forthcoming Local Development Documents (LDDs).
- 1.2 In order to reinforce the 'plan, monitor, manage' approach to planning while being more responsive to land supply issues, PPS3 sets out that LPAs should be informed by a robust evidence base to aid in the formulation of local planning policies and the determination of planning applications. In particular, PPS3 states that LPAs should undertake a Strategic Housing Market Area (HMA) Assessment¹ to assess local housing need and demand, and a Strategic Housing Land Availability Assessment (SHLAA) to identify and monitor current and future land availability for housing based on agreed HMA boundaries.

2. What is a Housing Market Area?

- 2.1 Strategic HMA Assessments form a major part of the evidence base for the production of LDDs which concern housing issues, allowing LPAs to understand the dynamic and complex housing markets that operate in their area. The main outcome of undertaking this work at the sub-regional level is to provide a valuable insight into how housing markets operate both now and in the future, including an assessment of local housing need, demand and market conditions.
- 2.2 In June 2006, Northampton Borough Council, together with its partner local authorities, Daventry District Council and South Northamptonshire Council, commissioned DTZ Consultants to produce a Strategic Housing Market Assessment (HMA) for the West Northamptonshire housing market area, which had already been outlined by a previous DTZ Study. The final HMA Report was published in 2007. Certain conclusions of this study are important in shaping this SHLAA especially those relating to geography and delivery. These are reproduced in Appendix 1 to this Report.

3. What is West Northamptonshire?

- 3.1 The West Northamptonshire housing market area comprises Daventry District, Northampton Borough and South Northamptonshire. West Northamptonshire forms part of the Milton Keynes and South Midlands growth area. The market area is therefore identified for significant growth in the Milton Keynes South Midlands Sub-regional Strategy.



Figure 1: West Northamptonshire

4. What is a SHLAA?

4.1 The primary role of a SHLAA is to:

- Identify sites with potential for housing
- Assess their housing potential
- Assess when they are likely to be developed

4.2 One of the key requirements of the SHLAA will be to identify and assess the deliverability and developability of sites that have the potential for new housing development. The SHLAA will need to identify sufficient specific sites to meet the strategic housing requirement within the area for at least the first 10 years from the expected date of adoption of the Joint Core Strategy, but preferably for at least 15 years.

4.3 The SHLAA will be a technical document only, but once completed and approved will form a key component of the evidence base and will be used to inform judgements on the future pattern of development and the allocation of land for housing. Judgements concerning whether sites should be allocated in future LDDs will be made through the statutory plan process, which will further

test the suitability of any sites identified in a SHLAA that may be proposed for housing development.

- 4.4 To remain a useful tool in planning for the delivery of housing, the SHLAA will need to be comprehensive in its identification and assessment of sites and updated on an annual basis. It will be reported through the Annual Monitoring Reports that will be produced jointly by the three LPAs in December of each year.

5. Core Requirements and Outputs of a SHLAA

- 5.1 In order that the SHLAA can be used as a robust and credible evidence base, the Practice Guidance sets out some minimum requirements. The SHLAA should:

- ✚ Set out a list of sites, cross referenced to maps showing locations and boundaries of specific sites (and showing broad locations, where necessary)
- ✚ Assess the deliverability/developability of each identified site (i.e. in terms of its suitability, availability and achievability) to determine when an identified site is realistically expected to be developed
- ✚ Identify the potential quantity of housing that could be delivered on each identified site or within each identified broad location (where necessary) or on windfall sites (where justified)
- ✚ Set out constraints on the delivery of identified sites
- ✚ Make recommendations on how these constraints could be overcome and when

6. The Methodology

- 6.1 The method to be used in preparing the SHLAA will follow the approach outlined in the Government's 'Strategic Housing Land Availability Assessment: *Practice Guidance*'. This sets out eight stages for the preparation of a SHLAA, with two further stages that may be undertaken if it is not possible for a LPA to identify an adequate supply of specific deliverable or developable sites for housing. The stages of the SHLAA are set out in Figure 2.

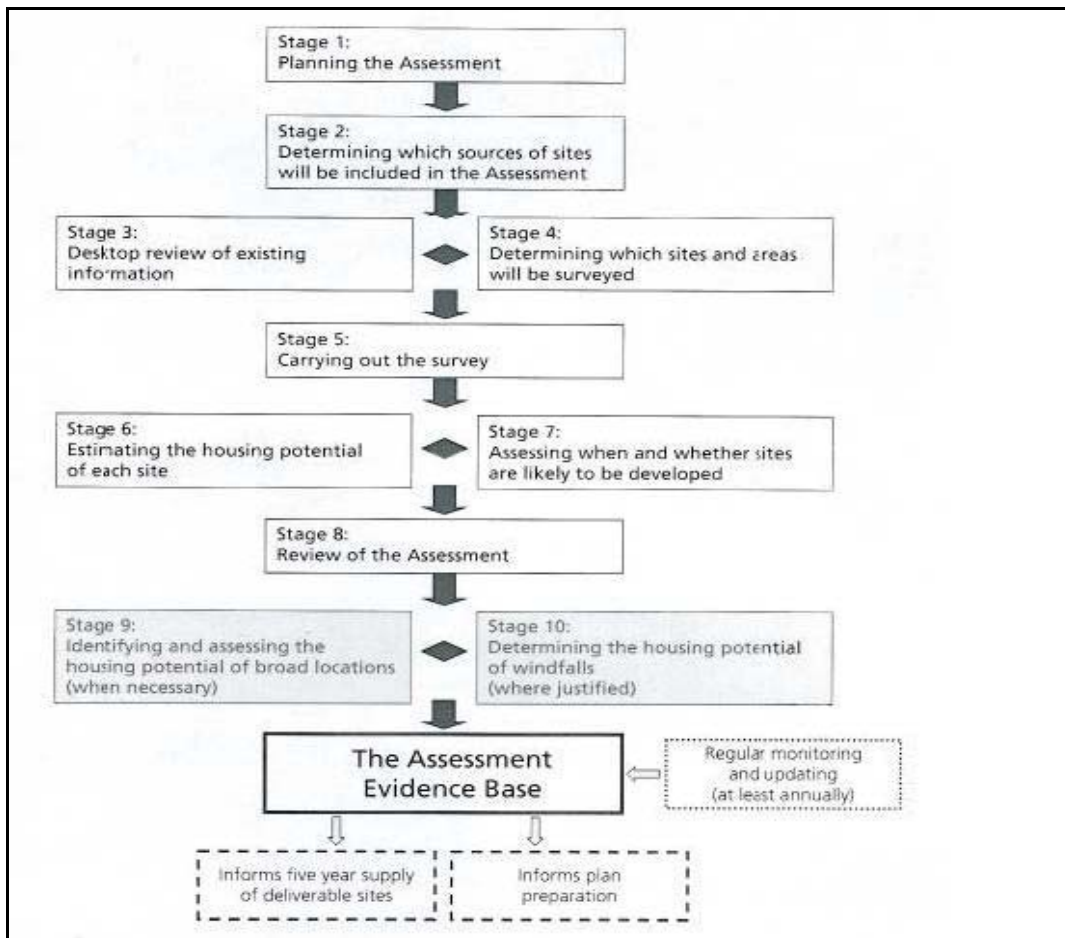


Figure 2: The stages of the SHLAA

Stage 1: Planning the Assessment

- 6.2 There is agreement between all the LPAs within West Northamptonshire that the SHLAA should be undertaken jointly in order to provide a robust and credible source of evidence for the production of future local planning policies within the Joint Core Strategy and subsequent local development documents.
- 6.3 In terms of resources planning officers from the West Northamptonshire Joint Planning Unit will lead on the assessment. Resources will also be available from the respective Planning Policy teams at Daventry District, Northampton Borough and South Northamptonshire as well from West Northamptonshire Development Corporation and Northamptonshire County Council. There may also be a need for the use of consultants to assist in the verification of assessment of sites.
- 6.4 The Guidance advocates a partnership approach to the preparation of the SHLAA to ensure a robust and joined up approach. Such partnerships should include house builders, social landlords, local property agents, local communities and other agencies with a recognised interest in the area. It is proposed that a Panel be established comprising representatives from these key stakeholder groups. This Panel would meet every 6 – 8 weeks to review progress on the preparation of the SHLAA. The Joint Planning Unit would make the final decisions on site assessments but the advice of the Panel will

be a significant factor. Appendix 1 sets out who will be invited to assist in the preparation of the SHLAA and its terms of reference.

Question 1(a): Do you agree with the proposed approach for the partnership of local authorities and for key stakeholder involvement for preparing SHLAA's in the West Northamptonshire housing market area sub-region as set out in Paragraph 6.4.

Question 1(b): Who do you think the key partners should be? (This list will be included in Appendix 1 of the Final Methodology)

Stage 2: Determining which sources of sites will be included in the Assessment

Broad scope of the assessment

6.5 Firstly, it is necessary to define the broad strategic scope of the assessment. In order to be as comprehensive as possible and accord with the Good Practice Guide it is proposed that the SHLAA covers all the towns and villages within West Northamptonshire.

Question 2: Do you agree with the coverage proposed to be covered by the SHLAA in paragraph 6.5 ? If not what changes would you like to see and why?

6.6 The Practice Guidance identifies examples of the sources of sites that have the potential for housing and which should be covered in the Assessment. These are reproduced in Table 1.

Table 1: Sources of sites with potential	
Source	Notes
Land allocated for employment uses which are no longer required	Land may be surplus due to reduction in levels of employment land take-up, or over allocation of land in Plans. Identification of these sites will take account of any relevant findings in parallel employment studies that are being undertaken.
Existing housing allocations and sites in development briefs	Will include consideration of potential for development at increased density on these sites.
Unimplemented housing permissions	Potential arising from planning permissions that have not yet been implemented (including consideration of potential for development at increased densities)
Planning permissions that are currently under construction	Will include consideration of potential for development at increased density on these sites. E.g. due to amended designs.
Vacant and derelict land buildings	See Annex B of PPS 3
Surplus public sector land	Most Local Authorities keep registers of land in their own ownership that is surplus to requirements and can be disposed of. Some of this land may have the potential for housing
Land in non-residential use that may be suitable for development for housing	This could include potential from the conversion of commercial buildings, mixed use schemes or car parks
Large-scale redevelopment and re-design of existing residential areas	This source of potential may yield a considerable number of additional dwellings. This source may be considered in areas where there are significant concentrations of Local Authority/Registered Social Landlord owned properties that are coming to the end of their intended design life. However, it should be noted that in areas in fragmented tenures, there is considerable uncertainty in achieving redevelopment because of multiple land ownership.
Sites in identified rural settlements	Smaller areas of greenfield land outside of existing development boundaries that have potential for housing development
Urban Extensions	Large areas of greenfield land that are currently located outside existing

Table 1: Sources of sites with potential	
Source	Notes
	development areas that have potential for future housing development. This will be a key source of potential for the towns within West Northamptonshire.
New freestanding settlement	There are no freestanding settlements proposed in the RSS for West Northamptonshire.

Question 3: Do you agree with the sources of sites that will be included in the SHLAA in the West Northamptonshire housing market area sub-region, which are listed in Table 1?

- 6.7 The Practice Guidance states that “particular types of land or areas may be excluded from the Assessment. Where this is the case, the reasons for doing so will need to be justified and agreed by the members of the partnership.” It is proposed that if sites are identified which fall within the designations listed in Table 2 below, they will be assigned a nil housing potential, due to their inappropriateness as potential housing sites:

TABLE 2: SITES TO BE EXCLUDED FROM SHLAA	
EXCLUDED SITES	JUSTIFICATION
Sites of international, national, Regional and local conservation/ heritage designations	National Policy advises against development that would have an adverse impact on national and internationally important nature conservation interests. Guidance also considers that regional and local designations have a fundamental role to play in meeting overall national biodiversity targets
Sites within Zone 3a and 3b as defined by the Environment Agency	National Policy advises that a sequential approach be adopted towards the location of new development. It indicates that only where there are no reasonably available sites in Flood Zones 1 or 2 should decision-makers consider the suitability of sites in Flood Zone 3.
New freestanding settlement	Broad locations for freestanding settlements have not been proposed in the RSS for West Northamptonshire. Therefore this possible source is discounted.

Question 4: Do you agree with the sources of sites that will be excluded from the SHLAA in the West Northamptonshire housing market area sub-region, which are listed in Table 2?

Stage 3: Desktop Review of Existing Information

- 6.8 An initial desk top review will be undertaken in order to identify site specific opportunities in a number of different ways. The Government’s Practice Guidance sets out some of the data sources that can be used to identify sites with potential for housing (Table 3). This will include consultation with landowners, local interest groups, developers and agents and appropriate staff within the local authorities.

TABLE 3: SOURCES OF INFORMATION
SOURCE
Sites with planning permission/ site under construction
Dwelling starts and completions
Site specific development briefs
Site allocations without the benefit of planning permission
Planning refusals/ withdrawn applications particularly those applications rejected on grounds of prematurity, overdevelopment or poor design
Lapsed planning permissions
Sites subject to pre-application discussions
Sites notified by developers/ agents for consideration in the LDF
Relevant studies undertaken for the LDF

- 6.9 A number of other sources of information will be reviewed in order to inform the assessment and illustrate transparently the information that has been used to generate results. The existing sources of information to be reviewed are in Table 4 as follows:

TABLE 4: EVIDENCE BASE
Northampton Urban Capacity Study (2003)
Daventry District Council Urban Capacity Study (2005);
South Northamptonshire District Urban Capacity Study (May 2006);
Valuation Office database
National Land Use Database (NLUD);
Aerial Photography;
Scaled base maps
Commercial property databases e.g.: estate agents and property agents
Commercial Housing Market Assessment

- 6.10 During this stage a pro forma will be sent out to all stakeholders within the West Northamptonshire area and an advert will be placed in the local newspapers, requesting the formal proposal of potential sites. A copy of this 'new sites' pro forma is at Appendix 2.

Question 5: Do you agree with the sources of information and evidence base that will be used to identify sites in the SHLAA in the West Northamptonshire housing market area sub-region, which are listed in Tables 3 and 4?

Position Statement in respect of the existing housing requirements in West Northamptonshire

- 6.11 The adopted development plan is made up of the saved policies from the Northampton Local Plan 1997, South Northamptonshire Local Plan 1997, Daventry District Local Plan 1997, the Northamptonshire Structure Plan 2001 and the Regional Spatial Strategy for the East Midlands 2005 (RSS 8) which

includes the Milton Keynes and South Midlands Sub-Regional Strategy (MKSM SRS).

- 6.12 A High Court Challenge to RSS8 has resulted in the housing provision for the Northampton Implementation Area (NIA) for the period 2001-2021 being quashed.
- 6.13 Prior to the High Court judgement the MKSM SRS set out the housing provision for the Northampton Implementation Area for the period 2001-2021 as annual average rates split into five-year phases. The total provision was 30,000 dwellings. The High Court Challenge did not affect the longer-term planning assumption in the SRS which identifies a further 17,500 dwellings in the decade 2021-2031 as an uncommitted planning assumption subject to future review.
- 6.14 The draft East Midlands Regional Plan was published for consultation in September 2006. In December 2006 the East Midlands Regional Assembly (EMRA) undertook an additional consultation on a replacement housing provision figure for the NIA in the Draft Regional Plan. An independent Examination in Public (EIP) took place from 22 May to 19 July 2007. Table 5 sets out the draft housing provision figure for West Northamptonshire¹.

TABLE 5: DRAFT HOUSING PROVISION FIGURE FOR WEST NORTHAMPTONSHIRE.			
	2001-2021	2021-2026	Totals
Northampton Implementation Area	31500	8875	40375
Daventry District	10800	2700	13500
South Northamptonshire District	6600	1650	8250

- 6.15 It remains unclear as to whether any changes will be proposed in the Secretary of State's Proposed Changes when these are published later in 2008.

Stage 4: Determining which sites and areas will be surveyed

- 6.16 All sites identified by the desk-top review will be visited. This will aid in the robustness of the assessment, particularly where currently held information on the site held may be inconsistent or incomplete. Site surveys will also identify any possible constraints. Those sites that have been granted planning permission will be surveyed and the potential and constraints on these sites will be re-evaluated.








¹ The proposed changes have been published since the drafting of the methodology. The JPU are currently reviewing these changes.

Site size threshold

- 6.17 There is a need to achieve a balance between the comprehensiveness of the SHLAA and the need for it to remain strategic. In view of this a minimum site size threshold will be applied. However, excluding too many sites in urban areas (where smaller sites may form a significant part of the overall land supply) could result in an underestimate of overall housing potential and mean that the results are not robust. Therefore, it is proposed to use the definition of major development as set out in the General Development Procedure Order 1995 as 10 or more dwellings or if this is not known, where the site area is 0.5 hectares or more;
- 6.18 This threshold is below that used for affordable housing and as such the results from the SHLAA will also be used in determining the potential future supply of affordable housing for the area. This will enable an assessment of affordable housing supply to be included as an outcome of the study.

Question 6: Do you agree with the minimum site size threshold as set out in paragraph 6.17 of the SHLAA methodology? If you disagree please provide alternative figures and state why and how your alternative would maintain the balance between comprehensiveness, manageability and maintaining the study at a strategic level.

Stage 5: Carrying out the survey

- 6.19 Following the desktop survey, all sites identified will be visited by officers from the relevant local planning authority in order to determine the likelihood of residential development on each site. These will then be considered by the Stakeholder Panel.
- 6.20 The following characteristics will be recorded and/or checked from the desktop study:
-  Site size
 -  Site boundary
 -  Current use
 -  Surrounding land use
 -  Character of surrounding area
 -  Physical constraints (access, slopes, potential for flooding, significant natural features and location of pylons)
 -  Initial assessment of whether the site is suitable for housing or housing as part of a mixed use development

Question 7: Do you agree with the site characteristics that are proposed to be recorded as set out in paragraph 6.20? If not please explain why

Stage 6: Estimating the housing potential of each site

- 6.21 The Practice Guidance recommends that the estimate of housing potential on each site surveyed should be guided by the existing or emerging development

plan, particularly in terms of local policies towards housing densities. The Urban Design Compendium (English partnerships) sets out the range of densities. This has been used and adapted for the purposes of this SHLAA.

6.22 Table 6 sets out the density ranges that will be used for the purposes of the SHLAA.

TABLE 6: DENSITY RANGES				
		Detached and Linked houses	Terraced houses and flats	Mostly flats
Location	Setting			
Northampton	Central			240-350
	Urban		55-175	165-275
Edge of Northampton and NIA	Suburban	30-50	35--60	80-120
Daventry	Central			165-275
	Urban		55-150	150-200
	Suburban and extensions	30-50	35--60	80-120
Towcester and Brackley	Urban		50-150	140-250
	Suburban and extensions	30-50	35--60	80-120
Villages	Infill and extensions	30-40		

6.23 The densities reflect aspirations for other land uses in these areas (such as employment land and open space) as well as the requirements for other features that might include significant landscape buffers, major service roads, and land for education provision. The figures expressed below represent a range across the area to be surveyed and are not intended as minimum or maximum site densities.

Question 8: Do you agree with the density ranges proposed for each geographical area as set out in Table 6? If not please explain why

Gross to net developable area

6.24 The estimation of housing potential will be based on the net developable area of each identified site. Smaller sites will typically make use of existing roads and facilities, potentially enabling up to 100% of the site area to be developed for housing. However, the area for housing development on larger sites may be reduced through the provision of internal access roads and strategic open space/ greenspace or landscaping. In addition to these development potential of individual sites may be affected by constraints such as the wildlife

conservation interests, protected trees or listed buildings

6.25 The Draft Methodology proposes to apply gross to net ratios in calculating the net developable area for sites identified in the SHLAA. These have been based by considering examples from other areas² where this work has been undertaken and are as follows:

- ✚ Up to 0.4 ha.. 100% of developable area
- ✚ 0.41 ha. to 2 ha. 60-80% of developable area
- ✚ Sites over 2 ha. 40-60 % of developable area

Question 9: Do you agree with the gross to net ratio standards that are proposed in paragraph 6.25? If not please explain why

Stage 7: Assessing when and whether sites are likely to be developed

6.26 The Good Practice sets out the criteria against which a site can be considered deliverable and developable. A site is considered to be **suitable** for housing development if it offers a suitable location for development and would contribute to the creation of sustainable communities. Sites allocated in existing plans or with planning permission for housing will generally be suitable but will be assessed to see if circumstances have changed that may affect their suitability as follows.

- ✚ Policy restrictions (designations, existing planning or community strategy policy)
- ✚ Physical problems or limitations (access, infrastructure, ground conditions, hazardous risks, pollution, flood risk or contamination)
- ✚ Potential impacts (landscape and conservation)
- ✚ Environmental conditions (that would be experienced by prospective residents)

6.27 A site is considered **available** for housing when there are no legal or ownership problems such as multiple ownerships or ransom strips, tenancies or operational requirements of landowners. The site will normally be controlled by a housing developer who has expressed an intention to develop or a landowner who has expressed an intention to sell. The existence of a planning permission does not mean that a site is available as planning applications can be made by people who do not have an interest in the land.

6.28 A site is **achievable** for development where there is a reasonable prospect that it will be developed at a particular point in time. This is a judgement about the economic viability of a site and the capacity of a developer to complete and sell the housing over a certain amount of time will be affected by:

- ✚ Market factors (adjacent uses, economic viability, attractiveness of the local area, market demand and projected rate of sales)
- ✚ Cost factors (preparation, infrastructure and build costs)

² South –East Dorset SHLAA

✚ Delivery factors (build out rates, capacity of the developer)

6.29 Where constraints have been identified an assessment will be made on ways of overcoming them. This could include the need for new infrastructure, land ownership issues or environmental improvements

6.30 Assessing the suitability, availability and achievability of a site will provide information as to whether a site is deliverable and developable.

6.31 To be considered 'deliverable' a site is:

✚ available now, offers a suitable location for housing development and there is a reasonable prospect that housing will be delivered on the site within five years from the date of adoption of the Plan,

6.32 To be considered 'developable' a site is:

✚ in a suitable location and that there is a reasonable prospect that it will be available for and could be developed at some time for housing.

6.33 There are a number of different factors that need to be considered to determine whether a site is suitable and available for development. These include policy and physical factors all of which are important. It is not the purpose of the SHLAA to compare and contrast sites against one another but to assess suitability for inclusion in the SHLAA. A site will be given a nil housing figure if it falls into any of the designations set out in Table 2 of this methodology. Further weightings have been set out under each assessment criteria. For example a site that already has a suitable access point or is well served by existing infrastructure will be considered more suitable than a site that requires new access points to be created or infrastructure provided although both sites may be considered available and deliverable albeit at different times within the plan period. The criteria are set out in Table 7.

TABLE 7: SITE ASSESSMENT CHECKLIST	
Exclude from Assessment	Sites of international, national, Regional and local conservation/ heritage designations
	Sites wholly within Zone 3a and 3b as defined by the Environment Agency
	Site is located wholly outside or is unrelated to the list of settlements set out in Section 6.5 of this report. An exceptional case will be made for sites delivering 100% affordable housing to meet local need.
	New freestanding settlement
Suitability	
Physical Problems or limitations	
Highways	Site is unaffected by highway Issues
	Site has impact on County Highway Network without requiring major off site works (> £50,000)
	Site has impact on Trunk Road network without requiring major off site works (> £100,000)
	Site is affected by severe highway issues requiring major off site works (< £100,000)
Site Access	Access to the site already exists
	Access is not available but potential exists to easily gain access
	Access is unavailable or affected by severe limitations or restrictions
Flood Risk	Site largely within EA flood risk zone 3b
	Site largely EA flood risk zones 3a
	Site largely within EA flood risk zones 2
	Site largely within EA flood risk zone 1
	Site wholly within EA flood risk zone 1
Hazardous Risk	Site is within a notifiable hazardous installation defined by the HSE
	Site is within the inner consultation zone of a notifiable hazardous installation defined by the HSE
	Site is within the intermediate consultation zone of a notifiable hazardous installation defined by the HSE
	Site is within the outer consultation zone of a notifiable hazardous installation defined by the HSE
	Site is not covered by any notifiable hazardous installation zones as defined by the HSE
Contamination	Highly contaminated site in need of significant remediation

TABLE 7: SITE ASSESSMENT CHECKLIST	
	Contamination identified. In need of considerable remediation
	Contamination identified. In need of some remediation
	Slight contamination. In need of minor remediation
	No contamination identified
Sustainability of location	
Re-use of land	Wholly Greenfield site
	More than two-thirds greenfield with less than a third previously developed land.
	More than a half greenfield with less than a half previously developed land.
	More than two thirds previously developed with less than a third greenfield land.
	Wholly previously developed site
Access to primary services, facilities and jobs	No primary services ³ within 1000m or 15 minutes walk
	1 primary services within 1000m or 15 minutes walk
	2 primary services within 1000m or 15 minutes walk
	3-4 primary services within 1000m or 15 minutes walk
	All primary services within 1000m or 15 minutes walk
Access to local services and facilities	No key services ⁴ within 800m or 10 minutes walk
	1 key service within 800m or 10 minutes walk
	2 key services within 800m or 10 minutes walk
	3-4 key services within 800m or 10 minutes walk
	All key services within 800m or 10 minutes walk
Access to local public transport services	Site within 800m of railway station
	Site more than 800m from railway station
	No bus service to urban area within 800m, or, bus service to urban area where journey time 60 mins+.

³ A primary service is a secondary school, NHS health facilities with spare capacities, public leisure facility, employment opportunities, shops

⁴ Key services are primary school with spare capacity, general store, community/ village hall, public house, post office

TABLE 7: SITE ASSESSMENT CHECKLIST	
	Within 800m of bus service to urban area where journey time 46-60 mins.
	Within 800m of bus service to urban area where journey time 31-45 mins.
	Within 800m of bus service to urban area where journey time 16-30 mins.
	Within 800m of bus service to urban area where journey time 1-15 mins.
Potential Impacts	
Built environment	Includes or adjacent to Grade 1 and 2* listed building, scheduled ancient monument,
	Includes or adjacent to Grade 2 listed building or land or buildings with an Article 4(1) or Article 5(4) designations to which Article 4(1) applies
	Includes a conservation area, or locally listed buildings, or Article 4(2) or a site of archaeological importance.
	Adjacent to a conservation area, or locally listed buildings, or Article 4(2) or a site of archaeological importance
	No existing designations
Natural environment	Includes or adjacent to an international, national site of nature conservation interest or historic park and garden or battlefield,
	Includes or adjacent to regional site of nature conservation interest
	Includes a locally designated site of nature conservation interest protected woodland or tree preservation order
	Adjacent to a locally designated site of nature conservation interest protected woodland or tree preservation order
	No existing designations
Landscape	High Sensitivity- significant constraint such that development can not take place
	Medium Sensitivity- significant constraints identified although some development may be possible subject to further investigation and appropriate mitigation
	Low Sensitivity- some constraints identified, although development may be possible
	No known issues
Noise ⁵	Site is unaffected by significant road or rail noise

⁵ see PPG 24 for guidance

TABLE 7: SITE ASSESSMENT CHECKLIST	
	Site is affected by road or rail noise and mitigation necessary
	Site is severely affected by significant road or rail noise
Neighbouring land use	Site is unaffected by un-neighbourly uses (factory, retail use with late deliveries)
	Site is affected by un-neighbourly uses
Availability	
Planning status	Site has outstanding planning permission for housing
	Site previously had planning permission for housing
	Site is identified for housing in a current local plan / planning brief
	Site has previously been refused planning permission for housing
	Site has previously been unsuccessfully submitted for residential development in a local plan
	Site has been submitted to the Joint Planning Unit for consideration for residential development in the LDF
	Site has no planning history or has not been made known to the Joint Planning unit as suitable for housing
Control and ownership of site	Site in multiple ownerships with some unwilling partners. CPO intervention may be needed.
	Site in multiple ownership but issues can be resolved.
	Minor ownership issues but can be overcome.
	Site in single ownership, but not actively promoted for development.
	Site in single ownership and actively promoted for development.
Intention to develop	Known intention to make the site available within the next five years (ie: by April 2013)
	Known intention to make the site available between 2013 and 2018
	Known intention to make the site available between 2018 and 2023
	No known intention to make the site available
Legal constraints	No known legal constraints or covenants
	Not known if there are any legal constraints or covenants
	Site constrained by a legal constraint or covenant

TABLE 7: SITE ASSESSMENT CHECKLIST

Achievability	
Market Factors	
Existing Uses	Site in active use and likely to continue.
	Site in active use but with reasonable likelihood of ceasing.
	Site in active use but due to cease.
	Site in temporary use and likely to cease.
	Vacant site not in use.
Economic Viability of existing use	Existing use of the site makes residential development an attractive option
	No accurate judgement can be made on the economic viability of the existing use of the site
	Existing use of the site makes residential development an unattractive option
Economic Viability of Alternative use	Residential use is the most attractive alternative use for the site
	No accurate judgement can be made on the economic viability of alternative uses for the site
	Residential use is the least attractive alternative use for the site
Adjoining land uses	Adjoining land uses are likely to have a positive affect on the marketability of the site
	Adjoining land uses are likely to have a neutral affect on the marketability of the site
	Adjoining land uses are likely to have a negative affect on the marketability of the site
Market Demand	The location of the site will have a positive effect on the marketability of the site for residential development
	The location of the site will have a neutral effect on the marketability of the site for residential development
	The location of the site will have a negative effect on the marketability of the site for residential development
Projected sales	Market demand is high for residential development in the site's location
	Market demand is fair for residential development in the site's location
	Market demand is low for residential development in the site's location
Cost Factors	
Site preparation costs	Site preparation costs are considered to be comparatively low
	Site preparation costs are considered to be average

TABLE 7: SITE ASSESSMENT CHECKLIST	
	Site preparation costs are considered to be comparatively high
	Site preparation costs are considered to be prohibitively high
Design and planning obligations	There are no relevant design standards or obligations that add significant costs to the development
	There are relevant design standards or obligations that add significant costs to the development
Infrastructure and utility works	No exceptional infrastructure works are required
	Exceptional works will be required to deliver the site
Funding	No funding is required to overcome constraints and assist development
	Funding is available to overcome constraints and assist development
	Funding is not available to overcome constraints and assist development
Delivery Factors	
Phasing of development	Site to be delivered in single phase
	No information available regarding the phasing of the development
	Site to be delivered in multiple phases
Developer involvement	Site to be developed by a single developer
	Site to be developed by multiple developers
Necessary Infrastructure	Necessary infrastructure will be available within 0 –5 years to allow development to take place
	Necessary infrastructure will be available within 6 – 10 years to allow development to take place
	Necessary infrastructure will be available within 11 – 15 years to allow development to take place
	Necessary infrastructure will not be available until after 15 years
	Necessary infrastructure will be available within 11 – 15 years to allow development to take place
	No timescale known for delivery of known infrastructure



Question 10: Do you agree with the factors proposed in Table 7 to be considered in the assessment of a site's potential for housing? If not what changes would you propose and why?

Stage 8: Review of the Assessment

- 6.34 Following the assessment of sites, the housing potential of all sites will be collected to produce a housing trajectory for the component parts of West Northamptonshire as set out in paragraph 6.5. This will set out how much housing can be provided, and at what point in the future.
- 6.35 The Practice Guidance recommends that a risk assessment should be made at the review stage in order to assess the risk of sites not coming forward as anticipated. If insufficient sites are not identified in order to meet the strategic housing targets for a planning authority, it will be necessary to investigate how this shortfall should best be planned for.
- 6.36 Where there is an identified shortfall in deliverable/developable sites for housing within any part of West Northamptonshire, it is proposed that an allowance for windfall developments will be taken into account (as set out in Stage 10) and if still necessary then the geographical area covered by the SHLAA will be extended to consider broad locations for development (Stage 9) and/ or the consideration of sites in other villages not currently included in this assessment.




Stage 9: Identifying and assessing the housing potential of broad locations (where necessary)

- 6.37 Broad locations are areas where further housing development is considered feasible and will be encouraged, but where specific sites cannot yet be identified. This approach will provide a level of certainty to communities and developers concerning future patterns of development. Examples of broad locations include land:

-  Within and adjoining settlements – where housing development is or could be encouraged or small extensions to existing settlements
-  Outside settlements – for example, major urban extensions

Stage 10: Determining the housing potential of windfall (where justified)

- 6.38 PPS3 sets a clear expectation that the supply of land for housing should be based on specific sites, and where necessary, broad locations. It also recognises that there may be genuine circumstances where a windfall allowance may be justified. This should be based on an estimate of the amount of housing that could be delivered in the area on land that has not been identified. Consideration will need to be given as to

-  Whether the annual windfall rate will increase or decrease
-  Whether the pattern of development is likely to remain the same, grow or decline
-  Whether market conditions are likely to remain the same, worsen or improve in the future.

- 6.39 Sites identified and assessed in SHLAA database are not windfalls, as they have been identified. It is expected that the majority of potential sites above the proposed thresholds will therefore be identified and that a windfall allowance will not be justified. Therefore, it is proposed that if the JPU cannot identify enough specific potential housing sites to meet its strategic housing requirement it will then determine housing potential from recent historic windfall levels,. It is proposed that where this requirement is necessary the method for determining an acceptable rate based on historic windfall rates will be discussed with the SHLAA Panel.

Question 11: Do you agree with the assumptions made in respect of windfalls as set out in paragraphs 6.37 – 6.39? If not please explain why

7. Timetable

- 7.1 The results of this assessment will form part of the evidence base to support the Preferred Options consultation on the Joint Core Strategy. The timetable provides for two periods of consultation on the methodology and draft findings. Table 10 sets out the timetable.

TABLE 10: TIMETABLE								
Task	June 2008	July 2008	Aug 2008	Sep 2008	Oct 2008	Nov 2008	Dec 2008	Jan 2009
Identify Data Sources for Assessment								
Develop Draft Methodology								
Consult on Draft Methodology and Make Available on Websites								
Agree Methodology								
Build and Test Database								
Data Collation and Entry								
Consult with Developers / Landowners to Identify New Sites								
Map Sites on GIS								
Identify Gaps in Data and Visit Sites								
Survey Newly Identified Sites								
Produce Report								
Present Findings								
Release Report								
Agree Monitoring Framework								

8 What happens next?

- 8.1 This document sets out a consistent approach to the proposed methodology which will be used by the partnership Local Authorities in the West Northamptonshire housing market area sub-region for the preparation of SHLAA. The Joint Planning Unit now invites comments on the proposed methodology.
- 8.2 The consultation offers an opportunity for key stakeholders to be involved at an early stage in this process, so that they can help to shape the approach that will be taken. **The closing date for receipt of comments is (insert date).** In addition to comments on the proposed methodology, responses to the questions below are particularly encouraged.
- 8.3 Following this consultation the Joint Planning Unit will consider responses made and make revisions to the proposed methodology where these are necessary. A final version of the methodology will then be published as well as the final SHLAA once completed.

Appendix 1: Key Conclusions of the West Northamptonshire Strategic Housing Market Assessment

THE GEOGRAPHIES

It is important at the outset of this Section to recognise that the West Northamptonshire area comprises settlements of different size and character. It is important that policy does not adopt a 'one size fits all' approach, but is differentiated between different types of settlements. The scope to vary, for example, affordable housing policy across different types of settlements within the same authority is given explicit recognition in PPS3: Housing published in November 2006.

In developing recommendations, DTZ suggest the need to differentiate planning and housing policies at three different spatial levels:

The Northampton Implementation Area (NIA): The NIA has not been formally defined in the sense that it has a set of defined boundaries. But broadly the NIA comprises the urban area of Northampton plus those development areas that are extensions to the existing urban area. These urban extensions may be within Northampton Borough, but are more likely to be in South Northamptonshire or Daventry District because the urban area of Northampton currently abuts much of the Northampton Borough boundary

The Market Towns: comprising Daventry, Towcester and Brackley. The market towns have an established social and physical infrastructure and outside of the NIA will be the main focus for housing growth.

The Villages and Rural Areas: both Daventry and South Northamptonshire Districts are essentially rural districts with a large area of each district comprising villages, hamlets and open countryside.

DELIVERING THE PLAN

The Draft East Midlands Spatial Strategy (RSS8) identifies the overall level of planned housing provision in the East Midlands for the period to 2026, and its spatial distribution between various housing market areas. An important feature of the Draft RSS is its recognition that the East Midlands region is not uniform and that differing pressures and opportunities will arise in different parts of the region.

Within the RSS, Northampton, South Northamptonshire and Daventry form the West Northamptonshire housing market area. The proposals brought forward in the RSS envisage a net additional provision of slightly less than 50,000 dwellings in the sub-region between 2006 and 2026, a net annual provision of 2,480 dwellings. This is a 25% increase on the previous target of 1,920 identified set for the five year period 2001/2 to 2005/6.

While the primary focus for development in West Northamptonshire is the town of Northampton, those parts of Daventry District and South

Northamptonshire outside the Northampton Implementation Area have an important part to play in the overall targets for West Northamptonshire. The targets set for net completions do not increase over time, but overall the areas outside the NIA account for around 40% of the target level of completions. Daventry and Towcester in particular have an important role in the overall strategy.

The Regional Spatial Strategy and the Milton Keynes South Midlands Strategy both emphasise the importance of achieving this level of growth in a sustainable way. This is a major factor in the concentration on planned housing growth on Northampton. Strategy recognises the need to secure improvements in transport and communications infrastructure, and the need to encourage mixed and balanced communities. The challenge in delivery is therefore not simply about getting the houses and flats built – it is to do so in a way that provides good quality places for people to live, in mixed income communities that are environmentally sustainable.

Delivering the planned level of housing growth is a huge challenge for all the stakeholders involved in the West Northamptonshire area – the local authorities, the Development Corporation, the housebuilding industry, infrastructure providers, and those organizations providing public services such as health and education. Simply delivering the planned level of housing completions year in year out, through buoyant and stagnant periods in the housing market would be challenging. Doing so in a sustainable way is an even greater challenge.

A major issue for the growth plans for area is the absence of land allocations sufficient for the planned level of housing completions over the next 5 years. PPS3: Housing, published on 19th November 2006, makes it clear that authorities should have a minimum five year supply of land for residential development. This five year supply should be allocated land that is developable – meaning that it is capable of being developed within five years, suitable for residential development and that housing development on the site is viable.

West Northamptonshire is not in the position required by PPS3 – and in this the final PPS3 is no different to what was in the draft PPS3 published in December 2005. The Core Strategy for West Northamptonshire will not be in place before 2009, and confirmed allocations of land may not be available until some time after that given that the Strategy will need to go through an Examination in Public. The planning authorities have a choice. Either they establish quickly some interim policy identifying land for residential development; or they will have developers bringing forward applications for development that stand a good chance of winning at appeal if refused planning permission by the local planning authorities. The latter is less likely to produce a pattern of sustainable development than the former approach.

Recommendation 1: Establish an Interim Programme of Land Provision for Residential Development

DTZ recommend that the West Northamptonshire Development Corporation working with the local planning and housing authorities establish as a priority an interim policy that identifies sufficient land to ensure that housing completion targets can be met for the next five years in West Northamptonshire as a whole.

In order to achieve this objective, the public sector partners need to focus on land that is not constrained by the need for major infrastructure investment. Moreover since there will be uncertainty about the pace at which sites will actually come forward and secure full approval, the public authorities should aim to identify land for development in the next 5 years that could accommodate 130% of the housing target for the period. This is because delays are almost inevitable on some sites.

DTZ would also argue that in identifying land for development in the near future (the period to 2011) the public sector stakeholders should ensure a range of different sites are available within the different settlements in the sub-region. While demand for new housing is reasonably robust at present, it is perfectly conceivable that prior to 2011 there will be a housing market slow down or even a slump.

Maintaining levels of new completions in a different housing market or economic environment will be challenging, since people may be reluctant to move. Moreover new investment in the Buy-to-Let market, which has helped maintain sales volumes over the past 6 years, may evaporate. Having a range of sites in different locations available represents the best possible way of maintaining output, since it allows housebuilders to capitalise on purely local demand.

Recommendation 2: Co-Ordination and Overview of the Delivery Programme

The level of housing completions to be delivered in West Northamptonshire is challenging in both planning and potentially in terms of market appetite. Given this challenge it is welcome that there is an established delivery agency in place – the West Northamptonshire Development Corporation. We have not reviewed the delivery arrangements that the WNDC has put in place as part of this study. DTZ would, however, wish to emphasise to Central and Regional Government the key role that the WNDC has to play in delivering the growth plans for West Northamptonshire. DTZ regard it as almost inconceivable that the level of planned growth could be achieved without a single purpose agency. However it is critical that it is adequately resourced.

The WNDC clearly has a key role in addressing the short term issues of land supply as identified above, as well as working with the local planning authorities to put in place the PPS3 requirement to identify a 15 year land supply. The challenge of co-ordinating investment in housing, with the planning, funding and delivery of hard infrastructure – roads, utilities etc – and soft infrastructure – schools, health services and community facilities is huge. It is clear to us that the Development Corporation needs to be allowed to

adopt a flexible framework, and to trouble shooting approach if the housing targets for the area are to be met. It will be important to establish consistent policies for capture of development gain in order to fund affordable housing and infrastructure – and to avoid any disruption that might ensue if Planning Gain Supplement were to be introduced.

Market Demand: It is accepted throughout the majority of the economy that markets provide a highly effective way of matching demand and supply, and that the relative profitability of different products provide a powerful signal to enable the allocation of those resources to where they produce the greatest benefits to society. The market for new housing is a highly regulated market, because the private market cannot fully take into account all the societal costs and benefits arising from a certain pattern of land use. But market signals can still play a very important role in indicating what type and size of dwelling is most in demand.

DTZ therefore maintains that there should be considerable weight given to house builders and developer's interpretation of current market requirements in terms of the size and type of dwellings, within a framework of what is deemed suitable in terms of different locations and appropriate household types. This is consistent with PPS3. This framework may, for example, indicate that higher density development is desirable in more central locations well served by public transport, than in areas characterized at present by lower densities and where houses rather than flats currently predominate.

It also needs to be appreciated that at different stages in the housing market cycle different forms of development may be brought forward in different quantities. The high proportion of flats produced over the last few years reflects in part the particular characteristics of a rising market, where new entrants have been keen to get a foothold in the market, and where there has been a shortage of suitable housing product. Given the volume of this product developed in recent years it is quite realistic to anticipate a relative shift back to building of houses in the next 5 years, or the development of a different type of flatted product.

The Nature and Location of the Site: Different sites and locations will lend themselves to provision of different dwelling types, densities, and hence size of dwellings. Normal planning considerations need to be applied taking into account the characteristics of particular sites and the surrounding area. This implies it will not always be appropriate to maximise density. Town centres will typically lend themselves to higher density development than more suburban locations. Regard will be had to density and hence type of development with respect to access and traffic generation.

In West Northamptonshire there are in reality a number of different local housing markets, divided between Northampton market and the market towns and villages of Daventry and South Northamptonshire Districts. Within such settlements it may well be appropriate to seek to ensure a choice of housing provision so that people in different circumstances and with different requirements can live in that settlement without the need to move elsewhere

in the sub-region. It may therefore be sensible to deliberately seek to encourage greater variety of provision (in terms of dwelling type and size) at the level of individual settlements.

Appendix 2

List of out those who will be invited to form the SHLAA Advisory Panel

West Northamptonshire Development Corporation
Northamptonshire County Council
Home builders Federation
Registered social landlord (a preferred partner from each council)
Housing Corporation
English Partnerships
Environment Agency
Highways Agency
Natural England
West Northamptonshire Joint Planning Unit
Northampton Borough- Policy and Housing Strategy
South Northamptonshire Council
Daventry District Council

Terms of Reference for SHLAA Advisory Panel

- 1) The purpose of the SHLAA Panel is to advise the Joint Planning Unit on the deliverability and developability of sites put forward for housing development, as part of the Strategic Housing Land Availability Assessment for West Northamptonshire. The SHLAA will provide part of the evidence base for the Joint Core Strategy.
- 2) The Panel members may change to reflect the areas covered by the sites being considered.
- 3) Panel members will be expected to declare their financial or other interests in any site under discussion.
- 4) The names and contact details of Panel members will be recorded and made available on public request.
- 5) No payment will be offered for attendance at a Panel meeting.
- 6) A record of the conclusions reached by the panel for each site will be made available (via email) to all panel members within one week of the panel meeting. Panel members will have one week to check for factual accuracy. This record will be considered by the JPU in formulating the SHLAA.
- 7) The SHLAA databases will remain the property of West Northamptonshire Joint Planning Unit and any changes to the SHLAA databases as a result of the advice of the Panel will be made by the Unit.

Note The production of the SHLAA remains the responsibility of the LPAs and they will have the final say over the contents, taking into account the advice of the panel.

Appendix 3

Forms to be used in collation of site information

West Northamptonshire Joint Strategic Housing Land Availability Assessment (SHLAA)

Potential New Housing Site

- Please complete the form clearly and legibly
- Your name and address must be provided for your comments to be considered
- You must attach a plan showing the precise boundaries of the site
- This form must be returned by

DATA PROTECTION AND FREEDOM OF INFORMATION ACT

The information collected in this response form will be used by the West Northamptonshire Joint Planning Unit to inform the West Northamptonshire Joint Strategic Housing Land Availability Assessment (SHLAA) and subsequent components of the Local Development Framework. By responding you are accepting that your response and the information within it will be in the public domain and that it may be disclosed under the Freedom of Information Act. However any published information will not contain personal details of individuals.

Your Details	
Name	
Company	
Representing	
Address	
Telephone	
E mail	

Site Details	
Site name/ address	
Site Postcode	
OS Grid Reference	
Please attach a plan outlining the boundaries of the site indicating which part(s) may be suitable for housing (if this is less than the whole). Without this information we will not be able to register and consider the site.	

Site Ownership	
Do you own the site?	
If 'yes' then do you own the whole site? If not then please list the other owners.	
If 'no' then please list the owner(s)	

Current Use	
What is the site currently used for?	
Is the site greenfield or brownfield? (If a mix then please give estimated proportions of each type)	

Potential for Housing	
Number of houses	
Number of flats	

Possible Constraints: Are there any constraints that may prevent the development of the site. Please provide brief details	
Highway Improvements	
Access	
Flood Risk	
Hazardous Risk	
Contamination	
Utilities	
Built environment	
Natural environment	
Availability (multiple ownerships, ransom strips)	
Other (please state)	
How can these constraints be overcome?	

Availability	
Over what broad timeframe do you think the site could first become available for development? (Please tick one box)	
Within the next 5 years (by the end of March 2013)	
Within years 5 - 10 (between April 2013 and March 2018)	
Within years 10 - 15 (between April 2018 and March 2023)	
After March 2023	

If you think the site could become available for development within the next 5 years what would be your best estimate of when development could start?	
Before the end of March 2009	
Between April 2009 and March 2010	
Between April 2010 and March 2011	
Between April 2011 and March 2012	
Between April 2012 and March 2013	

Deliverability	
Once started how many years do you think it would take to develop the site?	
Number of years	

If the development requires phasing, could you please explain the likely timing of the phases and number of dwellings to be delivered at each phase	
Year	Number of dwellings

If the site is likely to be phased, please could you explain the timescales for each likely phase and numbers of dwellings to be delivered for each phase	
Number of years	

Other information
If an officer of the Council (or appointee) wishes to access the site to further consider suitability, would this be possible? If so please provide contact details of the person who should be contacted to arrange a site visit.

Is there any other information that you consider appropriate in respect of this site?

West Northamptonshire Joint Strategic Housing Land Availability Assessment (SHLAA)

Site with Existing Planning Permission

Local planning authorities are required to undertake a Strategic Housing Land Availability Assessment to provide the evidence base to support the delivery of sufficient land to meet the community's need for more homes. In West Northamptonshire this is being undertaken by the Joint Planning Unit. Our records show that you have a current planning permission(s) to develop land for housing. This land will therefore be included in the availability assessment but it would be most helpful if you could spend a moment to answer the following questions about the site and your intentions.

If you have permission to develop more than one site, please respond on a separate form for each site. Additional forms may be obtained from the council office or website, or you may prefer to simply photocopy this form.

Please return the form to the council by **Friday 5th September 2008**.

- Please complete the form clearly and legibly
- Your name and address must be provided for your comments to be considered
- You must attach a plan showing the precise boundaries of the site.

DATA PROTECTION AND FREEDOM OF INFORMATION ACT

The information collected in this response form will be used by the West Northamptonshire Joint Planning Unit to inform the West Northamptonshire Joint Strategic Housing Land Availability Assessment (SHLAA) and subsequent components of the Local Development Framework. By responding you are accepting that your response and the information within it will be in the public domain and that it may be disclosed under the Freedom of Information Act. However any published information will not contain personal details of individuals.

1. Your Details	
Name	
Company	
Representing	
Address	
Telephone	
E mail	

2. Site and Planning Application Details	
Site Address	
Planning Application Reference Number (if known)	
Proposal	
Number of dwellings	
Applicant Name	
Decision Date	
Expiry Date	

3. Site Ownership	
Do you own the site?	
If 'yes' then do you own the whole site? If not then please list the other owners.	
If 'no' then please list the owner(s)	

4. When do you intend to start work on the development of the site?	
Before the end of March 2009	
Between April 2009 and March 2010	
Between April 2010 and March 2011	
Between April 2011 and March 2012	
Between April 2012 and March 2013	
Between April 2013 and March 2018	
Between April 2019 and March 2023	
After April 2023	

5. Do you intend to implement the above planning permission before it expires? YES/ NO	

6. Are there any constraints which will/ have delayed you from starting the development? E.g. Cannot obtain ownership, access constraints, etc. (please provide details).

7. Once commenced how many years do you think it will take to develop the site?	
Number of years	

8. When do you intend to complete the development?	
By 31 st March 2009	
By 31 st March 2010	
By 31 st March 2011	
By 31 st March 2012	
By 31 st March 2013	
By 31 st March 2018	
By 31 st March 2023	
After April 2023	

9. If the development requires phasing, could you please explain the likely timing of the phases and number of dwellings to be delivered at each phase	
Year	Number of dwellings

10. If you do not intend to implement the permission please provide details as to the reasons for not doing so. These may include site constraints, inability to gain ownership, etc.

11. Is there any other information that you consider appropriate in respect of this site?

Please sign and date this form.

Signed: _____ Date: _____

Thank you for taking the time to complete this form.

Question 12: Do you consider that the forms proposed to be used in the 'call for sites' as set out in Appendix 2 will provide a sufficiently robust indication of whether a site is "available"? If not please explain why