

Local Development Framework
Evidence Base

Herefordshire's Strategic Housing Land Availability Assessment 2011-2031

Second Review March 2012



HEREFORDSHIRE'S SHLAA Second Review March 2012

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Executive Summary

When preparing development plans, the Council is required to demonstrate and identify through its Strategic Housing Land Availability Assessment (SHLAA) that potential land is suitable, achievable and available to deliver the housing provision set out in the Development Plan and its intended replacement. The principles for this are set out in national guidance in Planning Policy Statement 3, Housing (PPS3) and related advice. However, at the end of 2011 national planning policy and legislation is in a state of change. The adopted form of the regional plan, the West Midlands Regional Spatial Strategy, January 2008, is currently part of the development plan but, along with all regional strategies is soon to be revoked as part of the Localism Act, December 2011.

The emerging Core Strategy plan period has recently been revised and now runs from 2011 to 2031 reflecting the need for a 15 year time band from date of adoption. The plan period of the last adopted regional plan is from 2006 to 2021. In the absence of a provision for the Plan period up to 2031 the same rate of provision has been projected forward for the purposes of this SHLAA. Therefore this second review of SHLAA takes an amended figure of 11,200 net new dwellings to be delivered in Herefordshire by 2031.

Within Herefordshire, the Core Strategy is the main development plan document in preparation as part of the Local Development Framework eventually replacing the saved policies of Herefordshire Unitary Development Plan. The introduction of Neighbourhood Planning as part of the Localism Act has the potential to cover the more local areas in the county in terms of future plans. Future plans will need to be informed by this technical report of the potential housing land available and the choice of sites in existence for consideration through the plan making process.

The following information provides a summary from this SHLAA of the potential supply of land for housing on identified deliverable and developable sites in Herefordshire capable of delivering 5 or more dwellings over the next 20 years (2011–2031) and beyond.

Deliverable sites are those that are available now, are in a suitable location for housing and there is a reasonable prospect that housing will be delivered in the next five years. These comprise of existing planning permissions, outstanding allocations and sites where construction has commenced.

Developable sites are those that are, or are likely to become available for housing development, which satisfy the very broad suitability criteria established by the SHLAA and where there is a reasonable prospect they could be developed in the future.

This assessment considered 708 sites in total of which 297 sites are potentially suitable, available and achievable and could be considered further for inclusion within development plan documents. Since the latest published SHLAA this is an increase of 42 newly assessed sites with 18 of these sites having some potential. Estimates of capacity suggest that these sites offer the potential for 30,432 dwellings to be built between 2011 - 2031. Clearly not all these sites are required to meet the housing requirements and it is for the development plan making process to consider the choice of sites available and decide which sites should proceed further into housing allocations.

It should be made clear that whilst offering potential for housing development, a number of these sites have significant constraints. Where this is the case, and through the development plan process, other more appropriate sites should be considered first. For the purposes of this study, significantly constrained sites have been programmed in later years.

Source	1-5 years	6-10 years	11-15 years	16-20 years	Total to 2031	Post 2031
	2011-2016	2016-2021	2021-2026	2026-2031		(Significantly constrained sites)
	Low constraints		Significant constraints			
Dwellings identified on deliverable sites	2,584	198	x	x	2,782	
Dwellings identified on developable urban sites	2,061	3,892	5,417	11,112	22,482	2,896
Dwellings identified on developable rural sites	961	961	1,623	1623	5,168	
Total	5,606	5,051	7,040	12,735	30,432	2,896

- It is estimated that there are potential sites for 30,432 dwellings in Herefordshire between 2011-2031 of which 2,782 can be provided on deliverable sites and 7,875 dwellings can be provided on developable sites with low constraints and 19,775 dwellings on developable sites with significant constraints
- **Hereford** has the potential to deliver 15,052 dwellings by 2031 with 1,036 on deliverable sites and 14,016 on developable sites of which 3,225 can be provided on sites with low constraints and 10,791 dwellings on sites with significant constraints
- **Bromyard** has the potential to deliver 272 dwellings by 2031 with 158 on deliverable sites and 114 on developable sites of which 44 dwellings can be provided on sites with low constraints and 70 dwellings on sites with significant constraints
- **Kington** has the potential to deliver 93 dwellings by 2031 with 14 on deliverable sites and 79 on developable sites of which 49 dwellings can be provided on sites with low constraints and 30 dwellings on sites with significant constraints
- **Ledbury** has the potential to deliver 2,730 by 2031 with 56 on deliverable sites and 2,674 dwellings on developable sites of which 884 dwellings can be provided

- **Leominster** has the potential to deliver 3,999 by 2031 with 571 on deliverable sites and 3,428 dwellings on developable sites of which 1,140 dwellings can be provided on sites with low constraints and 2,288 dwellings on sites with significant constraints
- **Ross-on-Wye** has the potential to deliver 2,481 dwellings by 2031 with 310 on deliverable sites and 2,171 dwellings on developable sites of which 611 dwellings can be provided on sites with low constraints and 1,560 dwellings on sites with significant constraints
- The **Rural Areas** have the potential to deliver 5,805 dwellings by 2031 with 637 dwellings on deliverable sites and 5168 dwellings on developable sites of which 1,922 dwellings can be provided on sites with low constraints and 3,246 dwellings on sites with significant constraints
- 2,896 dwellings have been identified for post 2031 and can be considered further through a revision of the development plan.

Cautionary Note

Future plan policies on housing development will be based on many considerations of which this report is only one. This is a technical report used to inform policy rather than a policy document in its own right. The identification of any site in this study does not indicate that it will successfully obtain planning permission for housing or will be allocated for housing development in any new plan. In addition, the non inclusion of a site does not preclude its residential development providing it meets the policies at the time. This study represents a snap shot in time. Additional sites are likely to continue to become available and this study should not be regarded as definitive for the lifetime of the LDF. It is a 'living document' that will need to be reviewed through the Annual Monitoring Report (AMR), the monitoring framework of the LDF.

1.0 WHAT IS A STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (SHLAA)?

- 1.1 The production of a Strategic Housing Land Availability Assessment (SHLAA) is required by Planning Policy Statement 3: Housing (PPS3) and is a key component of the Local Development Framework (LDF) evidence base to support the delivery of sufficient land for housing in Herefordshire. It provides information on the site opportunities that exist in and around the County's main settlements to meet Herefordshire's regional housing provision. The information set within this SHLAA will inform future LDF planning documents commencing with the Core Strategy. This is the second review of SHLAA with a First Review published in January 2011 and the original report published in October 2009,
- 1.2 The SHLAA is a technical report. It is not setting policy but provides the background evidence on the **potential** availability of land in Herefordshire for housing and the choices available for delivering housing. The SHLAA is an important evidence source to inform plan making but does not in itself determine whether a site should be allocated for housing development. Future planning documents will need to consider what policy approach is appropriate in order to deliver Herefordshire's housing provision based on this evidence. While the SHLAA will assess whether sites are potentially suitable for housing, this should only be taken to mean that they are suitable provided they are not required for other purposes and are required to meet plan purposes. In addition, the SHLAA does not preclude residential development on other sites that have not been identified in the SHLAA.
- 1.3 This SHLAA has involved an assessment of the likely total numbers of new houses that could be achieved on sites of 5 or more dwellings and when these could be built on an annual basis within 5 year periods from 2011 to 2031 reflecting the Core Strategy new plan period. The SHLAA takes into account the **availability** of identified sites, their **suitability** and their **achievability** for housing including whether the potential sites could in theory be brought forward by the housing industry. In addition, the SHLAA has re-assessed the potential of outstanding planning permissions and plan allocations to calculate the likely level of housing that they are expected to deliver. The Government and the Council need to be confident that there is sufficient land within the County to meet its housing provision.

2.0 DEVELOPMENT PLAN CONTEXT

- 2.1 To date the West Midlands Regional Spatial Strategy (WMRSS), adopted January 2008, is the relevant regional plan covering Herefordshire. However, the RSS is to be abolished via the provisions set out in the Localism Act which was granted Royal Assent in December 2011 but until the Act comes into force, the RSS remains in place as part of the Development Plan for Herefordshire. This SHLAA will demonstrate that sufficient land is available within the County to meet the housing requirements of the regional plan.
- 2.2 The Unitary Development Plan (UDP) for Herefordshire was adopted in March 2007 to cover the plan period up to 2011. The majority of its saved policies were saved in March 2010 and these will be retained until such time as there is an adopted Plan in place.
- 2.3 These two documents contain the plan policies which provide the current planning framework for the County.

- 2.4 Work is underway on the LDF for Herefordshire with preparation of the Core Strategy which recently completed a Revised Preferred Options consultation in Autumn 2011. The Core Strategy will eventually replace the saved UDP policies and will provide the planning policy framework for the County. Using the site/capacity information contained within this SHLAA, the Core Strategy will break down the reviewed regional housing figures into amounts of housing to be found in Hereford, the market towns and the rural areas. Additionally, the SHLAA will inform the preparation of any future planning policy documents.
- 2.5 With the introduction of the Localism Act in December 2011. The Act contains a number of significant planning provisions including revocation of Regional Strategies and the introduction of Neighbourhood Plans. This change from “top down” to “bottom up” planning will, in due course, be accompanied by secondary legislation and new national advice that may well change the nature of the SHLAA process. The Government’s intention in the draft National Planning Policy Framework (NPPF) published in July 2011 is for Local Planning Authorities to prepare SHLAAs to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified requirement for housing over the plan period. At the time of drafting this document it is not possible to say how SHLAAs will respond to neighbourhood plans which have the potential to deliver housing on a very localised site by site basis rather than against any evidential background of strategic need. Depending on the uptake of Neighbourhood Planning by the parish councils, the need to produce a Hereford Area Plan or a Market Towns and Rural Areas Plan will be under review.

3.0 HOW MUCH HOUSING IS HEREFORDSHIRE EXPECTED TO DELIVER?

- 3.1 At the time of publishing the original SHLAA in 2009, the housing figures within the RSS were under review. The RSS Phase 2 Revision Preferred Option was submitted to the Secretary of State in December 2007. The revision proposed a figure of 16,600 dwellings to be built in Herefordshire for the period 2006–2026 with half being provided within Hereford. Following the Examination in Public held during April - June 2009, the Report of the Panel (September 2009) was submitted to the Secretary of State with new recommended targets. The Inspectors’ Panel Report proposed increasing housing figures to be delivered in the County to 18,000 of which 8,500 were to be provided in Hereford. In March 2010 a letter from GOWM (see appendix 15) advised Councils to use the latest adopted development plan figures for calculating 5 year supply. The letter also stated that once the RSS was adopted then higher figures may be applicable. As the RSS will not be adopted due the Government’s intended abolition of it, the adopted RSS will be used for the purposes of this year’s study. This SHLAA will provide evidence to demonstrate that there is sufficient land to meet the housing figures contained in the adopted RSS 2008 (which remains part of the Development Plan for the time being).

4.0 HEREFORDSHIRE’S SHLAA

- 4.1 This SHLAA has been produced in line with the various stages identified within the Department for Communities and Local Government (CLG) Practice Guidance, July 2007.

4.2 Stage 1 – Planning the assessment

- 4.2.1 This initial stage related to the project planning required and the decision to undertake the piece of work in-house. In addition, the following areas were agreed:

The SHLAA study area

- 4.2.2 Para 7 of the practice guidance states that ‘the study area should preferably be a sub-regional housing market area, but may be a local planning authority area, where necessary’. Herefordshire along with Shropshire forms part of the Western Housing Market Area, as defined by the WMRSS. However, given the scale of the task and the conclusion of the regional Ecotech report October 2006 that Herefordshire has a relatively self contained housing market then this SHLAA has taken the administrative area for the County as its study area.
- 4.2.3 The SHLAA practice guidance (Para 7) states that the study should aim to identify as many sites with housing potential in and around as many settlements as possible in the study area. It is clear that the guidance seeks to identify the maximum number of possible locations where housing could be provided within the housing market area and not just the main urban locations as it is the role of the plan making process to assess the sustainability and suitability of a site or location for housing.
- 4.2.4 Herefordshire is a very large rural County covering 842 square miles (2,180 square km) with a dispersed settlement pattern and a population of 179,300 (mid year estimate 2010). It would not be possible with available resources to assess every settlement in the County. The saved UDP policies include a settlement hierarchy which aligned itself with national/regional policy which sought development in the most sustainable locations and did not advocate significant development in rural areas. This hierarchy identified Hereford along with the market towns of Bromyard, Ledbury, Leominster, Kington and Ross-on-Wye and 48 main villages and 36 smaller settlements as representing the areas where the majority of housing development should be focussed. The Core Strategy, Revised Preferred Options consultation proposed 16,500 dwellings across the county. The number of homes for Hereford is proposed to be 6,500 with 5,300 new dwellings proposed in the rural areas. In determining the hierarchy in rural areas, aspects such as access to public transport, services (e.g. school, shop, village hall, public house), employment opportunities and population levels were considered and led to identification of the most sustainable and appropriate places for rural growth. In the rural areas, the 2009 SHLAA assessed sites in all UDP main villages which are listed in Appendix 1a. Subsequent SHLAA reviews have reflected the emerging Core Strategy’s settlement hierarchy whereby villages with a greater level of services and facilities were identified as Rural Service Centres (RSCs) and those with a reasonably close relationship to the RSCs, albeit with fewer services of their own, were identified as Hubs. RSC and Hub villages would be able to accommodate greater amounts of growth in the rural areas (see Appendix 1b for the list of villages). The list of RSCs and Hub villages assessed for SHLAA is taken from the Core Strategy Preferred Options Paper for Rural Areas, August 2010. Holme Lacy and Walford were included as part of the Revised Preferred Options, Autumn 2011 consultation as they were shown to meet the criteria to be hub villages.
- 4.2.5 In taking this approach the SHLAA has targeted resources to the areas most likely to be identified for development, the centres of Hereford and the market towns, and the key villages located on the principal public transport corridors as required in paragraph 26 of

the guidance as a first approach. Sites that were submitted for consideration outside these areas were regarded as open countryside and in line with national policy were not considered sustainable and appropriate for housing allocation purposes. However, the introduction of neighbourhood plans may mean this approach may need to be revised as part of future SHLAA reviews.

Context setting: Hereford, Market Towns, Rural Areas

- 4.2.6 In the context of Herefordshire, the County's main settlement is the cathedral city of **Hereford** with a population of 55,800 (mid year estimate 2010) which forms a natural focus, centrally located and at the hub of existing road and public transport networks. Its role as a focus in the sub region, recognised in the Regional Spatial Strategy and as a Growth Point, reflects the extensive hinterland of the City for jobs, health, education and many other services. However, limits on transport capacity in particular currently restrict the extent to which Hereford can accommodate new development. There has been a reduction in the overall number of dwellings for Hereford with a proposed provision of 6500. Since 1996, Hereford has accounted for around 28% of the County's new housing provision averaging around 220 completions per year. The delivery of a balanced package of transport improvements including a Hereford Relief Road, linked to housing delivery is required to deliver this level of growth.
- 4.2.7 The market towns of **Ledbury** and **Ross-on-Wye** with a population of 9,800 and 10,200 respectively (mid year estimate 2010) are located on the eastern side of the County with excellent road connections to the national motorway network providing easy and convenient access to the larger urban areas of Gloucester, Cheltenham, Bristol and Birmingham. The high quality environment surrounding these attractive towns linked to good accessibility have made them popular areas in which to live. However, the attractive landscapes which surround these towns, which include in part Areas of Outstanding Natural Beauty, have made it difficult to identify suitable housing sites with low constraints.
- 4.2.8 The town of **Leominster** with a population of 11,200 (mid year estimate 2010) offers significant potential for housing growth given it is less constrained in terms of landscape setting. The town has many attractive assets. In addition, it is well connected with a main line railway station and lies adjacent to the A49 trunk road. Despite all these positives the town has lower mean house prices and areas of deprivation. The Regional Development Agency has delivered an Enterprise Park as well as provision of a new access road which skirts the southern and eastern edge. The delivery of housing growth would need to address the current congestion and air pollution issues being experienced within the town centre. The provision of a southern relief road linked to housing growth would overcome these problems delivering wider benefits for the town's community.
- 4.2.9 The remaining market towns of **Bromyard** and **Kington** with populations of 4,600 and 3,200 respectively (mid year estimate 2010) are important service centres supporting their rural hinterlands and have retained their attractive historic character with traditional small independent retailers occupying the high street. The attractive landscapes which surround these towns have made it difficult to identify suitable housing sites with low constraints.
- 4.2.10 The remaining **rural areas** cover a significant proportion of the County. This study has assessed over 30 key villages as identified in the Rural Areas Preferred Options Paper August 2010 and subsequent Revised Preferred Options Autumn 2011. The increase in housing in the rural areas to 5,300 reflects consultation responses for more rural housing

opportunities. Historically there has been demand to live within these settlements with significant amounts of small developments coming through windfalls, i.e. sites that have not been allocated within a plan. Since 1996 most of this housing well over 80% has been from windfall development. Housing development within the rural areas has accounted for approximately 44% of the County's overall housing completions.

Housing issues

4.2.12 Identified below are some of the key housing issues facing the County which provide some context for this SHLAA:

- Herefordshire has the 4th lowest overall population density in England (0.8 persons per hectare), and the population is scattered across the 842 square miles of the County
- Just under a third of residents live in Hereford; just over a fifth in the five market towns (Leominster, Ross, Ledbury, Bromyard and Kington). This means that nearly half of the population lives in villages, hamlets and isolated dwellings in rural areas. A scattered population and dispersed settlement pattern presents particular challenges for the sustainable delivery of housing
- Overcoming significant infrastructure constraints to deliver the scale of housing growth required to meet Hereford's Growth Point status
- The need to balance the high demand to live in certain areas of the County with protection of the high quality landscape setting of those settlements
- High amount of in migration particularly from Eastern Europe to work predominately in the agricultural sector. This work is often low paid, casual and temporary which present housing challenges. During 2011, a total of 5,000 individuals from overseas were estimated to be employed on farms in Herefordshire
- Significant affordable housing issues particularly in the rural areas. Herefordshire has one of the worst affordability ratios out of the West Midlands authorities and neighbouring counties
- Predominance of detached housing in rural areas
- The expected growth of one person households
- The continuing ageing population profile of the County, and
- The need to address the windfall position given the changing stance of national guidance.

Partnership working

4.2.13 Herefordshire's original SHLAA has depended upon partnership working throughout its preparation principally through a stakeholder group and developer panels which collectively formed the Housing Market Partnership for Herefordshire.

4.2.14 The Stakeholder Group determined the brief, methodology and considered results as the assessment progressed. The developer panels led the viability assessment, set parameters on constraints, delivery and site densities. All urban sites were assessed by a panel. The partnership helped steer the SHLAA and was invaluable in terms of assessing sites developability as well as giving more general advice on the current state of the housing market within the County. Members of the SHLAA Housing Market Partnership and dates of meetings are included in Appendix 2. Whilst the partnership have not been

called upon in reviewing this document, the principles established by the partnership have been continued.

Methodology

- 4.2.15 The SHLAA has been undertaken in line with the 2007 CLG Practice Guidance. This guidance is intended to be 'practical' and essentially contains a step by step guide to undertaking an assessment. The guidance (Para 15) makes it clear that the methodology set out in the document is intended as a blueprint for assessments to follow and that 'when followed, a local planning authority should not need to justify the methodology used in preparing its assessment, including at independent examination.

Other LDF Studies

- 4.2.16 Every SHLAA produced has taken on board other evidence based studies which are being undertaken to support the Core Strategy and following development plan documents – Hereford Area Plan, the Market Towns and Rural Areas Plan. This includes the Employment Land Review which identifies poor and medium employment sites and the Green Infrastructure Study/Strategy for an enhanced green infrastructure network and accessible open spaces. The following other evidence base studies/assessments have helped build a knowledge base on particular sites and in respect of Hereford and the market towns, areas of land in and around the built up areas:

- Rapid Townscape Assessment : Phase 1 Hereford
 - *Provides an overview of historic townscape character and an informed basis for new housing.*
- Preliminary study for Historic Environment Development Impact and Designs Study (HEDIDS) : Phase 1
 - *To identify historic environment constraints on the location of new development and to promote the historic landscape for innovative design of new places and communities.*
- Urban Fringe Sensitivity Analysis
 - *To assess the landscape capacity to assimilate new housing.*
- Building Biodiversity into Herefordshire's SHLAA
 - *To identify biodiversity constraints, sensitivities and opportunities in relocation to potential new housing development.*

Note: All above studies can be found on the Herefordshire Council's LDF Evidence Base website www.herefordshire.gov.uk/ldf.

Procedure to date

- 4.2.17 The original 2009 SHLAA document has been taken as the base for this second review. That document included a technical consultation of sites and site viability assessments. In respect of Hereford and the market towns these were undertaken in partnership with the development industry. Assessment of new and existing sites identified in this review have followed that procedure.

- 4.2.18 This second SHLAA review takes into account 2010/2011 commitments and completions for house building, the emerging settlement hierarchy and relevant new sites. It also reassesses previous sites either included as having potential or those excluded for changes to their suitability.
- 4.2.19 Finally, sites have and will continue to become available and site conditions may change and as such this key part of the evidence base should not be viewed as a static document but will need to be regularly reviewed and updated. Sometimes situations change at site level due to other ongoing developments e.g. a speed limit is extended past a site enhancing its potential. In this regard the SHLAA should be seen as a 'living document' to be reviewed annually through the Annual Monitoring Report (AMR). Sites that have been amended or deleted as part of this year's review are included in Appendix 14.

Base Date for SHLAA

- 4.2.20 The base date for housing data contained within this SHLAA is 1st April 2011. The SHLAA covers the period 2011–2031, this is to ensure that the Council has an understanding of the housing potential across the County for the duration of the plan period proposed in Phase 2 of the West Midlands Regional Strategy (notwithstanding, that version of the Strategy will not now be taken through to adoption by the Secretary of State) and other emerging LDF plan documents (2011–2031). The yields from the SHLAA are therefore set in a series of time bands which reflect the five year periods required through the guidance. These are 2011–2016 (5 years from base date), 2016–2021 (years 6-10 from base date), 2021–2026 (years 11-15 from base date), 2026–2031 (years 16-20 from base date). Some potential sites could have development going beyond 2031 as part of their phasing and this will also be indicated.

4.3 Stages 2, 3 and 4 - Determining which sources of sites will be included within the assessment and which sites will be surveyed

- 4.3.1 The original 2009 assessment considered a maximum range of sources of sites in order to provide the most robust assessment of likely availability. Subsequent SHLAA reviews continue with the same methodology in assessing sites. These sites fall into two groups of potential housing sources: those sites already within the planning process and those which are not.

The SHLAA has reassessed the following types of sites as set out below:

Sites in the planning process

- 4.3.2 These include where the principle of housing has been established
- Unimplemented/outstanding planning permissions for housing - All current planning permissions as at 1st April 2011 have been assessed regarding their suitability/deliverability. Based on past rates a lapse rate of 5% and a superseded rate of 8% have been applied. A sample of applicants have been approached to obtain information on deliverability to ensure accurate information has been included within SHLAA and it would appear that not all of those contacted are confident that they can deliver within 5 years. Some of the reasons aside from planning reasons included the land being sold, developers doing the minimum to keep the application alive and funding no longer being available. There was less

- Planning permissions for housing that are under construction. A sample of applicants were contacted to obtain information on deliverability to ensure accurate information was included within SHLAA.
- Existing housing allocations – All UDP housing allocations have been reassessed as part of the desktop review. Some of the allocations have obtained planning permission. Those that remain plan allocations have been reviewed and included as opportunity sites in this study where appropriate.

Sites not currently in the Planning Process

4.3.3 The original SHLAA considered sites from the studies listed below. These studies and sources of information informed the original assessment. This review of the SHLAA acts upon any new information that is relevant to the potential of a site:

- Sites in the Urban Capacity Study, 2001
- Sites in National Land Use Database, 2008
- Council owned land
- UDP housing representation sites considered through the UDP process
- Herefordshire Housing Association redevelopment sites
- Vacant property register (industrial/commercial)
- Redevelopment sites identified in the Townscape Characterisation studies. These studies provide an overview of an area's historic and townscape character and identification of sites and opportunities for high quality development and enhancement
- Sites submitted initially through the 'call for sites' process. The 'call for sites' was advertised through a press release, public notice and also through the Council's website. The public were invited to complete a site proforma. The press release, public notice and site proforma can be found at Appendix 3. The exercise generated a significant level of response with over 500 sites being identified
- Sites identified by planning officers in Hereford, market towns of Bromyard, Kington, Ledbury, Leominster, Ross-on-Wye and the UDP main villages that were not covered by the above sources
- Land allocated (or with permission) for employment where development has not yet taken place. Land/premises safeguarded for employment which are of poor or moderate quality or where the alternative use of housing would be more beneficial as identified in the Employment Land Study (2010)

- Other safeguarded land i.e. recreational thought or known to have development potential where wider community benefits would result

4.3.4 Ordnance survey mapping is a key element to any SHLAA and provides the base for all assessment and presentation. The Council provided a GIS base for the study area and all identified sites from the above sources were mapped and linked to a database. These maps are available on the Council's website.

4.4 Stage 5 - Carrying out the survey work

Desk top study

4.4.1 Paragraph 21 of the guidance identifies that particular types of land may be excluded from the assessment where justified. The following areas of land are excluded from further study:

- Flood plain (Zones 3a, 3b and functional floodplain) as protected from development through Planning Policy Statement 25
- Nature conservation designations – Sites Special Scientific Interest/Special Wildlife Sites/Sites of Importance to Nature Conservation as protected from development through Planning Policy Statement 9
- Policy RST4 land - Recreational land within Herefordshire covered by UDP Policy RST4. This policy protects such land from development unless compensatory provision provides enhanced facilities elsewhere. As such and guided by the PPG 17 study (which can be found on the Council's website) the majority of RST 4 land, including allotments, has been excluded from this study. The exceptions are Hereford Racecourse and Bishops and Aylestone School playing fields. The former has been included due to it forming a large, under utilised site in Hereford, and the school playing fields only where compensatory provision would result in improved facilities for both schools
- Sites in the rural area, outside of the RSCs and Hubs also fell outside the scope of the original study i.e. smaller settlements as defined as H6 settlements of the UDP and open countryside.

Technical Consultation – Assessing suitability of sites for housing

4.4.2 A site is **suitable** for housing development if it offers a suitable location for development and would contribute to the creation of sustainable, mixed communities.

4.4.3 Para 25 of the Practice Guidance indicates that for site survey a 'minimum size of site' may be chosen. This should reflect the local circumstances of the area and its housing market but also reflect the resources available to the study.

4.4.4 A site threshold of 5 dwellings or more units was considered to be an appropriate scale to be able to identify and assess using an appropriate level of resources and has been continued for this study. The following has been applied:

Sites of 5 dwellings and above not currently in the planning process in Hereford and the market towns

- 4.4.5 A total of 336 urban SHLAA sites, with a capacity for 5 dwellings and above, have been assessed within Hereford and the market towns, of which 162 sites were considered suitable and achievable. These sites have been subject to a comprehensive technical consultation with key stakeholders to assess their suitability for housing development as well as identifying particular constraints which may impinge on their deliverability. This has included specific comments from Welsh Water in respect of water supply, sewerage and sewage treatment and highways/access information provided by the Council's Transport Area Engineers.
- 4.4.6 A copy of the site assessment form used to gather this information can be found at Appendix 5 and includes information on site size, boundaries, current use, surrounding land uses, physical constraints, followed by an initial assessment on the sites suitability for housing. This ensured a consistent approach to gathering information and assessing sites. All assessment schedules can be found in accompanying SHLAA documents on the Council website.

Sites of 5 dwellings and above not currently in the planning process in the rural settlements

- 4.4.7 This SHLAA Review assessed a total of 372 rural sites within 33 potential Rural Service Centre and Hub villages and 135 of these were considered suitable and achievable.
- 4.4.8 All the information gathered through site surveys and technical consultation has been assessed and a decision made on the suitability of the site and the ability of a site to overcome any of the constraints identified. Sites have been categorised into those with low/minor constraints and those with potential but with significant constraints.
- 4.4.9 Meetings and correspondence have taken place with developers and agents particularly on larger sites in Hereford, Leominster, Bromyard, Ledbury and Ross-on-Wye and this has helped to further refine site information. Meetings and correspondence have also taken place at the request of developers and agents with internal officers on sites with no potential to see if it is possible to overcome major constraints.
- 4.4.10 The sites considered unsuitable following appraisal for housing have not been furthered within the SHLAA. Appendix 11 lists these sites along with a reasoned justification for their deletion from the study.
- 4.4.11 The recognition of SHLAA sites as suitable for housing purposes does not circumvent the plan led system. The UDP remains the principal basis upon which decisions are made through the Development Management process. To this end, any planning applications submitted for sites included in the SHLAA will continue to be assessed primarily against UDP policies until its replacement by another LDF document.

4.5 Stage 6 – Estimating the housing potential of each site

- 4.5.1 Having identified potential sites the next step looked at quantifying supply of dwellings that could be accommodated on each suitable site. The housing partnership agreed the use of

density multipliers to assess yields and these remain. These multipliers are based on those set out in the adopted UDP and include:

- Town centre sites between 30 and 50 dwellings per hectare (assume average of 40)
- Other sites 30 dwellings per hectare

4.5.2 It should be noted that intensification of existing areas has taken into account the potential impact on the character and distinctiveness of an area. An element of flexibility has been applied dependent on the character of the area and the mix and type of housing being provided. In addition, on larger sites a discount of 10% has been applied to account for other land uses such as open space.

4.5.3 Original figures were further refined through the developer panels when considering the viability of sites.

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

4.6.1 All sites considered in the SHLAA have been broadly divided into three categories:

4.6.2 **Deliverable sites** are those that are available now, are in a suitable location for housing and there is a reasonable prospect that housing will be delivered in the next five years. These comprise existing planning permissions, outstanding allocations and sites where construction has commenced.

4.6.3 **Developable sites** are those that are, or are likely to become available for housing development, which satisfy the very broad suitability criteria established by the SHLAA and where there is a reasonable prospect they could be developed in the future.

4.6.4 **Not currently developable sites** are those that do not pass suitability testing, and or are considered unachievable for housing at this time. These sites are not included within the final supply of sites defined as deliverable and developable.

Assessing availability for housing

4.6.5 A site has been considered **available** for development when it is understood that there are no legal or ownership problems. This means that it is controlled by a housing developer who has expressed an intention to develop, or the land owner has expressed an intention to sell or, at least a willingness to consider development. In addition, further information was gained from developers through the developer panel meetings and through local information from the Council's Development Management section. All readily available data has been included.

4.6.6 Sites which have been categorised as having low/minor constraints have been identified as being available earlier on in the plan period and those more complex sites with potential but with significant constraints have been identified as available later on in the plan period.

Assessing achievability

- 4.6.7 A site is considered **achievable** for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. This is essentially a judgement about economic viability of a site and the capacity of the developer to complete and sell the housing over a certain period. It will be affected by taking into account market, cost and delivery factors.
- 4.6.8 The developer panels provided the original advice on whether 'suitable' sites are achievable for housing development.
- 4.6.9 Sites considered 'suitable' by the SHLAA may still be subject to development constraints which would need to be overcome prior to the site coming forward. In accordance with the practice guidance these constraints have wherever possible been identified by the site assessment along with possible mitigation measures. In addition, appropriate phasing has been applied relating to the scale/mitigation timescale of the constraint. More information on these constraints can be found within the individual site assessment schedules for each location. However, the following significant constraints currently known are listed as follows:
- Hereford Relief Road
 - Constraint on the capacity of the electricity supply at Hereford
 - Upgrading of existing water supply at Hereford
 - New sewerage works or upgrading of existing for Hereford as limited capacity
 - New link road for Leominster
 - Water resources and nature conservation issues of the River Wye/Lugg - both designated Special Areas of Conservation (SACs)
- 4.6.10 Additional development costs were taken into account in making viability judgements on original SHLAA sites. Developer panel advice was made on the basis that there will be an expectation by the Council that developer contributions will be required. The Council's Supplementary Planning Document (SPD) on Planning Obligations took effect on 1st April 2008. This is available on the Council's website. The panel group also agreed that Code Level 3 of the Code for Sustainable Homes be used for the purposes of this assessment. This position will be kept under review.
- 4.6.11 Previous SHLAAs covered a plan period up until 2026 whereas this Second Review SHLAA covers the plan period up until 2031 (reflecting the revised Core Strategy plan period). The current economic downturn was considered and the panel agreed that a scenario of normal market conditions should be used when considering annual housing build out rates from SHLAA sites. This was justified on the basis that the current economic downturn would be followed by a period of growth with the peaks and troughs eventually cancelling each other out over the plan period.

- 4.6.12 The panels originally considered all identified sites with a capacity of 5 dwellings and above located within Hereford and the market towns and also provided comment on site availability, density, suitability and timescale for delivering sites. An agreed methodology and site proforma were agreed by the panel group and these can be seen at Appendix 7. The proforma follows the guidance seeking information on market factors, cost factors and delivery factors leading to a conclusion on viability.
- 4.6.13 In addition, the panel group considered whether there was a market for small pockets of housing growth in the rural settlements of the County. These sites are generally greenfield with limited constraints. The rural areas have historically been areas which have consistently delivered housing and are attractive areas where people want to live. The panel group saw no reason why this trend should not continue. This has been fed into the SHLAA process.
- 4.6.14 For the purposes of assessing site deliverability of current planning permissions over the next five years, a more cautious approach was agreed. A sample of those that have a current live planning permission or have commenced a planning permission on a site of 5 dwellings and above have been contacted and information has been gained on the expected delivery/build out rates of those permissions. This information has been fed into the assessment.
- 4.6.15 The sites considered unviable following appraisal have not been furthered within the SHLAA. Appendix 11 includes these sites along with a reasoned justification for their deletion from the study.
- *As a result of the above, the study has concluded whether sites are deliverable or developable*
- 4.6.16 This SHLAA report draws together the findings of the assessment of potential housing sites in the County through a number of tables and trajectories as part of a wider conclusion section. Much of the detailed site information is included in a series of appendices to the main report.
- 4.6.17 The next section has been divided into two parts: Firstly outlining the findings of the SHLAA in relation to the five year land supply of deliverable sites for housing and secondly the broader 20 year supply of developable sites within the Plan area up to 2031.
- Part 1 – Deliverable sites: Five Year Housing Land Supply (2011-2016)*
- 4.6.18 Under the provisions of PPS3 the Council is required to demonstrate it has a five year supply of readily deliverable sites for new housing provision as established through the Regional Strategy.
- 4.6.19 The SHLAA is an important tool to inform plan making through identifying the potential supply of land for housing on sites that may be developable in the future. However, this evidence cannot be relied upon to demonstrate a supply of sites that may be deliverable in the next 5 years. The SHLAA does not provide the certainty needed in demonstrating the 5 year land supply. Until the adoption of new development plan documents that give this certainty over land allocation and which include spatial planning policy for locations where new housing may be acceptable, the Council will demonstrate the supply of sites that may be deliverable in the next 5 years in accordance with PPS3.

4.6.20 The CLG advice note on five year land supply hosted on the Planning Inspectorate website has now been cancelled. In the absence of this note, paragraph 54 of PPS3 states that all sites identified within the 5 year supply must be available for development, situated in a suitable location and achievable within 5 years.

- Be available – sites include those that are already in the planning system and have gained planning permission, thereby the site is currently available for development.
- Be suitable – the schedule of sites includes permissions that have been granted within the county, thereby being within a suitable location to contribute to the creation of sustainable communities.
- Be achievable - the schedule of sites includes those that are already in the planning system with planning permission, thereby the list of sites only includes those that are achievable within 5 years.

4.6.21 Therefore, the Council's housing land supply consists of:

- Sites that have planning permission and are not started
- Sites under construction
- Unitary Development Plan (UDP) allocated sites without a planning permission

SHLAA sites are not included within the five year supply as these sites have not been assessed against planning policy and may/may not be suitable when assessed against current or emerging policy.

4.6.22 This assessment has identified current planning permissions/allocations sites that have a reasonable prospect of delivering housing within the next 5 years and net yield figures have been used. A lapse rate of 5% and a superseded rate of 8% has been applied to the figures which is still considered reasonable according to past years. A sample of applicants were contacted again this year to obtain information about the deliverability of sites. Of those contacted a smaller proportion intended to build within the first couple of years thus indicating less confidence within the housing market since last year. The build out rate shows a slow rise and increase in development over the next five years to account for current economic conditions. It can only be assumed that developers will wait until the latter end of the 5 years to commence development to keep the planning permission alive or reapply. These sites, along with allocations, are listed in a table accompanying this report and identify the potential net supply of 1,528 dwellings to be found on these deliverable sites in the 5 year period 2011–2016. These are summarised in Table 1:

Table 1: Assumed delivery of sites with planning permission and units not yet commenced by location 2011-2016

Planning permissions at 1st April 2011 by location	2011/12	2012/13	2013/14	2014/15	2015/16	Gross Total¹ 2011/16	Net Total² 2011/16	Total³ after 5% Lapse & 8% Superseded rate deducted
Hereford	68	96	96	97	127	565	554	484
Bromyard	4	4	4	4	5	25	24	21
Kington	1	1	2	2	2	9	9	8
Ledbury	2	3	9	8	7	36	33	29
Leominster	29	100	100	114	115	530	524	458
Ross-on-Wye	32	32	33	34	35	197	190	166
Rural Areas	72	54	38	90	108	465	414	362
Total	208	290	282	349	399	1,827	1,748	1,528

¹ Gross total represents overall increase in housing stock

² Net total represents overall increase in housing stock taking into account new dwellings plus and gains and losses through change of use and conversions/demolitions

³ Including 5% lapse rate and 8% superseded rate

Table 2: Potential number of dwellings that could be completed on deliverable sites 2011-2016

Summary of deliverable sites 2011-2016	2011/12	2012/13	2013/14	2014/15	2015/16	Total 2011/16
Sites under construction	118	136	138			392
Sites with permission not yet commenced	208	290	282	349	399	1,528
UDP allocations without planning permission		90	160	184	230	664
Total⁴	326	516	580	533	629	2,584

Table 3: Deliverable sites by location 2011–2016

Location	Sites with Planning Permission	Allocations	Sites under construction	Total
Hereford	484	319	142	945
Bromyard	21	127	8	156
Kington	8	0	5	13
Ledbury	29	0	7	36
Leominster	458	44	43	545
Ross-on-Wye	166	93	33	292
Rural Areas	362	81	154	597
Total	1,528	664	392	2,584

Five year land supply

4.6.23 The RSS provides the basis for determining the current 5 year supply of land until it is finally abolished. A letter from GOWM (Appendix 15) advised councils to use the latest adopted development plan figures for calculating 5 year supply. The letter advises Councils to revert back to the housing figures in the adopted RSS January 2008 for the 5 year land supply assessment. As the RSS time period only extends up to 2021 and the

⁴ Including 5% lapse rate and 8% superseded rate

future plan period goes up to 2031 the same rate of provision for 2011-2021 has been continued up to 2031 (see figure 4a). Taking the Adopted RSS figures, Herefordshire is expected to deliver 11,200 houses between 2011 and 2031. The preparation of the LDF for Herefordshire will enable a review of housing targets to be undertaken.

Table 4a: Adopted RSS 2008 housing rate provision (projected)

Adopted RSS 2008 housing rate provision			
	Housing rate provision		Total
RSS time period for housing provision	2011 ⁵ to 2021	2021 to 2031	x
Number of years	10 years	10 years	20 years
Average annual rate of provision	600	600	x
Total	6000	6000	12,000
Demolition assumptions at 40 dwellings per annum	400	400	800
Total dwellings required with demolitions deducted 2011-2031⁶	5,600	5,600	11,200 (net)

Table 4b: 5 year supply based on Adopted RSS 2008

RSS Provision Requirement	Dwellings	Average dwellings per annum
RSS 2011 - 2031 requirement for Herefordshire	11,200	560
Net additions to stock, 2011 to 2012		
Residual requirement for 2011 to 2031	11,200	560
RSS 2011 - 2021 requires 560 pa to be built. No. of dwellings required for the period 2011-2016	2,800	560
Total deliverable capacity on sites, 2011-2016	2,584	517

- *5 year supply on deliverable sites = 2,584*

4.6.24 To meet the RSS figures of delivering 11,200 houses between 2011 and 2031 there is a requirement to provide 8,400 dwellings between 2016 and 2031 and 2,800 dwellings within the five year period 2011–2016. The RSS identifies an annual build rate of 560 dwellings per year up to 2031. There is capacity to deliver 2,584 dwellings through

⁵ 2011 is the base year

⁶ Based on RSS 2008 net requirement of 560 dwellings per annum (projected)

deliverable sites therefore the shortfall on requirement is 234 dwellings. There is potential for delivery of 4.6 years of the 5 year supply requirements to be met.

Part 2 - Developable sites 2011–2031

4.6.25 Developable sites are those that are considered to be suitable, available and achievable as identified by the SHLAA, where there is a reasonable prospect they could be developed by 2031. To avoid double counting the potential supply of new dwellings, it excludes sites considered to be deliverable in the next 5 years, which are included in Part 1 and the figures in Table 2 above. However, the potential yield on developable sites will also include dwellings that could be completed from planning commitments after 2015 and which are not included in Table 2. Their inclusion as sites with planning permission which are not expected to be completed within 5 years avoids undercounting supply.

4.6.26 Table 5 below summarises the housing potential from the various SHLAA sources of developable sites in the period 2011–2031. Details of these sites are included in Appendix 10.

Table 5: Total potential housing provision on identified sites (dwellings) in the next 20 years (2011–2031)

Source	Years 1-5	Years 6–10	Years 11-15	Year 16-20	Post 2031	
	2011-2016	2016–2021	2021–2026	2026- 2031		
	Low constraints		Significant constraints			
Deliverable planning commitments post 2016		198			198	
Dwellings delivered on SHLAA urban sites	2,061	3,892	5,417	11,112	22,482	2,896
Dwellings delivered on SHLAA rural sites	961	961	1,623	1623	5,168	
Total	3,022	5,051	7,040	12,735	27,848	2,896

Table 6: Total potential housing provision on identified developable sites (dwellings) in the next 20 years (2011–2031) for Hereford, the Market Towns and Rural Areas (RSCs and Hubs)

Location	Years 1-5	Years 6–10	Years 11-15	Year 16-20	Post 2031	
	2011-2016	2016–2021	2021–2026	2026–2031		
	Low constraints		Significant constraints			
Hereford City	968	2,257	4,482	6,309	14,016	1,200
Bromyard	14	30	x	70	114	x
Kington	49		x	30	79	x
Ledbury	384	500	x	1,790	2,674	x
Leominster	485	655	435	1,853	3,428	1,646
Ross-on-Wye	161	450	500	1,060	2,171	50
Rural Areas: RSCs and Hubs	961	961	1,623	1,623	5,168	x
Total	3,022	4,853	7,040	12,735	27,650	2,896

4.7 Stage 8 – Review of assessment and summary of capacity

Overall potential supply from sites

- 4.7.1 The principal purpose of undertaking a SHLAA is to identify housing potential across a plan area over at least a 15 year period. In order to have an understanding of housing potential over the lifespan of the regional strategy and the LDF, this SHLAA has identified the period 2011–2031. This SHLAA has identified potential for 30,432 dwellings on deliverable and developable sites over the next 20 years. The potential supply from sites is summarised in Table 7 below:

Table 7: Summary of total potential supply provision on deliverable and developable sites in the 20 year period 2011–2031

Source	Years 1-5	Years 6–10	Years 11-15	Year 16-20	Total
	2011–2016	2016–2021	2021–2026	2026–2031	2011-2031
	Low constraints		Significant constraints		
Dwellings delivered on deliverable sites	2,584	198	x	x	2,782
Dwellings delivered on developable sites	3,022	4,853	7,040	12,735	27,650
Total potential	5,606	5,051	7,040	12,735	30,432

Table 8: Summary of potential capacity on deliverable and developable sites in the 20 year period 2011–2031 for Hereford City, the Market Towns and Rural Areas

Location	Years 1-5	Years 6–10	Years 11-15	Year 16		Post 2031
	2011–2016	2016– 2021	2021–2026	2026–2031		
	Low constraints		Significant constraints			
Hereford City	1,913	2,348	4,482	6,309	15,052	1,200
Bromyard	170	32	x	70	272	x
Kington	62	1	x	30	93	x
Ledbury	420	520	x	1,790	2,730	x
Leominster	1030	681	435	1,853	3,999	1,646
Ross-on-Wye	453	468	500	1,060	2,481	50
Rural Areas: RSCs and Hubs	1,558	1,001	1,623	1,623	5,805	x
Total	5,606	5,051	7,040	12,735	30,432	2,896

Housing trajectories

- 4.7.2 Stage 8 of the Government's SHLAA guidance indicates that the housing potential collected from sites assessed for their deliverability and developability may be used to produce a housing trajectory. This identifies how much potential housing can be provided and at what point in the future. It can provide the basis for reviewing the assessment to see whether sufficient sites have been identified and whether further sites need to be sought.
- 4.7.3 A housing trajectory is based upon the Plan, Monitor and Manage approach advocated by PPS3. It is used to track the delivery of housing across the lifespan of Development plan Documents. The trajectory plots:
- The planned requirement which usually remains constant along the x axis of the graph
 - The monitor line of the trajectory which illustrates actual completions pre 2011 and projected completions post 2011 above or below the cumulative allocation
 - The manage line which represents the revised annual requirement for housing which would be required in order that sufficient housing is delivered to meet RSS figures

SHLAA trajectories

- 4.7.4 Based on the findings of the SHLAA, trajectories of housing supply on identified potential deliverable and developable sites are shown in relation to the strategic dwelling provision requirements of the RSS.
- 4.7.5 The trajectories show that there is sufficient land available within each of the five year periods apart from the first year of the plan period where current commitments are only factored in. With this in mind this SHLAA can demonstrate that there is more than sufficient land to meet the adopted RSS 2008 figure plus the extended time period up until 2031 which amounts to 11,200 dwellings. The time period for this provision to be made is between 2011 and 2031.
- 4.7.6 The trajectories can be found at Appendices 12 and 13a. Appendix 13b shows the build out rates for the long term trajectory in Appendix 13a.

5.0 CONSULTATION

- 5.1 There has been stakeholder involvement in shaping the methodology and assessing sites contained in the SHLAA. In addition, developers, landowners and the wider public have been invited to bring sites to the Council's attention through a 'call for sites'.
- 5.2 With regard to consultation on the findings of this SHLAA report itself, PPS3 and the Government's SHLAA Practice Guidance do not place a requirement for the Council to consult on the SHLAA report at this stage.

- 5.3 The SHLAA is a technical document which will be used to inform the choice of housing allocation in future development plan documents. It is through the individual development plan process where decisions are taken, using the technical information of SHLAA, where future challenges should be directed as identified in the advice of the Planning Advisory Service.
- 5.4 The timetable for the production of the Core Strategy and other DPDs is contained within the Council's Local Development Scheme which is found on the Council's website. Please note this is out of date and is expected to be updated in 2012.

6.0 CONCLUSIONS

- 6.1 The Regional Spatial Strategy January 2008 plan period runs from 2001 to 2021. For the purposes of SHLAA, 2011 is used as the base year to reflect the starting time period of the LDF. In the absence of a provision for the Plan period up to 2031 the current rate of provision has been carried forward to 2031 to reflect the end time period of the LDF. The amended capacity provision to be delivered in Herefordshire is 11,200 between 2011–2031.
- 6.2 As 2011 is the start of the plan period a completion rate will not be ready to survey until 1st April 2012 leaving 11,200 dwellings to be provided by 2031.
- 6.3 The study demonstrates that there is insufficient land available to meet the five year land requirement. There is a requirement to provide 2,800 dwellings between 2011–2016 and the SHLAA demonstrates that there are deliverable sites to deliver 2,584 dwellings.
- 6.4 The SHLAA identifies developable sites to accommodate 27,650 dwellings between 2011–2031.
- 6.5 The SHLAA identifies deliverable sites to accommodate 2,782 dwellings and developable sites to accommodate 27,650 dwellings which together deliver an overall yield of 30,432 dwellings between 2011 - 2031.
- 6.6 2,782 dwellings can be provided on deliverable sites and 7,875 dwellings can be provided on developable sites with low constraints and 19,775 dwellings on developable sites with significant constraints.
- 6.7 There are sufficient sites identified through this SHLAA to meet the adopted RSS housing figures and the phasing requirement. However, sites that are significantly constrained will be required.

7.0 MONITORING AND REVIEW

- 7.1 The Council will keep the SHLAA up to date. It will be reviewed annually for the following purposes:
- To update the housing trajectory in the Council's AMR
 - To update the Council's assessment of the 5 year supply of specific deliverable sites for housing

- To monitor which identified potential sites may have come through the planning process either through the granting of planning permission or through plan making and their development
- To identify where progress has been made in overcoming identified constraints on identified sites
- To identify new constraints which now may mean a site is no longer deliverable or developable and how this needs to be addressed
- To take account of policy changes at the national, regional or local level
- To reflect changes in market factors or site viability that could impact on the deliverability of sites
- To take account of any new sites
- To include relevant new data of appropriate level of detail as made available.

8.0 RISK ASSESSMENT

- 8.1 The Government's SHLAA Practice Guidance advises that in reviewing the assessment authorities should carry out an overall risk assessment to identify whether sites will come forward as anticipated. To date the SHLAA has been able to identify sites with a total capacity that is greater than the overall RSS requirement.
- 8.2 In assessing individual sites, the Developer Viability Panel gave their opinion on the potential constraints on a site by site basis for Hereford city and the market towns. They have informed the assessment of suitability, availability and achievability. Where it was considered that the commercial risk was too great, sites have not been carried forward. Where necessary, delays in the phasing of sites until later in the plan period have been factored in to allow further time to resolve these issues.
- 8.3 Work is ongoing to clarify the position of landowners for larger sites to establish availability. Meetings with landowners and developers have taken place in relation to the urban extensions proposed in the Revised Preferred Options Consultation Paper September to November 2011. Developers maintain that delivery of these sites is possible within the next 10 years of the Plan for the market town sites. Some of these sites are anticipated to commence in 1-5 years. The commencement of the Hereford strategic sites are likely to come forward slightly later in the 6-10 year time period and continual delivery is expected throughout the 20 year time frame. Urban extension sites are dependant on traffic management measures coming forward in Hereford to ensure the delivery of new housing. Similarly, the proposed strategic site for Leominster is dependent on sustainable transport improvements coming forward at the same time otherwise the development cannot happen. Other issues may also arise such as the inability of a developer to acquire/assemble a site, the possibility that a site may be developed for a use other than housing and the fact that a developer may 'landbank' sites until the housing market recovers sufficiently to ensure the development is viable.

- 8.4 However, it is not considered there will be a shortfall of housing sites given the potential delivery of strategic urban extensions with capacity for just over 5000 dwellings. Whilst the same potential in rural areas is currently unknown it should be noted that rural areas have accounted for nearly half the County's housing completions in the past.
- 8.5 Ongoing uncertainty in the housing market, linked to the economic downturn and unfavourable conditions in the wider economy could continue. This could mean that sites do not come forward as anticipated. Some existing planning permissions may not be implemented within the initial 5 year period as confidence in the economy reduces and permissions remain extant. This appeared to be the case with some of the developers who were contacted through this review of the SHLAA.

GLOSSARY OF TERMS

Achievability – A site is considered achievable for development where there is a reasonable prospect that housing 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 sell the housing over a certain period.

Allocation – An area of land identified in a Development Plan. The allocation will indicate the Council's preferred use for the land.

Annual Monitoring Report (AMR) – A report produced each financial year to indicate the progress of production of the LDF and effectiveness of policies contained within the plan. The report will outline action that may need to be taken to meet targets or if policies need to be replaced.

Availability – A site is considered available for development when, on the best information available, there is confidence that there are no legal or ownership problems such as multiple ownership, or operational requirements of landowners. This means that it is controlled by a housing developer who has expressed an intention to develop, or the landowner has expressed an intention to sell.

Brownfield – Land which is or has been occupied by a permanent building or structures. Also known as previously developed land. (Garden land, in some circumstances, is no longer regarded as previously developed land following amendment of PPS3 in June 2010).

Conservation Area – An area of special architectural or historic interest where development is strictly controlled so that its special character and qualities can be preserved or improved.

Communities and Local Government (CLG) – The UK government department responsible for setting policy on local government, housing, urban regeneration, planning, fire and rescue.

Core Strategy – One of the Development Plan Documents. It sets out the long term vision for Herefordshire and the policies and proposals to deliver that vision.

Deliverability – A deliverable site is available now, offers a suitable location for housing development now 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.

Density – A measure of the number of dwellings which can be accommodated on a site usually expressed as dwellings per hectare.

Developable – A developable site is in a suitable location for housing and there is a reasonable prospect that the site is available for, and could be developed at the point envisaged.

Development Plan Document (DPD) – The 2004 Planning and Compulsory Purchase Act requires all Councils to prepare Development Plan Documents. These will be included in the LDF and collectively deliver the spatial planning strategy for the local planning authority's area.

Employment Land Study – A study which looks at employment land requirements within Herefordshire for the period up to 2026.

Flood Zone – A geographical area designated by the Environment Agency, subject to potential flood damage.

Greenfield – Land that has not previously been developed or where the remains of any buildings, roads, uses etc. have blended into the landscape over time.

Growth Point – Hereford was designated a Growth Point by the Government in October 2006 following the Government's invitation to submit expressions of interest from local authorities as part its commitment to increasing housing supply.

Housing Market Partnership - A partnership between the Council and house builders, developers and built environment professionals formed to steer the SHLAA.

Listed Building – A building or other structure of special architectural or historic interest included on a statutory list and assigned a grade (I, II*, II).

Local Development Framework (LDF) – The Local Development Framework is a non-statutory term used to describe a folder of documents. It comprises Development Plan Documents, Supplementary Planning Documents, the Statement of Community Involvement, the Local Development Scheme and the Annual Monitoring Report.

Localism Act – The Localism Act sets out a series of measures with the potential to achieve a substantial and lasting shift in power away from central government and towards local people. They include: new freedoms and flexibilities for local government; new rights and powers for communities and individuals; reform to make the planning system more democratic and more effective, and reform to ensure that decisions about housing are taken locally.

The National Planning Policy Framework (NPPF) - The National Planning Policy Framework will replace all the existing planning policy statements, planning policy guidance documents, and some circulars. It is the Government's overarching statement on the purpose of the planning system and sets out important objectives. The consultation on the draft finished on the 17th of October 2011. A final draft is expected to be published soon,

Neighbourhood Planning- It will allow communities to create their vision of what their area should look like: where new shops, offices or homes should go. Local people will be able to define types of development which will be given planning permission through a Neighbourhood Development Order. If approved by a local referendum, the neighbourhood plan will need to be put into force by the local council.

Planning Policy Statement (PPS) – Planning Policy Statements set out the government's planning policy on various topics.

Regional Spatial Strategy (RSS) – The Regional Spatial Strategy is prepared by the regional planning body. It sets out policies in relation to the development and use of land in the region. The Regional Spatial Strategies became Regional Strategies on 1st April 2010 but it should be noted that the Government intends to revoke them with primary legislation in 2011 (through the Localism Bill once it is enacted).

Strategic Flood Risk Assessment (SFRA) – An assessment of the likelihood of a flooding in a particular area so that development needs and mitigation methods can be carefully considered.

Suitability – A site is considered suitable if it offers a suitable location of development and would contribute to the creation of sustainable, mixed communities. Sites allocated in the Herefordshire Unitary Development Plan for housing or with planning permission for housing will generally be suitable. For other sites, policy restrictions, physical problems or limitations, potential impacts and environmental considerations should be considered.

Water Cycle Study – An investigation into the availability of water supply, treatment and infrastructure.

Yield – The potential number of dwellings that can be delivered on a site.

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