

Colchester Borough Council COLCHESTER STRATEGIC HOUSING LAND AVAILABILITY ASESMENT



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Final Report
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1 INTRODUCTION

Purpose of the Study

- 1.1 Roger Tym & Partners were commissioned in May 2006 by Colchester Borough Council to undertake a Housing Land Availability Assessment (HLAA) for the Borough to form part of the evidence base for the Local Development Framework (LDF). Under the Draft East of England Plan (RSS14) and as confirmed by the EIP (Examination in Public) Panel Report, Colchester is expected to accommodate 17,100 net additional dwellings between 2001 and 2021. The HLAA is intended to identify opportunities for meeting this need.
- 1.2 Subsequently in July 2007, the Government published practice guidance on undertaking Strategic HLAA's. This superseded the advice in previous guidance, 'Tapping the Potential'. As a result, Colchester BC requested that the study be updated to comply with the latest guidance. This report therefore represents Colchester BC's SHLAA, compliant with the latest guidance.
- 1.3 The output of the SHLAA will help Colchester Borough Council prepare its LDF Core Strategy and the Site Allocation Development Plan Documents. However, the assessment is not intended to do the job of the plan. Whilst it identifies potential housing land it does not make judgments about whether this should be included in the plan or whether it should form part of the 5-year supply required under the new system.

Study Context

- 1.4 Housing potential can only be sensibly measured within a policy context which determines appropriate locations and densities and the requirements of competing uses. As the LDF is at an early stage and its policies are as yet not firmly defined, a single estimate of the dwelling capacity of available housing land is not appropriate. The approach adopted here is to present dwelling capacities in relation to scenarios representing various locational, land use and density options that might be pursued in developing the LDF.
- 1.5 The study covers the four main settlements within the Borough: Colchester (including Stanway), Tiptree, West Mersea, and Wivenhoe, together with the four villages of: Marks Tey, West Bergholt, Copford, and Layer de la Haye. The boundaries of these areas are taken as defined in the Adopted Review Colchester Borough Local Plan maps but the assessment also covers sites adjacent to these boundaries in order to consider potential for settlement expansion. As required by the guidance, it assesses the potential of both previously developed and greenfield land within the area of study.

Colchester Urban Capacity Study (2001)

- 1.6 A Housing Capacity Study for Colchester was undertaken in 2001 by Halcrow Fox. Its aim was to assist in determining housing allocations in the Local Plan Review which was in progress at that time. The study looked at the five settlements of Colchester, Stanway, Tiptree, Wivenhoe and West Mersea. Halcrow Fox prepared an extensive GIS site database for this study, identifying sites of all sizes that might have potential for housing development. This database has been maintained and developed by CBC who have combined the HCS sites with those granted planning permission to produce their annual "Housing Land Availability Record Sheets". The sites identified in the 2001 study therefore form a useful starting point for the present assessment.

Structure of the Report

- 1.7 Following this introduction, Chapter 2 describes the Colchester context insofar as it affects potential for housing development. It explains the settlement structure of the

borough and the urban form of its major settlements and examines recent housing development trends. Chapter 3 sets out the main elements of policy above the district level, i.e. at national, regional and sub-regional level, which affect the aims and requirements of the housing land availability assessment for Colchester. Chapter 4 discusses the local policy context in Colchester Borough, first as it is set out in the Adopted Review Local Plan of 2004 and secondly as it is emerging through the ongoing LDF process and its associated studies.

- 1.8 The methodology adopted for undertaking the assessment and the data sources used are explained in Chapter 5. The central tool is a comprehensive site database which permits a systematic assessment of each site against a number of criteria covering site suitability for housing, development constraints, and limitations on site capacity. This is followed by estimates of the potential dwelling yield from major components of housing potential. Chapter 6 assesses yield from planning permissions and allocations, including Regeneration Areas; Chapter 7 assesses yield from small, unidentified sites and re-use of empty homes; and Chapter 8 presents estimates of dwelling yield from identified sites within a range of source categories. Finally, Chapter 9 assembles the yield results to give a series of estimates of total housing capacity for the Borough and its main settlements, varying according to key scenario variations.

2 COLCHESTER CONTEXT

Settlement Structure

- 2.1 The borough of Colchester has a single major settlement, Colchester. This has a population of 94,700, representing 59% of the borough population of 160,700. Besides the main town centre, it has a significant residential population in the suburban local centres of Stanway, Parsons Heath and Shrub End.
- 2.2 The next largest settlements are Tiptree (pop 9,500), Wivenhoe (pop 9,135) and West Mersea (pop 6,500). Wivenhoe is located very close to Colchester and almost forms an extension of that urban centre. West Mersea and Tiptree are stand-alone settlements that will not coalesce with any other major settlements, even if they were to accommodate considerable growth.
- 2.3 Below this, there are four principal villages; Marks Tey, West Bergholt, Copford and Layer-de-la-Haye. All are stand-alone settlements although Copford is adjacent to Marks Tey, separated by the A12.

Urban Form

- 2.4 Colchester borough, as mentioned above, is dominated in terms of its urban form, by Colchester town. It lies in the north of the borough on the River Colne, which runs through the town. The borough itself is very flat and relatively low lying. This creates particular issues relating to flooding, particularly for the settlements in the east of the borough such as West Mersea - indeed, the main road onto Mersea Island is not passable at high tide.
- 2.5 Colchester town itself does have some undulation which creates a degree of impingement on development capacity. The town has traditionally been developed at relatively low densities. Being the dominant settlement, it has spread quite a lot, particularly to the west where the neighbourhood centre of Stanway has developed. Recently, the majority of development has been in the north of the town, with further development in this area which will largely fill in the area between the existing built form and the A12.
- 2.6 The development over time of the Army Garrison has had a significant impact on the town due to the substantial amount of land owned and used by the Ministry of Defence. The significant regeneration plans for the Garrison will result in a substantial release of land available for redevelopment.
- 2.7 Colchester is the oldest recorded town and there has been strong protection of the historic centre and its old buildings. This has been reflected in the development of the town centre, which has fitted the retail offer into the existing urban fabric and avoided significant redevelopment of large parts of the centre, as in many other English towns. However, the current adopted Local Plan has identified the need for significant regeneration of certain parts of the town.
- 2.8 The remaining parts of Colchester town lie to the east, incorporating the Hythe and East Colchester generally. This was traditionally a port area and had a sizeable manufacturing presence. As this sector has declined, the area has been neglected and it is only now through the major regeneration plans that this land is to be brought back as a reasonable prospect for development.
- 2.9 To the east of Colchester town and close to Wivenhoe there is the Essex University campus. The university has seen strong growth in recent years and this has been matched by ambitious plans to expand through the development of a science park and additional student accommodation.

- 2.10 The other towns in Colchester borough are smaller than Colchester Town and have seen comparatively less growth over the recent past. The only exception is Marks Tey which has seen quite strong growth, largely due to its easy access onto the A12 and the presence of a railway station with direct links into Colchester and London.

Development Trends

- 2.11 Table 2.1 shows the number of dwelling completions (gross) in each significant settlement in Colchester Borough for each of the five years from 2001/2 to 2005/6, as recorded in the database prepared for this assessment. Total completions for the period numbered 4,044 dwellings, representing an annual average of 809 dwellings (compared with the current East of England Plan target of 855 dwellings per annum over the period 2001 to 2021). The annual figures varied widely in individual years, from 480 to 1,350. Over two-thirds of completions were in Colchester town, with the remainder divided equally between locations within and outside the smaller significant settlements.

Table 2.1 Gross dwellings completions by settlement, 2001/2 to 2005/6

| Settlement | 2001/2 | 2002/3 | 2003/4 | 2004/5 | 2005/6 | Total | Annual average | % of total |
|----------------------|------------|------------|------------|--------------|------------|--------------|----------------|-------------|
| Colchester | 308 | 545 | 561 | 931 | 423 | 2768 | 554 | 68% |
| Laver de la Haye | 0 | 0 | 2 | 1 | 2 | 5 | 1 | 0% |
| Marks Tey | 9 | 6 | 5 | 10 | 4 | 34 | 7 | 1% |
| Tiptree | 9 | 73 | 78 | 47 | 6 | 213 | 43 | 5% |
| West Bergholt | 13 | 0 | 7 | 7 | 3 | 30 | 6 | 1% |
| West Mersea | 21 | 13 | 12 | 19 | 31 | 96 | 19 | 2% |
| Wivenhoe | 72 | 37 | 55 | 58 | 40 | 262 | 52 | 6% |
| Outside settlement | 45 | 66 | 88 | 272 | 165 | 636 | 127 | 16% |
| Borough total | 477 | 740 | 808 | 1,345 | 674 | 4,044 | 809 | 100% |

Source: Colchester Borough Council and Essex County Council

- 2.12 Table 2.2, which sets out the five-year completions by settlement and area of site, shows that around two-thirds of completions in the borough were on sites greater than 0.2 hectares. In Colchester town this proportion increases to 75%.

Table 2.2 Gross dwelling completions 2001/ to 2005/6 by area of site

| Settlement | < 0.2 ha | > 0.2 ha | Total |
|----------------------|--------------|--------------|--------------|
| Colchester | 703 | 2065 | 2768 |
| Laver de la Haye | 3 | 2 | 5 |
| Marks Tey | 17 | 17 | 34 |
| Tiptree | 53 | 160 | 213 |
| West Bergholt | 20 | 10 | 30 |
| West Mersea | 64 | 32 | 96 |
| Wivenhoe | 47 | 215 | 262 |
| Outside settlement | 557 | 79 | 636 |
| Borough total | 1,464 | 2,580 | 4,044 |
| % of total | 36% | 64% | 100% |

Source: Colchester Borough Council and Essex County Council

- 2.13 Table 2.2, shows the distribution of the five year completions for Colchester town on large and small sites, according to whether they were allocated or not at the time of the granting of permission. Windfalls represented nearly 70% of all completions in the town over the period, 100% of those on small sites and 60% of those on sites greater than 0.2 hectares.

Table 2.3 Gross completions 2001/2 to 2005/6 in Colchester Town by allocation or windfall

| Type | PDL/GF | < 0.2 ha | % of total | > 0.2 ha | % of total | Total | % of total |
|--------------|--------------|------------|-------------|--------------|-------------|--------------|-------------|
| Allocation | PDL | 0 | | 757 | | 757 | |
| | GF | 0 | | 107 | | 107 | |
| | Total | 0 | 0% | 864 | 42% | 864 | 31% |
| Windfall | PDL | 680 | | 966 | | 1,646 | |
| | GF | 23 | | 245 | | 268 | |
| | Total | 703 | 100% | 1,211 | 59% | 1,914 | 69% |
| Total | PDL | 680 | | 1,723 | | 2,393 | |
| | GF | 23 | | 352 | | 375 | |
| | Total | 703 | 100% | 2,075 | 100% | 2,778 | 100% |

3 NATIONAL AND REGIONAL POLICY CONTEXT

National Policy

Planning Policy Statement 1 (2004): Delivering Sustainable Development

- 3.1 Planning Policy Statement 1 (PPS1) sets out overarching strategic planning policies, including the contribution that the planning system can make to the delivery of sustainable development.
- 3.2 Sustainable development is the core principle underpinning planning. A key objective of PPS1 is to ensure that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities. Paragraph 27 sets out the general approach to delivering sustainable development - a key approach of which is that planning authorities should seek to:
- bring forward sufficient land of a suitable quality in appropriate locations to meet the expected needs for housing;
 - reduce the need to travel and encourage accessible public transport provision to secure more sustainable patterns of transport development; and
 - promote the use of suitably located vacant and underused previously developed land in order to achieve Government targets.

Planning Policy Statement 3 (2006): Housing

- 3.3 Planning Policy Statement 3 (PPS3) recently replaced the previous Planning Policy Guidance 3 (PPG3) as the statement of the national planning policy framework for delivering the Government's housing objectives. PPS3 establishes the requirement for Local Planning Authorities to undertake (LPAs) Strategic Housing Land Availability Assessments (SHLAA) to replace the Housing Capacity Studies required under PPG3. It specifies in Annex C that a SHLAA should:

"Assess the likely level of housing that could be provided if unimplemented planning permissions were brought into development.

Assess land availability by identifying buildings or areas of land (including previously developed land and greenfield) that have development potential for housing, including within mixed use developments.

Assess the potential level of housing that can be provided on identified land.

Where appropriate, evaluate past trends in windfall land coming forward for development and estimate the likely future implementation rate.

Identify constraints that might make a particular site unavailable and/or unviable for development.

Identify sustainability issues and physical constraints that might make a site unsuitable for development.

Identify what action could be taken to overcome constraints on particular sites."

- 3.4 PPS3 states that LPAs should set out in Local Development Documents their policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption taking account of the level of housing provision set out in the Regional Spatial Strategy.
- 3.5 One of the key changes between PPG3 and PPS3 is that windfall allowances should no longer be included in the first 10 years of land supply in LDFs, unless there are very

special local circumstances. This places greater emphasis on the need to identify sites which can be confidently allocated for housing in LDFs.

- 3.6 PPS3 reiterates the previous PPG3 policy that the priority for development should be previously developed land, in particular vacant and derelict sites and buildings and requires LPAs to ensure that sufficient, suitable land is available to achieve their previously-developed land delivery objectives. However, unlike Housing Capacity Studies under PPG3, SHLAAs are required to consider the potential of greenfield sites to deliver housing as well as previously developed land.

- 3.7 PPS3 states that Local Development Documents should include a local previously developed land target and trajectory and strategies for bringing previously-developed land into housing use. Where appropriate, the trajectory could be divided up to reflect the contribution expected from different categories of previously developed land, for example, vacant and derelict sites, in order to deliver the spatial vision for the area in the most sustainable way. In developing their previously-developed land strategies, LPAs are advised that they:

“should consider a range of incentives or interventions that could help to ensure that previously developed land is developed in line with the trajectory/ies. This should include:

- *planning to address obstacles to the development of vacant and derelict sites and buildings, for example, use of compulsory purchase powers where that would help resolve land ownership or assembly issues.*
- *considering whether sites that are currently allocated for industrial or commercial use could be more appropriately re-allocated for housing development.*
- *encouraging innovative housing schemes that make effective use of public sector previously-developed land.”*

- 3.8 These proposals have clear implications for the information to be included and assessed in a SHLAA.

SHLAA Practice Guidance

- 3.9 Practice Guidance entitled ‘Strategic Housing Land Availability Assessments’ was published by Communities and Local Government in July 2007. It supercedes the advice in the previous guidance, ‘Tapping the Potential’.

- 3.10 The new guidance states that strategic housing land availability assessments (SHLAAs) are ‘a key component of the evidence base to support the delivery of sufficient land for housing to meet the community’s need for more homes’; SHLAAs are also a requirement of PPS3. It is noted in the guidance that an SHLAA is significantly different from an urban capacity study, and if a recent urban capacity study has been carried out, further work will be needed to fulfill the requirements of the SHLAA.

- 3.11 The guidance states that the primary role of the SHLAA is to:

- identify sites with potential for housing;
- assess their housing potential; and
- assess when they are likely to be developed.

- 3.12 It should aim to identify as many sites with housing potential in and around as many settlements as possible in the study area. The study area should preferably be a sub-regional housing market area, but may be a local planning authority area, where necessary. As a minimum, it should aim to identify sufficient specific sites for at least the first 10 years of a plan, from the anticipated date of its adoption, and ideally for longer than the whole 15 year plan period. Where it is not possible to identify sufficient sites, it should provide the evidence base to support judgements around whether broad

- locations should be identified and/or whether there are genuine local circumstances that mean a windfall allowance may be justified in the first 10 years of the plan.
- 3.13 Paragraph 8 makes it clear that the assessment is an important evidence source to inform plan-making, but does not in itself determine whether a site should be allocated for housing development.
- 3.14 The guidance also states that the SHLAA should be regularly kept up to date as part of the Annual Monitoring Report exercise, so as to support the updating of the housing trajectory and the five-year supply of specific deliverable sites.
- 3.15 The guidance provides details on the methodology for an SHLAA which has eight main stages, and two further optional stages covering broad locations and windfalls. The stages are as follows:
- Stage 1: Planning the Assessment;
 - Stage 2: Determining which sources of sites will be included in the Assessment;
 - Stage 3: Desktop review of existing information;
 - Stage 4: Determining which sites and areas will be surveyed;
 - Stage 5: Carrying out the survey;
 - Stage 6: Estimating the housing potential of each site;
 - Stage 7: Assessing when and whether sites are likely to be developed;
 - Stage 8: Review of the Assessment;
 - Stage 9: Identifying and assessing the housing potential of broad locations (when necessary);
 - Stage 10: Determining the housing potential of windfalls (where justified).
- 3.16 Stage 2 lists the sources of sites with potential for housing. These consist of sites in the planning process and sites not currently in the planning process. The former consists of:
- allocated employment or other land uses which are no longer required for those uses;
 - existing housing allocations;
 - unimplemented/outstanding planning permissions for housing;
 - planning permissions for housing that are under construction.
- 3.17 As well as urban potential on typical sources such as commercial buildings, car parks, vacant buildings, etc, the latter includes, amongst other things:
- surplus public sector land;
 - sites in rural settlements and rural exception sites; and
 - urban extensions.
- 3.18 On Stage 6 - estimating the potential of each site - the guidance states that relevant direction given in the emerging local plan policy should be used. As will be shown in the next chapter, the emerging Core Strategy gives a range of densities that it is seeking to achieve. It is therefore appropriate to use these densities.
- 3.19 Stage 7 assesses when and whether sites are likely to be developed. Central to this is the consideration of whether sites are suitable, deliverable and developable for housing. Suitability considers policy restrictions, physical problems/limitations (e.g. access, infrastructure, flood risk, ground conditions and contamination), potential impacts (upon the landscape and conservation) and the environmental conditions

which would be experienced by prospective residents. In addition, as part of the assembly of the evidence base on the developability and deliverability of the 5-, 10- and 15-year housing supply, Colchester BC have contacted all the major developers of schemes in the borough to determine the latest position. This accords with the guidance given in PPS3.

- 3.20 Availability considers, “on best information available”, whether there are any legal or ownership problems, such as multiple ownerships, ransom strips, tenancies or operational requirements of landowners. Achievability is essentially a judgement about the economic viability of a site. It will be affected by market factors, cost factors (including site preparation costs relating to any physical constraints) and delivery factors (including phasing and build-out rates, which mostly concerns larger sites).
- 3.21 Stage 10 relates to determining the housing potential of windfall sites, where an allowance can be justified. Where this is the case, 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 in the list of deliverable/developable sites, or as part of broad locations for housing development. One way to determine a realistic windfall allowance is to estimate the housing potential from each likely source of land for housing, as the rate will be different between them. One method to estimate potential from each source is by calculating the average annual completion rate from the source, taking care to avoid double counting sites which are already included in the assessment, and coming to an informed view as to:
- whether the annual rate is likely to increase or decrease;
 - whether the pattern of redevelopment is likely to remain the same, grow or decline; and
 - whether current market conditions are likely to stay the same, worsen or improve in the future.
- 3.22 However, the guidance is clear that strong justification must be made in order to permit the inclusion of any windfall allowance.

Regional Policy

Draft East of England Plan

- 3.23 The Draft Regional Spatial Strategy for the East of England (RSS14) was published in December 2004. This will supersede the existing county structure plans and provide the spatial planning policy that will inform the Local Development Frameworks (LDFs) that are required to be produced by local authorities in place of Local Plans.
- 3.24 As well as providing a series of overarching Spatial Strategy policies, the Draft RSS takes a sub-regional approach to the provision of specific policy guidance. Colchester borough is included as part of the Haven Gateway sub-region, which also consists of Tendring district in Essex and, in Suffolk, Ipswich borough and parts of Babergh, Suffolk Coastal and Mid-Suffolk districts.
- 3.25 The Draft RSS has 14 objectives. Of relevance to Colchester’s housing strategy are:
- Increase the regeneration and renewal of disadvantaged areas.
 - Deliver more integrated patterns of land use, movement, activity and development, including employment and housing.
 - Sustain and enhance the vitality and viability of town centres.
 - Make more use of previously developed land and existing buildings, and use land more efficiently, in meeting future development needs.

- Meet the region's identified housing needs, and in particular provide sufficient affordable housing.
 - Protect and enhance the natural environment, including its biodiversity and landscape character.
 - Minimise the environmental impact of travel by reducing the need to travel, encouraging the use of more environmentally friendly modes of transport, and widening choice of modes.
 - Minimise the risk of flooding.
- 3.26 The core spatial strategy identifies a major role for key centres throughout the region. It identifies in Policy SS2 a list of these key centres where development and change will be focused. The list includes Colchester.
- 3.27 Policy SS3 on development in and adjoining urban areas recognises the need to maximise the use of previously developed land. However, in recognition of the considerable amounts of development required, it equally affords the opportunity to develop on greenfield sites where this represents the most sustainable option, having regard to economic, environmental, social and natural resource considerations. Policy SS4 sets a target of 60% of all development being on previously developed land.
- 3.28 Colchester is identified in Policy SS11 as a Priority Area for Regeneration, although it is left to local development documents to set out policies to tackle the problems of economic, social and environmental deprivation in the town.
- 3.29 Policy SS13 states that the regional should provide a total of 478,000 dwellings over the period 2001 to 2021 (or 23,900 units per annum). Within this, annual provision is to be made for 7,200 net additional social rented dwellings, or 30% of the overall provision, and a further 760 net additional key worker units.
- 3.30 The policy also states that affordable housing must constitute at least 30% of housing supply, with an aspiration to achieve at least 40% where housing stress warrants higher provision. This will be defined and justified in LDDS and informed by local housing assessments.
- 3.31 Policy H1 provides more detail on the levels of housing to be achieved, stating that Colchester borough must deliver 17,100 dwellings between 2001 and 2021, equivalent to an annual rate of 855 dwellings. This is the largest requirement of all the districts in Essex county and the third highest of all non-unitary authorities in the whole of the region.
- 3.32 The Haven Gateway sub-region is given a series of specific policies. There is little additional information of relevance to this study, apart from the recognition in Policy HG2 of the major regeneration initiative at East Colchester and St Botolph's and the need, in Policy HG3, for local authorities, housing authorities and registered social landlords to develop partnerships to meet the need for affordable dwellings identified through studies.

Secretary of State's Proposed Modifications

- 3.33 Following the Examination in Public of the Draft Plan, the Panel Report was published in June 2006. In December 2006, the Secretary of State published her proposed modifications, which were subject to a period of consultation until March 2007, with adoption of the plan due in early 2008.
- 3.34 Both the Panel and the Secretary of State endorsed the dwelling allocation for Colchester over the period to 2021. The Secretary of State also noted that between 2001 and 2006, a total of 4,630 dwellings were delivered. This leaves an additional 12,470 dwellings still to be built over the remaining 15 years of the plan period. These figures are proposed as minimum targets to be achieved, rather than a ceiling figure. The Panel Report noted the submission from Colchester Borough Council that a new

allocation at Marks Tey (as argued for by some developers) would be a significant distraction from the urban focus of the current strategy. Nevertheless, the new practice guidance on SHLAAs notes that all options need to be considered, so this update report will consider representations on sites in Marks Tey as part of the refreshed analysis.

- 3.35 The Panel Report noted the findings of the Haven Gateway Strategic Residential and Infrastructure (discussed below) relating to a theoretical capacity in excess of the draft Plan requirement. It felt that because the study appeared late in the EIP process and therefore its findings and methodology were not subject to detailed scrutiny by the Panel, then undue weight should not be placed on it in considering what is an appropriate level of housing provision. It recognises that the draft target for Colchester borough already represents a significant increase in delivery, so it would not be prudent to recommend a further increase at this stage. The Proposed Modifications take on board the decision since then to award the Haven Gateway Growth Point status, thereby increasing the imperative to deliver this growth.
- 3.36 The Panel recommended that the job targets in the RSS be identified on a more coherent basis for monitoring purposes than in the Draft RSS which identified them at the sub-regional scale. This meant that Colchester was included in 'Haven Gateway - Essex', consisting of the districts of Colchester and Tendring. The Draft RSS, in the sub-regional chapter, did actually produce district-level targets, with a total of 20,300 jobs for these two districts. The Panel recommended a small decrease for the same area to 20,000 jobs, which has been endorsed in the Proposed Modifications.

Haven Gateway Sub-Regional Studies

- 3.37 In 2005, the Haven Gateway Partnership jointly commissioned two studies to understand the potential to deliver the sub-regional housing and employment requirements in the draft RSS. We shall briefly review the findings of those two studies.

Strategic Residential and Infrastructure Study

- 3.38 Roger Tym and Partners completed this study in November 2005. The brief was to provide guidance on the strategic direction, scale and phasing of residential development and associated infrastructure requirements for the Haven Gateway sub-region up to 2021.
- 3.39 The study undertook an assessment of known residential capacity in Colchester borough. This included completions since 2001, permissions and allocations (on both PDL and greenfield sites) and potential from windfalls. This gave a total identified potential of 16,000 dwellings, therefore leaving a requirement to find an additional 1,100 dwellings in the borough.
- 3.40 One point to note is that certain assumptions were made in order to derive certain figures. The windfall figure was based on an extrapolation of past trends, reduced by 50%. Also, the figures for potential at the Garrison were based on a median figure of the potential provided by planners at the Borough Council. In this study, we shall undertake a more robust assessment of potential from both these sources.
- 3.41 The study then considered where the additional requirement could be provided. The summary of this is shown in Table 3.1 below:

Table 3.1 Summary of Potential Capacity to Fill Remaining RSS Requirement

| District | Potential to increase density on existing sites | Potential from Locations With Potential | Potential from Existing Employment Sites | Total Potential Additional Capacity (sum of first three columns) | Remaining RSS requirement | Surplus |
|------------|---|---|--|--|---------------------------|---------|
| Colchester | 1,288 | 2,537 | 182 | 4,007 | 1,093 | 2,914 |

Source: Haven Gateway Strategic Residential and Infrastructure Study, RTP

- 3.42 The capacity on existing employment sites came through sites identified as having potential for release in the Haven Gateway Employment Land Study (discussed below). This was based on a sustainability appraisal of their potential as housing locations.
- 3.43 Because it was a strategic study, sites were not specifically identified. Rather, directions for growth were given, based on where the majority of development could occur. Figure 3.1 shows the directions identified - broken down as existing/pipeline capacity and potential capacity - including those for Colchester.
- 3.44 The study then moved on to look at the likely broad infrastructure costs for delivering these directions for growth. This was based on information provided to RTP by the borough councils, county councils and strategic providers, including the Environment Agency and Highways Agency.
- 3.45 It considered that the costs of delivering all infrastructure, both local and strategic, for each of the directions for growth would be as follows:

Table 3.2 Summary of Infrastructure Requirements

| Direction for Growth | Cost (£millions) | | | | |
|----------------------|------------------|-----------|--------|-----------|-------|
| | Transport | Education | Health | Utilities | Total |
| Colchester North | 22.0 | 37.2 | 3.0 | 0.2 | 62.4 |
| Colchester South | 7.0 | 20.8 | 3.0 | 0.0 | 30.8 |
| A2 Corridor South | 7.07.0 | 5.35.3 | 0.0 | 0.0 | 12.3 |

Source: Haven Gateway Strategic Residential and Infrastructure Study, RTP

- 3.46 Most of the Colchester North total of £62m relates to the development of the Colchester Northern Access Road (with access onto the A12). For Colchester South, there is a more even spread of requirements across the key areas. However, closely related to this are the improvements required in the A12 Corridor South, which is mostly accounted for by the need for a Western Bypass at Stanway.

Employment Land Study

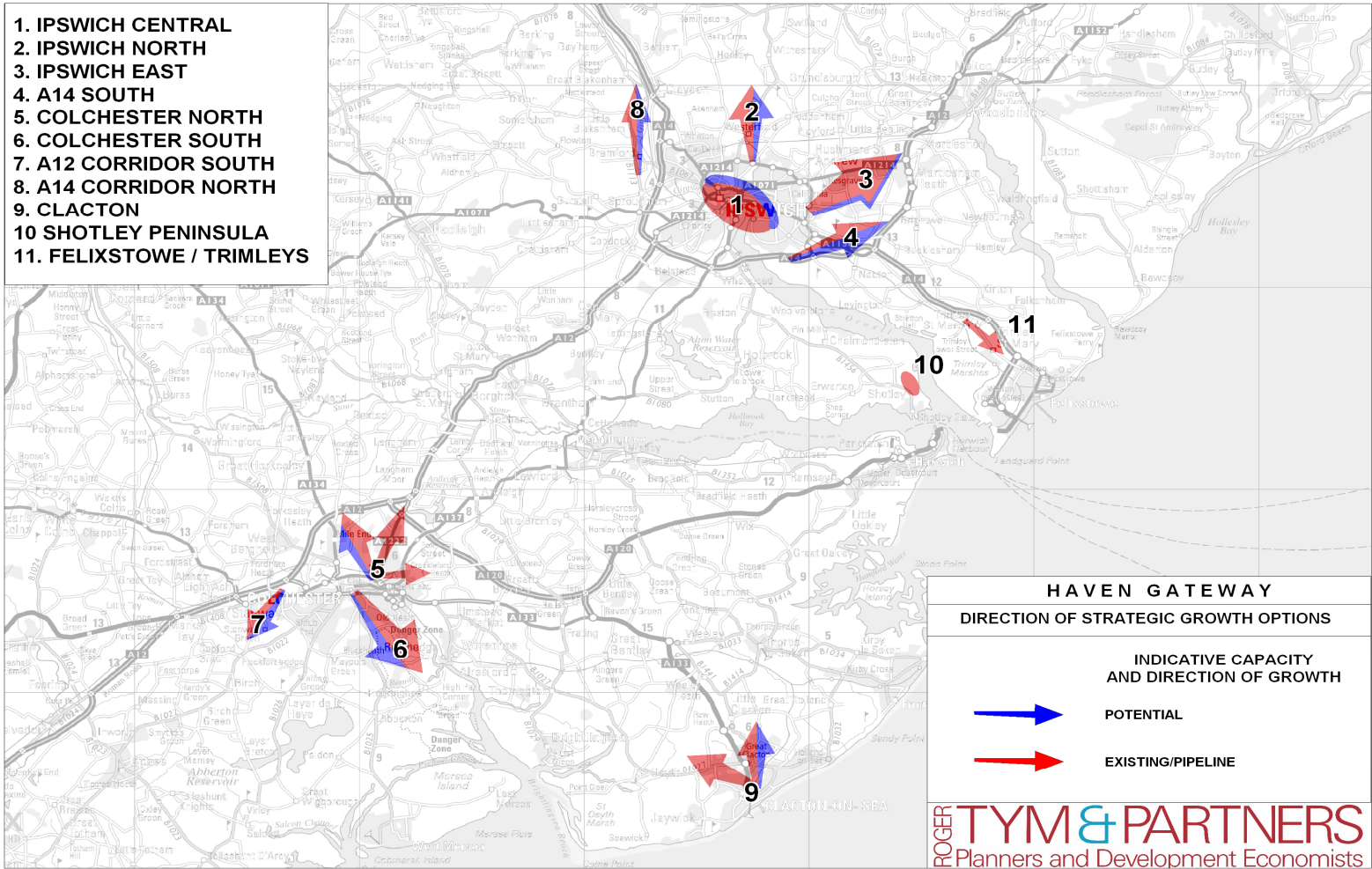
- 3.47 The Haven Gateway Employment Land Study was undertaken by DTZ Pida and completed in October 2005. Its purpose was to review the supply of, and demand for, employment land and premises across the sub-region and was undertaken in close conjunction with the Residential and Infrastructure Study
- 3.48 The study found that Colchester borough had a significant supply of employment land, totaling nearly 112ha. Despite this, only 2ha was considered to be 'good quality'. Of the sites with potential, four were identified as having major constraints:
- Cuckoo Farm - requires new junction onto A12 and other highway works;
 - Tollgate/Westside Centre, Stanway - access improvement to western bypass required;

- University Research Park - new roundabout junction required on A133 but this secured as a condition on approval of development; and
- Hythe/Whitehall Road - general environmental and infrastructure improvements.

3.49 Compared to this, the assessed demand for employment land totalled around 35ha gross, representing an oversupply of some 77ha. There were significant variations on demand, dependent on the type of B-class floorspace required. Office space had a net forecast demand of over 8ha, manufacturing space had a forecast fall in net demand of 12ha and warehousing space had a forecast net demand of 9ha.

3.50 So clearly there is a significant oversupply of employment land in Colchester. Much of this is manufacturing land which we forecast to shrink significantly in the borough over the period to 2021. Therefore, there will be the opportunity to release a sizeable amount of this land, some of which could be developed for housing. However, it is important to emphasise that not all employment allocations can be treated as automatically being potentially available for housing. The LDF process will determine which are retained or re-allocated.

Figure 3.1 Direction of Total Strategic Growth Options



Source: Haven Gateway Strategic Residential and Infrastructure Study, RTP

4 LOCAL POLICY CONTEXT

Colchester Local Plan

- 4.1 The Local Plan was adopted in March 2004 and covers the period 1996-2011. The plan recognises the growing pressures on the borough for development and states a clear aim to balance this with the need to conserve its environment and its history.

Housing policies

- 4.2 The 2001 Essex and Southend-on-Sea Structure Plan allocates a target of 11,000 dwellings to be delivered in Colchester borough between 1996 and 2011. Through information derived from a Housing Land Availability Survey, a Structure Plan assumption about the production rate for small windfall sites and a Brownfield Study, a shortfall of 2,600 dwellings were still to be found at April 2000. This gap was considerably smaller than anticipated in October 1996 at the time that the Consultation Draft of the Local Plan was published. This gave the Council the opportunity to locate its main housing land allocations at sites that came closest to meeting sustainability criteria. As a result, the strategy chosen by the Council was to deliver the large majority of these 2,600 dwellings at three sites - the Garrison, Turner Village and Severalls Hospital.
- 4.3 On sites with 25 or more houses, or on sites covering more than 1ha, Policy H4 states that the Council will seek the agreement of house-builders for 25% of the agreed total number of units on site to be in the form of affordable housing.
- 4.4 Policy H13 states that new housing developments should achieve an average density across the site of between 30 and 50 units per hectare. However, lower densities will be accepted on parts of large sites, provided the average across the whole site is at least 30 units. They will also be accepted where it is appropriate to do so, either because of landscape considerations or because it would then fit in well with existing development (e.g. on smaller infill sites).

Regeneration Areas

- 4.5 The Local Plan identified two main regeneration areas; East Colchester and the Hythe and the Garrison.

East Colchester and the Hythe

- 4.6 The Local Plan recognises the piecemeal way that this area has been approached in the past and seeks to provide a more comprehensive approach. Within this, it specifically identifies the River Colne Regeneration Area for a mix of uses. This mix includes housing to be included within the former Moler Works site (Policy ECH2) and the former gasworks site at Hythe Quay (Policy ECH3). Residential uses could also possibly be considered on the Albany laundry site and adjacent land off Haven Road (Policy ECH4).
- 4.7 In addition, housing is specifically allocated within the Magdalen Street Special Policy Area, which is within East Colchester and the Hythe but outside the River Colne Regeneration Area, and is also the subject of a development brief which has been adopted as supplementary planning guidance (SPG). Policy ECH8 states that to the north of Magdalen Street, housing areas will be extended and consolidated

Colchester Garrison

- 4.8 With the Ministry of Defence pursuing a PFI scheme which will involve major redevelopment of the Garrison area, a substantial area of land has come available for redevelopment. The Local Plan identifies areas within the Garrison Regeneration Area for redevelopment. The following areas have been identified for predominantly residential development:

- Hyderabad and Meanee Barracks
- Cavalry and Le Cateau Barracks
- Southern section East of Berechurch Road

4.9 In addition, if there is any surplus land in the central section west of Berechurch Road and south of Abbey Fields, then residential development would be acceptable.

4.10 At the time of the Local Plan, it was envisaged that 1,600 dwellings would be built in the period to 2011. However, under the plan, 'monitor and manage approach' the Plan states that more dwellings could be built by 2011 if the annual monitoring report shows that this could be achieved.

North Colchester

4.11 The Local Plan contains special policies to deal with the Mile End area in the north of Colchester. This area has major housing allocations but these require substantial items of transport and community infrastructure, which are specified as triggers necessary for the granting of permission for further development.

Town centre and mixed use developments

4.12 The Local Plan points out that opportunities for further housing development in the town centre are likely to be limited by environmental conditions and for financial reasons but states that housing development will nevertheless be encouraged where suitable sites, for example offices, become available for redevelopment or change of use. Three categories of Mixed Use Area are designated in the Town Centre area, in two of which, Areas B and C, covering five locations, residential development would be considered favourably as part of mixed use developments.

Village developments

4.13 The Local Plan also contains firm policies on housing development in and around villages. In particular, the Proposals Map defines village envelopes which represent a firm outer boundary for housing development. Housing is permitted inside these envelopes if it will not adversely affect the character of the village but is acceptable outside these envelopes only where it is required for rural affordable housing or to support agriculture or forestry activities.

Densities

4.14 Under the density policies of the Local Plan, new housing developments are expected to achieve an average density across the site of between 30 and 50 units per hectare. Higher densities are encouraged within the Town Centre or close to major public transport modes. Lower densities over whole sites can only be justified on grounds of landscape or preserving existing character.

Employment policies

4.15 The Local Plan states that the majority of jobs in the borough will be located in the main urban areas of Colchester and Stanway. It designated Employment Zones (EZs) in the following locations:

- Central Colchester
- Severalls Park
- Cuckoo Farm (south of A12)
- Hythe/Whitehall Road
- Peartree Road
- Tollgate

- Tiptree
 - West Mersea
- 4.16 In addition, the Regeneration Areas are expected to increase the number of available jobs.
- 4.17 The Plan identifies a large surplus of available employment land and acknowledges that even if take-up rates were increased, it would be unlikely that all the land designated in the previous Local Plan would be used. Including the Regeneration Areas, the Plan allocates 98ha of land which it states is more than sufficient to cater for likely demand. However, it retains this on the basis that this will allow for a wide range of new developments and uses throughout the urban areas. This is stated in Policy EMP1.

Colchester Local Development Framework

Core Strategy Vision and Objectives

- 4.18 Colchester's LDF, once adopted, will cover the period to 2021, succeeding the adopted Local Plan. A series of Preferred Options to inform its Core Strategy was published in November 2006. Following consultation, these were subsequently amended and published for further consultation in June 2007.
- 4.19 The Core Strategy provides the primary means of delivering the spatial elements of the Community Strategy and builds on the Strategy's Vision for Colchester in 2020:
- "Our Vision is for Colchester to develop as a prestigious regional centre. Colchester will be a place where people, families, their communities and businesses thrive; where everyone has the opportunity to fulfil their full potential.
Colchester is going to be a centre of excellence and innovation for culture, education and learning, recognised regionally, nationally and internationally.
Colchester will become a preferred destination for visitors, for business location and for investment.
We will create a sustainable environment in which people will continue to enjoy high levels of health and well being, but with modern health and social care services for those who need them."*
- 4.20 The Core Strategy has a series of objectives, including:
- Sustainable Development:
 - Direct development to sustainable locations to support existing communities, local businesses, sustainable transport and protect greenfield land.
 - Provide the necessary infrastructure and facilities to support new and existing communities.
 - Centres of Employment
 - Create a prestigious regional centre and a vibrant network of neighbourhood centres that stimulate economic activity and provide residents' needs at highly accessible locations.

- Housing
 - Provide decent and affordable housing at accessible locations to accommodate our growing community.
 - Provide a range of housing options to meet the diverse needs of the whole community.
- Accessibility and Transportation
 - Focus development at accessible locations which support public transport, walking and cycling, and reduce the need for car travel.
 - Provide excellent public transportation connections between neighbourhood and regional centres, linking residents with these centres via safe and attractive pedestrian and cycle paths.
- Natural Environment and Rural Communities
 - Protect Colchester's natural environment, countryside and coastline.
 - Support appropriate local employment and housing development in villages and rural communities.

Amended Preferred Options (June 2007)

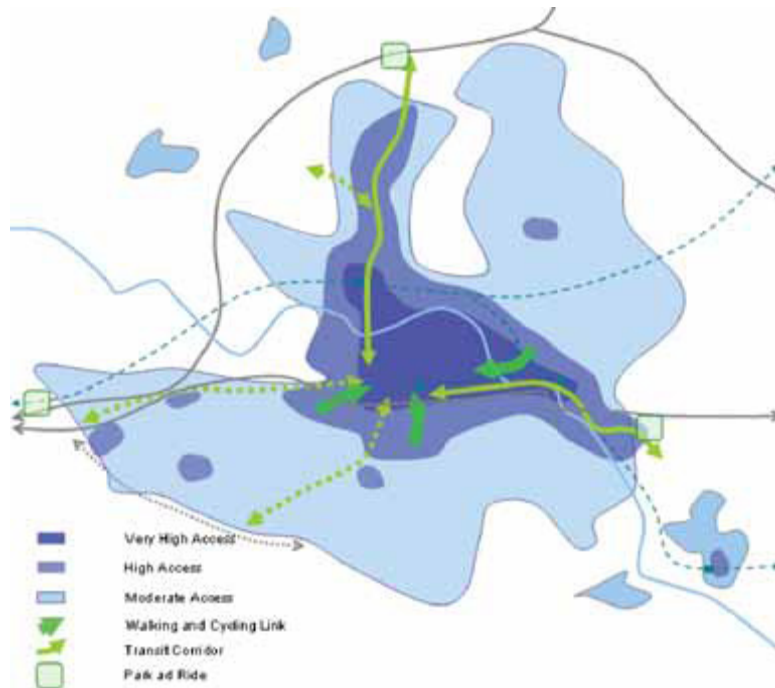
4.21 The spatial vision for Colchester is as follows:

"By 2021, Colchester will be a prestigious regional centre. The historic Town Centre will be the cultural and economic heart of the borough, surrounded by thriving suburbs, villages and countryside. New cultural, retail, office and mixed use developments will be delivered through regeneration of the Town Centre and its fringe. Urban Gateways to the Town Centre will be regenerated to present attractive entry points to Colchester and stimulate sustainable redevelopment."

4.22 This places an important premium on access. The accessibility diagram in the LDF (see Figure 4.1 below) illustrates how the LDF proposes to improve accessibility over time by the following means:

- Revitalising the Town Centre and the train station gateways;
- Improving public transport along key corridors into the Town Centre;
- Encouraging new shops, services and facilities in Neighbourhood Centres, including village centres;
- Improving pedestrian and cycle connections into Centres;
- Creating new Neighbourhood Centres to support expanded communities in Regeneration Areas to the North, East and South of the Town Centre.

Figure 4.1 Preferred Improvements to Accessibility in Colchester



Source: Colchester's Core Strategy Amended Preferred Options, Colchester BC

4.23 In broad terms, the majority of housing development in the Borough will be accommodated at the following locations in and around the Colchester urban area:

- Town Centre (2,000 dwellings)
- North Growth Area (4,000) plus greenfield allocations (2,200)
- East Growth Area (2,600)
- South Growth Area (3,000)
- Stanway Growth Area (1,000) plus greenfield allocations (800)

4.24 The alternative option considered is the development of 5,000 new dwellings around Stanway and in villages such as Marks Tey and Tiptree. This would be greenfield development. Additionally, retail and business development could be accommodated at greenfield sites west of Stanway to provide good access to the A12. This alternative strategy would involve substantial development along a western corridor from Colchester Town to Marks Tey. However, as the report states, this option is not preferred because the vitality and viability of the town centre may be adversely affected, as would the regeneration of North Station, St Botolph's and East Colchester. It would also result in more car-borne movements.

Proposed Policies

4.25 The Town Centre has been explicitly identified in Policy CE1 as top of the hierarchy for accommodating employment within mixed use development, followed by the urban gateways at North station, Colchester Town station and Hythe station. Housing is only considered to be a secondary use in these centres, behind the traditional town centre uses and B-class employment.

4.26 Policy CE3 states that there will be Strategic Employment Zones at North Colchester, Stanway and the University Research Park. These areas will principally be for employment uses not suited to mixed use Centres, e.g. industry, warehousing and bulky goods development. Retail uses - more suited to being located in Centres - will not normally be permitted in an Employment Zone.

- 4.27 The Council will upgrade the quality of Employment Zones by improving the transport infrastructure and services as follows:
- The North Colchester Strategic Employment Zones will be enhanced by the new A12 intersection and North Transit Corridor.
 - The Stanway Strategic Employment Zones will be improved through the delivery of the Western Relief Road.
 - The University Research Park will be supported through the East Transit Corridor and improvements to Hythe Station.
 - Regeneration in the North Station area and other Centres will also deliver high quality office and business developments.
- 4.28 Policy H1 reinforces the intention for the majority of housing development in the Borough to be located in Colchester Town Centre, the North, East and South Growth Areas, and the Stanway Growth Area. Over 80% of housing will be sought on previously developed land.
- 4.29 Policy H2 covers housing density. The Borough Council will support housing scales and densities that maximise the capacity of accessible locations, make efficient use of land, and are sympathetic to local built character. New housing developments will be oriented towards Centres and provide a range of housing types and densities that reflect the level of accessibility. Higher density housing will be supported within a short walk of Centres and Urban Gateways, and will be surrounded by more moderate housing densities.
- 4.30 Density of development is laid out in the following guidelines:

Table 4.1 Indicative Housing Densities and Scales

| Accessibility | Location | Average Housing Density (dwg units/ha) |
|---------------|--|--|
| Very High | Town Centre and Urban Gateways | Over 75du/ha |
| High | Within 800m of the Town Centre, and Urban Gateways | Over 50du/ha |
| Moderate | Colchester Town and District settlements (Tiptree, West Mersea and Wivenhoe) | Over 40du/ha |
| Low | The Borough's villages | 30-40du/ha |

Source: Colchester's Core Strategy Amended Preferred Options, Colchester BC

- 4.31 Policy CF1 covers community facilities. It states that any new development proposal will be required to review community needs (e.g. Health Impact Assessment) and provide community facilities to meet the needs of the new population and mitigate impacts on existing communities. Community facilities include (but are not limited to) the following:
- Schools, Universities and other educational facilities
 - Libraries and community centres
 - Doctors, Medical Centres and Hospitals
 - Museums and art galleries
 - Child care centres

- Sport and recreational facilities
 - Youth clubs
 - Children's playgrounds
 - Health centres
 - Places of worship
 - Police stations.
- 4.32 Policy TA1 covers accessibility. Sustainable transportation is the primary mechanism the policy wishes to use to reduce traffic congestion and increase accessibility. Future development in the Borough will be focused on highly accessible locations, such as Centres, to reduce the need to travel. Policy TA3 makes it clear that the Growth Areas will be the focus of new public transport nodes.

Other Relevant Studies

Review of Countryside Conservation Areas in Colchester Borough

- 4.33 This review was undertaken by Chris Blandford Associates for Colchester Borough Council in 2005 as an input to the evidence base for the preparation of the LDF. The study assessed the validity of the Countryside Conservation Areas designated in the adopted Local Plan and reviewed their boundaries. It recommended a revised landscape designation, "Areas of Landscape Conservation Importance", to be adopted in the LDF. Figure 2 of the report sets out the proposed area coverage of this new designation, indicating areas in the former CCAs to be retained, those to be excluded and additional areas to be added. For the present study it has been assumed that the proposals in Figure 2 of the Report will be incorporated in the LDF.

Landscape Capacity of Settlement Fringes in Colchester Borough

- 4.34 This study, also undertaken by Chris Blandford Associates in 2005, assesses the potential capacity of the landscapes around the main settlements in the borough (Colchester, Marks Tey, Tiptree and Wivenhoe) to accommodate future strategic development needs, taking account the value of these landscapes and their sensitivity to change. The capacity assessment identified a number of landscape setting areas around each settlement and set out for each an analysis of its landscape and a summary of its capacity, classified as "potential" or "limited".

Employment Land Study

- 4.35 This study was undertaken by Atkins and published in June 2007. This supported the findings of the Haven Gateway Employment Land Study, which identified an oversupply of employment land in Colchester borough. Against the total employment land supply of 68ha, the study saw a need for only 30ha. However, this does not simply mean that 38ha of land can be released. The study recognized the need to provide a range and choice of sites for new employment.

5 METHODOLOGY AND DATA SOURCES

Parameters

Study area

- 5.1 The study covers the whole borough of Colchester so that the full potential to achieve the district housing allocations in the East of England Plan can be fully assessed. In order to comply with principles of sustainability, the search and consideration of sites is undertaken on a sequential basis of decreasing priority as follows:
- Existing permissions
 - Existing allocations
 - Urban sites
 - Edge-of-urban greenfield sites
- 5.2 Where specific representations for other sites (e.g. major greenfield development beyond the edges of the existing centres) have been made by developers as part of the LDF process, these have been included in the analysis as well.
- 5.3 The search for sites in existing urban centres covers all bar the smallest rural settlements in the district. This comprises:
- Colchester
 - Tiptree
 - West Mersea
 - Wivenhoe
 - Marks Tey
 - West Bergholt
 - Copford
 - Layer de la Haye
- 5.4 This accords with the requirements in paragraph 26 of the SHLAA Practice Guidance.

Time horizon

- 5.5 The base date for the study is 1st April 2006. The study is aimed at assessing housing land availability and dwelling capacity from this date to the end of March 2021.

Housing sources

- 5.6 From the point of view of assessing housing potential it is useful to divide sources into three broad categories:
- **Site Specific Sources** - These are sources for which it is possible to make an exhaustive list of potentially available sites, and then estimate their individual capacity and likelihood of being developed for housing during the period to 2021. This may include, for example, large stand-alone sites currently in or allocated for non-residential uses, such as industry or offices. Such sites may include both sites which will eventually be allocated in the LDF and potential future large site windfalls. This category also includes greenfield sites in or adjacent to urban areas.
 - **Grouped Sources** - These are sources for which the potential opportunities comprise numerous small sites which cannot be sensibly sorted into those likely and those unlikely to come forward. This is the case, for example, with residential infill and subdivision, and areas currently in amenity use as landscaping or informal

open space. In these cases, it is necessary to make an overall assessment of the number or proportion of such sites that could come forward, based on past or expected market trends, tempered by any limits to the scale of remaining opportunities and policy considerations encouraging or constraining such developments.

- **Policy-related sources** - These sources comprise potential developments arising from institutional restructuring, relating for example to education and health services or the defence sector. They also include housing potential arising from policy-driven renewal of estates or centres. Whether there is likely to be any housing potential arising from such restructuring will depend not just on the availability of suitable sites but also on issues of policy in these areas. Unless the relevant agencies have already planned such reorganisation of their services and identified individual land assets for disposal it may be necessary to posit an element of floating potential which cannot be tied to any specific site.

Site database

5.7 Most potential can be expected to fall within the category of site specific sources or needs to be estimated on the basis of past trends in development on specific sites. The main tool used in the assessment was therefore a GIS database of sites on which there had either been completions in the past five years or with a recognisable opportunity for residential development in future. The GIS represents each site on a base map as a “polygon” (i.e. area with boundaries) with a unique identifier and includes also a series of coverages or overlays containing geographical information relevant to the assessment.

5.8 Many of the sites in the database were provided directly from the Borough Council’s GIS-based Housing Land Availability record system, which is used to track planning applications and permissions and the progress of housing completions within the borough. This database also includes the sites identified in the previous 2001 Urban Capacity Study and the sites allocated for residential use in the Local Plan. It formed the basis onto which further potential sites were added for the present assessment. The sources of sites included in the database are therefore as follows:

- Sites identified as having residential development potential in the 2001 Urban Capacity Study (including sites with planning permissions outstanding in 2001).
- Sites for which planning applications for residential development have been made since 2001.
- Sites allocated for residential development in the Colchester Local Plan.
- Sites drawn to our attention by Colchester Borough planners in the course of the study.
- Sites drawn to our attention by stakeholders following the first stakeholder event in September 2006.
- Sites identified by landowners/developers through the LDF process.
- Existing employment allocations and areas assessed in the Haven Gateway Employment Land Study. Whilst this study has effectively been updated by the 2007 employment land study for Colchester Borough, the two studies broadly considered the same employment areas, so the identification of sites for assessment is consistent.
- Additional sites identified by the consultants, specifically edge-of-settlement sites not otherwise identified. This was in order to be able to consider the potential for green wedge infill and urban extensions. These sites were identified using OS base mapping, exercising judgement to identify possible sites/areas that looked to have potential. These would often be green wedge sites that, if developed, would

complete a more natural boundary to the settlement. Also identified were larger sites that could logically form an area of urban extension. Clearly this process would not be capable of identifying all possible sites and areas because of the limitations of the source material. However, we are confident that the majority of areas have been picked up and provide an understanding of the broad potential of such areas. Indeed, such sites would only likely come forward in years 11-15 of the plan period, and in this case PPS3 only requires an understanding of broad locations for growth in any event.

- Broad locations identified by landowners/developers, brought forward through the LDF process.

5.9 Figure 5 in the SHLAA Practice Guidance provides a list of sources of sites that can be used. Table 5.1 below provides a checklist that demonstrates that the large majority of these sources have been considered. Where sources have not been considered, it is because they offer little potential and the need is insufficient, given the potential of the other sources, to require their consideration. This factors in the nature of the housing challenge, which is required by the SHLAA Practice Guidance (paragraph 25) to be taken into account.

Table 5.1 Sources of Supply Checklist

| Source | Included? |
|--|--|
| Sites in the planning process | |
| Site allocations not yet the subject of planning permission | Yes - allocations from 2004 Local Plan |
| Planning permissions/sites under construction | Yes |
| Site specific development briefs | Yes - see chapter 7 |
| Planning application refusals | No - limited potential |
| Dwelling starts and completion records | Yes - position at 1 st April 2006 |
| Other sources of information that may help identify sites | |
| Local planning authority Urban Capacity Study | Yes - Halcrow study 2001 |
| Local Planning Authority Empty Property Register | Yes - see chapter 7 |
| English House Condition Survey | No - stock of property outside Regeneration Areas generally considered to be good |
| National Land Use Database | Yes |
| Register of Surplus Public Sector Land | Yes - see chapter 7 |
| Local planning authority Employment Land Review | Yes - using Haven Gateway Employment Land Study, which is consistent with 2007 Colchester ELS. |
| Valuation Office database | No, but vacant buildings identified on site visits |
| Local planning authority vacant property registers | No, but several vacant employment sites brought to our attention through other sources |
| Commercial property databases | No, but Haven Gateway Employment Land Study identified all the major employment areas |
| Ordnance Survey maps | Yes - 'RTP Identified Sites' source |
| Aerial photography | No - not available |

Source: SHLAA Practice Guidance and RTP

5.10 The database includes a total of 1,588 sites. The sites are categorised into four groups:

- Completed sites - on which all dwellings permitted have been completed by the base date.
 - Permissions - on which at least some permitted dwellings have been completed by the base date.
 - Allocations - sites allocated for residential development in the Local Plan but which had not yet been granted planning permission at 1st April 2006.
 - Potential windfalls - sites with housing potential but not falling into any of the above categories.
- 5.11 It should be noted that the capacity from broad locations brought forward is assessed, where possible, in the same way, but is dealt with separately in the report.
- 5.12 For each site there are a large number of data fields containing information of relevance to the assessment. The full list of primary data fields in the database are listed in Table 5.2. However, the database does not need to include a full array of data on sites in some of these categories. For example, data on existing use is not required for sites already completed.

Table 5.2 Primary Data Fields

| Topic | Data field | Field ref no | Form |
|-----------------|---------------------------------|--------------|---|
| Reference | RTP unique ref | 1 | |
| | CBC ref | 2 | |
| | Halcrow ref | 3 | UCS |
| | grid ref | 4 | easting & northing |
| | Ward | 5 | Name |
| | address | 6 | street etc |
| | postcode | 7 | |
| Site type | type of potential | 8 | site completed/permission/allocation/potential windfall |
| Planning status | Planning app no | 9 | |
| | latest perm type | 10 | full/outline |
| Policy | Local Plan Residential alloc no | 11 | 1 to 23 |
| | Dev Brief | 12 | Name |
| | LP non-resi allocation PROPOSAL | 13 | PROPOSAL uses from LP key |
| | Named Employment Zone | 14 | Name from LP (Ch 14 Table 5) |
| | Regeneration Area | 15 | Name from LP |
| | Local Plan allocation POLICY | 16 | POLICY uses from LP key |
| Site area | gross | 17 | ha |
| | net | 18 | ha |
| Use | PDL/GF | 19 | PDL/GF |
| | type of potential | 20 | new-build/redev/conversion |
| | housing source | 21 | Source category |
| | site occupancy at base date | 22 | vacant/occ bldngs/vacant bldngs |
| | mixed use (with residential) | 23 | yes/no |
| | mixed use resi % | 24 | assumed % resi by area |
| Dwellings | LP dw capacity (net) | 25 | |
| | permitted dw (net) | 26 | |
| | dw not started at base date | 27 | |
| | dw u/c at base date | 28 | |
| Completions | 2005-6 (net dw) | 29 | |
| | 2004-5 | 30 | |
| | 2003-4 | 31 | |
| | 2002-3 | 32 | |

| | | | |
|---------------------|--|----|---|
| | 2001-2 | 33 | |
| Site suitability | bad neighbours | 34 | major/potential mitigation/none |
| | nature conservation | 35 | nature reserve/SSSI designation/no |
| | landscape quality | 36 | Proposed Area of Landscape Conservation Importance or AONB/no |
| | landscape capacity | 37 | limited/no |
| | Habitat | 38 | Biodiversity Action Plan priority site/no |
| | other constraints | 39 | major/no |
| | Flood risk | 40 | significant/moderate/no |
| Dev likelihood | ownership | 41 | public/private |
| | heritage | 42 | within CA/no |
| | local infrastructure (access/drainage) | 43 | available/required |
| | ground condition | 44 | treatment requirement expected/no |
| Capacity constraint | accessibility by PT (default) | 45 | very high/high/moderate/low |
| | accessibility by PT (Option A) | 46 | very high/high/moderate/low |
| | site constraints | 47 | percentage reduction |
| Dependence | Strategic infrastructure dependence | 48 | Cuckoo Farm Roundabout |
| | Strategic infrastructure dependence | 49 | Southern Bypass |

- 5.13 Table 5.3 sets out the categories of housing source used in the database.

Table 5.3 Housing sources in site database

| | | | |
|-----------------|---|---|--------------------------------|
| Existing stock | A | 1 | subdivision |
| | | 2 | intensification (infill) |
| | | 3 | redevelopment of housing |
| Brownfield land | B | 1 | employment use (redev/new dev) |
| | | 2 | car parks |
| | | 3 | schools |
| | | 4 | other community facilities |
| | | 5 | other previous uses |
| | | 6 | commercial conversions |
| Greenfield land | C | 1 | amenity |
| | | 2 | open space |
| | | 3 | recreation |
| | | 4 | allotments |
| | | 5 | agriculture |
| | | 6 | other uses |

- 5.14 The database also includes secondary data fields which are used in the estimates of capacity and development suitability. These secondary fields may relate to assumptions, for example on net to gross ratios and densities, or may repackage information in the primary data fields to facilitate analysis, for example by classifying sites by area.

Identified site area threshold

- 5.15 It is impractical to identify all the sites where there may be opportunities for small scale development of additional housing from subdivision of larger houses or infill on back gardens or other small sites. We have therefore derived a small site allowance to cover such potential, based on past or expected market trends, tempered by any limits to the scale of remaining opportunities and policy considerations encouraging or constraining such developments. For this purpose it was necessary to set an appropriate site area threshold below the capacity of individual sites is not assessed.
- 5.16 The site area threshold needs to be set low enough to ensure that significant identifiable site capacity is not subsumed in trend projections but not so low as to be impractical. A reasonable aim is to cover sites offering 5 dwellings or fewer in the small site allowance. This implies that the appropriate threshold will differ according to the likely density of development. Thus if sites offering more than 5 new dwellings are to be captured by site specific analysis, where densities of around 30 dwellings per hectare apply this implies a site threshold of 0.2 ha, and for densities of around 60 dwellings per hectare a site threshold of 0.1 ha.
- 5.17 As LDF densities will be determined by levels of public transport accessibility, we have adopted a site area threshold of 0.1 ha where accessibility is considered “very high” or “high” and 0.2 ha where it is “moderate” or “low”. This means that the threshold will capture different sites according to the quality of public transport provision.
- 5.18 All future potential on sites below the site area threshold is assessed by means of a small site allowance. To avoid double counting, the capacity on all other sites, i.e. permissions, allocations and potential windfalls, excludes all sites below the threshold.

Scenarios

- 5.19 The database is a very flexible tool which allows any number of scenarios to be explored based on variations on key parameters, such as density and accessibility assumptions. For the present assessment, we present our results according to two scenarios related to the options on density and public transport accessibility considered by the Borough Council in their Core Strategy Preferred Options Report.
- a) *Default scenario*
Existing public transport accessibility is assumed to remain as it is currently (as shown indicatively as “present accessibility” in Figure 3 of the Preferred Options Report) and residential densities are at PPS3 levels as set out in Table H1a of the same report.
 - b) *Option A scenario*
Existing public transport accessibility is improved by the provision of transit corridors to attain the level shown as “future accessibility” in Figure 3 of the Preferred Options Report and residential densities are at the higher levels set out in Table H1 of the same report. This represents Housing Option A in the Core Strategy.
- 5.20 The Amended Preferred Option now adopts the Option A scenario, so it the capacity derived from this source that has the greatest significance. However, it is useful to also present the results of the default analysis as a sensitivity test.

Estimation of housing yields

- 5.21 The potential housing yield on each identified site depends on the following factors¹:
- (i) The *gross site area*, measured as the area of the site polygon by the GIS.
 - (ii) A *net to gross factor*, applied to the gross site area to take account of any requirements to provide supporting facilities on the site. On small sites, the whole of the site will usually be available for building houses, but on larger sites a part of the area will normally need to be set aside to accommodate access roads and amenity open space. On even larger sites with capacity for a substantial population it may be necessary to allow for additional land to be set aside for other uses such as community facilities, neighbourhood centres and perhaps employment land. The net to gross factors and site area thresholds to which they apply that have been adopted for this study are set out below:

| Gross site area (ha) | Percentage net |
|----------------------|----------------|
| < 0.2 | 100% |
| Up to 10 | 75% |
| Over 10 | 50% |

- (iii) A *mixed use factor*, applied to sites most likely to be developed for mixed uses, to indicate the notional proportion of the net site's total capacity which is assumed to generate residential use, regardless of whether the mix of uses is

¹ The differing percentages for each factor have been derived based on our experience of previous developments in similar areas

horizontal or vertical. It is assumed that in town centre locations, residential development will tend to be a small supplementary use in mixed use developments, whereas elsewhere it will be the majority use. Categories of site assumed to be developed for mixed uses and their mixed use factors as adopted in the assessment are set out below:

| Type of site | Residential % of net site area (notional) |
|-------------------------------------|---|
| Town Centre mixed use policy sites | 25% |
| Employment allocations | 75% |
| Previous employment use | 75% |
| Very High Accessibility (corridors) | 75% |

- (iv) *A site constraint factor*, representing the percentage of the residual net site area likely to be available to generate housing after account has been taken of any special site specific capacity constraints relating for example to site shape, topography, obstructions to development (e.g. substations) or water bodies. These factors have been assessed on a site by site basis.
- (v) *Density assumptions*. The density assumptions used in the assessment are derived from the Core Strategy Preferred Option Report. These were slightly altered in the Amended Preferred Options, but not so significantly as to undermine the range of capacity identified on each site. They are set out below:

| Accessibility level | Dwellings per net hectare | |
|---------------------|---|--|
| | Default scenario | Option A scenario |
| | No upgraded transport corridors and PPG3 densities (Option E) | With transport corridors and higher densities (Option A) |
| Very High | 70 | 75 |
| High | 55 (low midpoint of 40 to 75) | 70 (midpoint of 70 to 75) |
| Moderate | 45 (midpoint of 35 to 55) | 55 (midpoint of 40 to 70) |
| Low | 35 (midpoint of 30 to 40) | 40 (midpoint of 30 to 50) |

- 5.22 The housing capacity of any identified site under one or other of the density/accessibility scenarios is then calculated by:

$$\frac{\text{Gross site area} \times \text{net to gross factor} \times \text{mixed use factor} \times \text{constraint factor}}{\text{density}}$$

Treatment of PPS3 housing sources

- 5.23 PPS3 sets out a range of possible sources that merit examination for their potential to generate additional housing opportunities. Table 5.4 indicates how each of these sources has been treated in the present assessment.

Table 5.4 Treatment of PPS3 housing sources in present assessment

| PPS3 housing source | Treatment in present assessment | |
|---|--|---|
| | Unidentified component | Identified sites |
| Sources in the existing stock | | |
| Subdivision of existing housing | Part of small site allowance not individually identified in completions data | |
| Flats over shops | Part of small site allowance | |
| Empty homes | Policy-related, derived from Empty Homes Strategy | |
| Intensification of existing areas | Part of small site allowance | Source individually identified, where possible |
| Redevelopment of existing housing | | Source individually identified, where possible |
| Brownfield land | | |
| Previously-developed vacant and derelict land and buildings (not housing) | Part of small site allowance | Source identified as sub-categories: <ul style="list-style-type: none"> • Employment use • Schools • Other community facilities • Other previous uses |
| Redevelopment of car parks | | Source individually identified |
| Conversion of commercial buildings | Part of small site allowance not individually identified in completions data | None identified on large sites |
| Other sources | | |
| Unimplemented/outstanding planning permissions | Part of small site allowance | Source individually identified |
| Review of existing housing allocations in plans | | Source individually identified |
| Review of other existing allocations in plans | | Source individually identified |
| Land not previously developed including greenfield sites | | Source identified as sub-categories: <ul style="list-style-type: none"> • Amenity • Open space • Recreation • Allotments • Agriculture • Other uses |

6 POTENTIAL YIELD ASSESSMENT: COMMITMENTS AND ALLOCATIONS

Planning Permissions

Full Permissions

- 6.1 In total, 216 sites - excluding small sites, sites in Regeneration Areas or subject to development briefs - had full planning permission for residential development at the base date. In total, these sites have permission for 3,847 dwellings. Because of the limitations on site size data for some sites, it is not possible to give an average site size for all these sites. However, of the sites we do have data for (183), there was a total gross site area of 108ha. This represents an average density of 32 dwellings per hectare.
- 6.2 At the base date, 793 of these dwellings had been completed. Therefore 3,054 dwellings were still outstanding. 105 of these completions had occurred before the 2001 base date, so 688 dwellings were completed between 2001 and 2006. By settlement, this information is shown in Table 6.1 below.

Table 6.1 Sites with planning permission for residential uses

| Settlement | Permitted dwellings | Completions 2001-2006 | Completions Pre-2001 | Dwellings still to be built |
|---------------------|---------------------|-----------------------|----------------------|-----------------------------|
| Colchester | 2,953 | 521 | 0 | 2,432 |
| West Mersea | 125 | 4 | 0 | 121 |
| Tiptree | 86 | 8 | 0 | 78 |
| Wivenhoe | 529 | 154 | 105 | 270 |
| Marks Tey | 18 | 0 | 0 | 18 |
| West Bergholt | 14 | 0 | 0 | 14 |
| Copford | 0 | 0 | 0 | 0 |
| Layer-de-la-Haye | 2 | 0 | 0 | 2 |
| Outside settlements | 120 | 1 | 0 | 119 |
| Total | 3,847 | 688 | 105 | 3,054 |

- 6.3 The table shows that the majority of these dwellings are in Colchester town. Of the total permissions there for 2,953 dwellings, a significant amount - 750 dwellings - are accounted for by the Flaktwoods development. It is also noticeable that a significant amount of these permissions - 2,432 dwellings - are still outstanding. So there is no guarantee that they will be delivered although work has commenced on many sites.

Outline Permissions

- 6.4 At the base date, 10 sites had outline planning permission. One of these is in a Regeneration Area so is dealt with separately. The remaining 9 sites have permission for 1,715 dwellings and cover a total gross site area of nearly 87ha. This represents an average density of just 20dph. This is largely accounted for by the outline permission at Severalls Hospital (1,500 dwellings on 62ha).
- 6.5 As Table 6.2 shows, all of these dwellings are in Colchester town bar one site, which is in Tiptree. It also shows the total number of dwellings under the default scenario (increased densities to PPS3 standards) and the Option A scenario (increased densities and improved accessibility along the transport corridors). Under the default scenario, the number of dwellings increases to 1,864 and under the Option A scenario, to 2,708.

Table 6.2 Sites with outline planning permission for residential uses

| Settlement | Permitted dwellings | Total dwellings - default scenario | Total dwellings - Option A scenario |
|---------------------|---------------------|---------------------------------------|--|
| Colchester | 1,691 | 1,832 | 2,672 |
| West Mersea | 0 | 0 | 0 |
| Tiptree | 24 | 32 | 36 |
| Wivenhoe | 0 | 0 | 0 |
| Marks Tey | 0 | 0 | 0 |
| West Bergholt | 0 | 0 | 0 |
| Copford | 0 | 0 | 0 |
| Laver-de-la-Haye | 0 | 0 | 0 |
| Outside settlements | 0 | 0 | 0 |
| Total | 1,715 | 1,864 | 2,708 |

Housing Allocations

- 6.6 This includes all allocations where no planning permission (either outline or full) has been approved.
- 6.7 There are 13 sites identified on land allocated for housing uses. One is subject to a development brief so we will deal with it later in this chapter. The 12 remaining allocations have a gross area of 49ha. All are in Colchester Town and are at locations described as:
- Land at Clarendon Way (Local Plan allocation no. 12);
 - BT site north of Cowdray Avenue (LP allocation no. 11);
 - Retail/warehousing at Clarendon Way (LP allocation no. 12);
 - Land at Myland Hospital site and adjacent land, Mill Road (LP allocation no. 1);
 - Land to the west of District General Hospital and south of Tall Trees (LP allocation no. 2);
 - Scrubland off Mill Road with access between 45 and 57 Mill Road abutting Beaumont Close (LP allocation no. 1);
 - Land at Turner Village Hospital, Turner Road (LP allocation no. 5);
 - Land at rear of Magdalen Street, north and south of Simons Lane (LP allocation no. 9);
 - Land at Severalls Hospital (LP allocation no. 6);
 - Land north of 5 Middle Mill (LP allocation no. 15);
 - Land in Clarendon Way (LP allocation no. 12);
 - North Station Road allocation (LP allocation no. 13).
- 6.8 All these sites bar one make up allocations in the Local Plan totaling 1,018 dwellings. The remaining site is part of the allocation at Severalls Hospital - approximately 10% of the total area of 63ha allocated. Applying the density and mix assumptions that we have used on other sites, we estimate that this site would accommodate 78 dwellings, bringing the total number of allocations to 1,096 dwellings.
- 6.9 Reviewing the density and mix of the sites, there is capacity for 1,203 dwellings under the default scenario and 1,640 dwellings under the Option A scenario.

Regeneration Areas

- 6.10 We have dealt with the two principle regeneration areas - East Colchester and the Hythe, and the Garrison - independently of the rest of the borough. These areas are both subject to masterplans and both have much to be resolved about their contribution towards the housing capacity in the borough. In addition, there are sites identified in the adopted Local Plan within the central area of Colchester and other individual development briefs that could provide additional housing capacity.
- 6.11 For each regeneration area, we have used a range of sources to derive data on a site-by-site basis. These sources include masterplans, development briefs, the planning applications database and officer advice. We have sought to verify as much as reasonably possible with planning officers at the borough council.

East Colchester & the Hythe

- 6.12 Table 6.3 summarises the position at East Colchester and the Hythe.

Table 6.3 Summary of actual or potential residential yields at East Colchester

| Site | Completed | Units Permitted (Of Which Under Construction) At 01/04/06 | Site Specific Policy Or Indicative Capacity | Units Permitted After 01/04/06 | Units Proposed In Undetermined Applications |
|--|-----------|---|---|--------------------------------|---|
| <i>Colne Harbour</i> | 0 | 0 (0) | 933 -1,275 | 0 | 0 |
| <i>Man B&W, Port Lane</i> | 0 | 0 (0) | 400 | 0 | 0 |
| <i>Transco Land, Hythe Quay</i> | 0 | 0 (0) | 21-34 | 0 | 0 |
| <i>Hythe Quayside</i> | 183 | 212 (212) | 0 | 270 | 18 |
| <i>The Hythe and Hythe Station</i> | 0 | 0 (0) | Unknown | 0 | 0 |
| <i>Hawkins Road</i> | 0 | 0 (0) | 500 | 0 | 0 |
| <i>Whitehall Road</i> | 0 | 0 (0) | 0 | 0 | 0 |
| <i>Ballantyne Development</i> | 0 | 155 (155) | n/a | 0 | 0 |
| <i>Hythe House, Hawkins Road - 'Hythe Point'</i> | 0 | 35 (0) | n/a | 0 | 0 |
| <i>Albany Gardens</i> | 0 | 211 (211) | n/a | 0 | 0 |
| <i>SUB-TOTAL</i> | 183 | 613 (578) | 1,854-2,209 | 270 | 18 |

- 6.13 This shows that 183 dwellings have been completed, with a further 578 under construction at 1st April 2006. A further 35 dwellings were given permission before this date and 270 more have been permitted since then. Therefore, a minimum of 1,066 dwellings are likely to be built in the regeneration area (although clearly more will be developed over time).
- 6.14 The various masterplans and other guidance on likely developments provides a range of between 1,854 and 2,209 further dwellings on sites in the regeneration area. In addition, there are applications still to be determined that could add a further 18 dwellings.
- 6.15 There is one area - the Hythe and Hythe Station - where there is insufficient information to derive a dwelling yield. This is because the masterplan lacks sufficient

information on residential outputs. However, it is understood that the adjacent coal yard site could provide a focus for community uses with some residential uses included. However, we consider that this is only likely to provide a small number of dwellings so, for the purposes of this assessment, it is not helpful to add it in.

- 6.16 Therefore, the grand total number of dwellings that the regeneration area is likely to provide is between 2,938 and 3,293. Of this, between 2,755 and 3,110 dwellings have yet to be completed.

The Garrison

- 6.17 In many respects, the Garrison is a far more straightforward case because it consists of only two principal areas - the ABRO and Taylor Woodrow development areas. These sites are proposed to deliver 3,000 dwellings, with the vast majority being in the Taylor Woodrow area.
- 6.18 It is understood that there may be potential to increase the densities on the site and deliver more housing - the total has already increased from 2,600 to 3,000 dwellings. However, it is possible that any significant further increase could trigger the need for increased road infrastructure to the south of Colchester town; specifically a southern bypass. Therefore, for the purpose of this assessment, we shall assume that the regeneration area will deliver the existing development capacity.

Central Colchester

- 6.19 There are several Central Colchester regeneration sites identified in the adopted Local Plan. We now consider the latest situation and what they could reasonably deliver in terms of residential yields:
- 1. St Mary's Hospital - the residential development on this site has been completed, yielding 206 dwellings.
 - 2. Land east of Westway - this is a 2.6ha site that has yet to be developed. Residential uses are one possibility as part of a mixed use scheme. Based on the density and mix assumptions that we have applied in the database, we consider that the site could accommodate around 35 dwellings.
 - 3. Car park site off Sheepen Road/Westway - 207 dwellings have been granted permission on the site and at 1st April 2006, there were 147 still to be completed.
 - 4. Queen Street bus station - this is part of the St Botolph's Quarter and the Local Plan considers it the location for a major increase in retail provision. It does not include residential as a stated policy for the site but does not exclude it either. The subsequent masterplan considers that some residential uses are feasible on upper floors. Based on the density and mix assumptions that we have applied in the database, we consider that the site could accommodate around 50 dwellings.
 - 5. Vineyard car park/market site - to date on this 1.2ha site, 4 dwellings have been given permission (in 2005) but none have been completed. Given the desired mix of uses, including retail, leisure, restaurants/cafes, offices and community facilities, it is not expected that the scheme will comprise any more residential units.
 - 6. Sainsburys Homebase, St Andrew's Avenue - this is a 1.1ha site that, to date, has had permission for 4 dwellings (in 2003), none of which have been completed. Given that there is no imperative to put retail on the site, we would still expect residential uses to have potential on the site. Based on the density and mix assumptions that we have applied in the database, we consider that the site could accommodate around 10 dwellings.
 - 7. Cowdray Centre, off Cowdray Avenue - this is a major site (10.2ha) that has potential for development and could include some residential uses. Based on the density and mix assumptions that we have applied in the database, we consider

that, as part of a mixed use development, the site could accommodate up to 286 dwellings.

- 8. Glyn Webb site - this is a former retail unit on 1.2ha of land. Currently the landowners aspirations for the site are unknown but it could support residential uses in principal. Based on the density and mix assumptions that we have applied in the database, we consider that, the site could accommodate up to 40 dwellings.

6.20 These sites therefore provide a total residential capacity of 838 dwellings. Of this, 274 have been completed and 155 have permission for residential uses.

Other Development Briefs

6.21 There are several other sites for which development briefs have been prepared. It is important to feed this information in, rather than making a high level assessment of what the site could theoretically support.

6.22 The sites detailed below have potential to deliver between 692 and 727 dwellings. This is shown below.

Layer Road

6.23 This is the existing football stadium in Colchester town for Colchester United FC who are proposing to move to a new stadium at Cuckoo Farm. The site is 1.45ha and is owned by the Borough Council. The development brief seeks a purely residential development with a range of housing and flat sizes built around a central square (10% of the site will be public open space).

6.24 Based on this information and the indicative layout plan, we consider that the site could deliver around 94 dwelling units.

Stanway Railway Sidings

6.25 This is a 5.9ha site owned by Network Rail although only 3.5ha is developable. It is a disused railway sidings. The Borough Council's aspiration is for a residential development of between 30 and 50 dwellings per hectare, supported by some convenience retail and community uses, likely in the form of a nursery. Open space for the site can be provided on the adjoining woodland area. On this basis, the site has potential for between 105 and 175 dwellings. Based on the density assumptions that we have applied in the database, we consider that the site could accommodate between 158 and 193 dwellings.

Jarmin Road Depot

6.26 This is a 1.6ha site to the north of Colchester town centre. It is a vacant former depot and stores owned by the Borough Council. The Borough Council's aspiration is for a residential development of between 30 and 50 dwellings per hectare.

6.27 Based on this information and the indicative layout plan, we consider that the site could deliver around 70 dwelling units.

Magdalen Street

6.28 This is an area on the edge of the town centre, with the brief covering the remaining properties that have not already been redeveloped between Magdalen Street and the railway line and along the southern side of Magdalen Street.

6.29 Based on the information and the indicative layout plan, the site is capable of delivering approximately 70 dwellings.

Rowhedge Port

6.30 This is a major regeneration site in Wivenhoe on the River Colne. The development brief views the 5.3ha of brownfield land as having potential for delivering a mix of uses, including residential uses, plus bars, restaurants, a wharf and public open space. The

Haven Gateway Regeneration Study, undertaken in 2005 by GHK and Royal Haskoning, assessed that the site would deliver between 150 and 200 dwellings.

- 6.31 It is understood from planners at the Borough Council that this is considered to be quite a low density use of the site and that there is potential for more dwellings. Moreover, the developers consider that this figure could be as high as 300 dwellings and are presently seeking to put together a scheme of this scale. We therefore consider that 300 dwellings shall be delivered through this development.

Summary

- 6.32 In total, the Regeneration Areas could provide a theoretical capacity of between 7,011 and 7,401 dwellings. This is broken down as follows:

- | | |
|-------------------------------|-------------------------|
| ▪ East Colchester & the Hythe | 2,755 - 3,110 dwellings |
| ▪ The Garrison | 3,000 dwellings |
| ▪ Central Colchester | 564 dwellings |
| ▪ Other development briefs | 692 - 727 dwellings |

7 POTENTIAL YIELD ASSESSMENT: UNIDENTIFIED SITES

Small site allowance

- 7.1 As large sites are defined by area for this study, small site allowances should be based on historic completions on sites defined as being smaller than the area threshold for a large site, rather than by the number of dwellings permitted on the site. As area thresholds for large sites differ between the two public transport accessibility scenarios, the same differing thresholds are used to define the small sites whose completions are projected.
- 7.2 The completions included in the assessment are therefore those which are recorded as taking place on sites of less than 0.1 ha and, where public transport accessibility under the scenario being used is recorded as “excellent” or “high”, those between 0.1 and 0.2 ha. Sites which were allocated in the emerging Colchester Local Plan are excluded in order to avoid double counting projected small site windfalls with assessments of future capacity of allocations. However, there are few Local Plan housing allocations of such limited area in any case. Similarly the assessment of the capacity of outstanding planning permissions has excluded those on sites which would have been defined as “small” under the default scenario.
- 7.3 The completions record used to assess appropriate annual small site allowances for projection into the future covers the five-year period April 2001 to March 2006. This is long enough not to be unduly affected by unusual circumstances in particular years but does not stretch back into the period before the current planning and housing density provisions were introduced in PPG3 in 2000. There was insufficient data available to subdivide historic completions on small sites into separate housing sources, which might have been projected and adjusted individually.

Table 7.1 Five year small site completions and projections

| Settlement | 5 yr completions, 2001- 2006 | 5 yr annual completions | 15 yr pro rata projection | Adjusted 15 yr projection |
|--|------------------------------|-------------------------|---------------------------|---------------------------|
| Colchester (default) | 336 | 67 | 1,008 | 1,008 |
| Colchester (Option A) | 302 | 60 | 906 | 906 |
| Laver de la Haye | 3 | 1 | 9 | 6 |
| Marks Tey | 15 | 3 | 45 | 30 |
| Tiptree | 35 | 7 | 105 | 70 |
| West Bergholt | 7 | 1 | 21 | 14 |
| West Mersea | 54 | 11 | 162 | 109 |
| Wivenhoe | 44 | 9 | 132 | 88 |
| <i>Total in above settlements (default)</i> | <i>494</i> | <i>99</i> | <i>1,482</i> | <i>1,326</i> |
| <i>Total in above settlements (Option A)</i> | <i>460</i> | <i>92</i> | <i>1,380</i> | <i>1,224</i> |
| Outside settlements | 53 | 11 | 159 | 107 |
| Total in District (default) | 547 | 110 | 1,641 | 1,432 |
| Total in District (Option A) | 513 | 103 | 1,539 | 1,330 |

Note: The figures for Option A in Colchester are less than those under the default scenario, as some small sites under the latter scenario are redefined as “large” sites under Option A.

- 7.4 The resulting total completions on small sites over the five-year period are given by settlement in Table 7.1, together with the average annual figure and the resulting total completions that would arise from projecting this figure over the 15 years from 2006 to 2021. However, as opportunities for subdivision of large houses and development on infill sites such as large gardens are used up, there are inevitably limits on the further

potential from such sources. This will particularly be the case in the smaller settlements outside Colchester. We have therefore applied a one-third reduction to the pro rata projection for these settlements.

- 7.5 There is also a case for adjusting the rate within Colchester, not only because opportunities are also being used up there but also because of policy objectives aimed at retaining larger dwellings and preserving the character of established residential neighbourhoods. However, given the much wider range of existing uses in Colchester there are likely to be more opportunities for housing development on small sites apart from conventional residential subdivision and infill. No adjustment has therefore been made to the 15-year projection for Colchester.
- 7.6 The total proposed small site allowance for the whole district from 2006 to 2021 is between 1,300 and 1,450 dwellings, 900 to 1,000 dwellings of which are assumed to arise within Colchester. The annual SHLAA figures therefore show an annual allowance for developments on small sites of 100 dwellings.

Empty Homes

- 7.7 Although vacant dwellings cannot contribute to housing targets which are defined in terms of net additional dwellings, they are potentially available to accommodate some housing need if appropriate action is taken under an Empty Homes Strategy. Colchester's Empty Homes Strategy 2003 - 2006 states that there were 1,028 homes in the district in April 2003 that were registered as not in permanent occupation for council tax purposes. Of these, 527 were thought to be second homes or holiday homes, leaving a total of 501 as genuinely empty. Of these empty homes, nearly 150 had been empty for more than 6 months and were considered to form the core focus of the strategy. It is not clear how many of these dwellings may have been brought back into occupation using the measures set out in the Empty Homes Strategy. However, it is likely that the strategy would need to move on to deal with other empty homes as these become vacant for extended periods. It is therefore reasonable to assume that a total of 150 additional homes (but not net additional dwellings) may become available from this source over the plan period.

Other policy-related sources

- 7.8 We sought to determine whether there were any land holdings retained by public bodies that had potential to be released over the period to 2021. These bodies consisted of:
- Colchester Borough Council (sites other than those already released, which have been picked up earlier);
 - Essex Rivers Healthcare NHS Trust;
 - Colchester Primary Care Trust (PCT);
 - English Partnership's Register of Surplus Public Sector Land (held on behalf of Communities and Local Government) which identified the Stanway Rail Sidings site - this was picked up earlier;
 - Essex County Council (general assets and as the education authority) - we are aware that the County Council has significant land holdings that it is looking to dispose of. However, at the time of the study they were unsure as to whether any of this is in Colchester borough.
- 7.9 Therefore, no potential was identified from these sources, other than the sites already identified.

- 7.10 It is important to note that English Partnerships owns and is developing the Severalls Hospital site. However, this has come originally from a different source, so is dealt with elsewhere in the database.

8 POTENTIAL YIELD ASSESSMENT: IDENTIFIED SITES

Unconstrained capacity

- 8.1 The database classifies potential sites which are not allocated in the Colchester Local Plan nor have the benefit of planning permission, as “potential windfalls”. These sites may have the potential either to be allocated in the LDF or, in the case of PDL sites, to come forward as windfalls. It was first necessary to ensure that there was no double counting between this category and others assessed elsewhere under different headings. Thus “potential windfall” sites which fall within Regeneration Areas, within the North Colchester development area, within employment allocations in the Local Plan or are covered by development briefs were excluded from the analysis.
- 8.2 Sites affected by very strong development constraints, of an “absolute” character, were also excluded. These comprised sites classified as:
- Areas of Outstanding Natural Beauty;
 - Sites of Importance for Nature Conservation (Local Plan designation);
 - sites within Proposed Areas of Landscape Importance as recommended by Chris Blandford Associates for inclusion in their 2005 Review; and
 - areas classified as suffering from “significant” flood risk by the Environment Agency.
- 8.3 Finally individual sites within certain land use allocations on the Local Plan were excluded on the basis that they are covered by strong policies to ensure they are not lost to development. This applies to sites allocated for:
- Allotments
 - Public open space
 - Private open space
- 8.4 These considerations cover policy restrictions, physical problems/limitations and impacts on landscape and conservation. Therefore, it addresses the requirement in PPS3 to determine whether a site is suitable.
- 8.5 This particular layer of constraint analysis applies to individual sites only. Where, as required by the SHLAA, broad areas for growth have been considered, they have not been sieved for existing land use allocations of this kind. Any strategic assessment of areas in a district will almost certainly include within it allocations such as those identified above. As part of any consideration of the potential of such an area, it would need to be demonstrated that the loss of such space can be satisfactorily made up as part of the development or elsewhere in the district where it is needed.
- 8.6 Following the above exclusions, all remaining sites contribute to the total unconstrained potential to provide housing capacity, either through new allocation or windfalls. The resulting figures are summarised by settlement and divided between previously developed land and greenfield sites in Table 8.1. It may be noted that no potential on PDL has been identified within Layer de la Haye, Marks Tey/Copford or West Bergholt.

Table 8.1 Unconstrained dwelling capacity of large identified sites

| Settlement | PDL | | | GF | | |
|-----------------------------------|-----------|--------------|--------------|-----------|--------------|--------------|
| | Sites | Dwellings | | Sites | Dwellings | |
| | | Default | Option A | | Default | Option A |
| Colchester | 50 | 1,186 | 1,407 | 32 | 1,458 | 1,785 |
| Layer de la Haye | | | | 3 | 327 | 374 |
| Marks Tey/Copford | 3 | 378 | 432 | 17 | 499 | 571 |
| Tiptree | 6 | 74 | 84 | 8 | 417 | 477 |
| West Bergholt | | | | 6 | 479 | 566 |
| West Mersea | 8 | 105 | 121 | 7 | 349 | 399 |
| Wivenhoe | 4 | 34 | 57 | 6 | 314 | 389 |
| Total in above settlements | 71 | 1,777 | 2,101 | 79 | 3,843 | 4,561 |

- 8.7 It should be noted that in all settlements, Option A figures are based on the higher densities proposed under Option A in the LDF Core Strategy Preferred Options Report. Within Colchester, they also include capacity on sites which would be classed as “small sites” under the default option but which, because of their higher accessibility under the upgraded transport option, would fall in a higher density category under this option.
- 8.8 Table 8.2 sets out the composition of the unconstrained potential on large identified sites for Colchester, under the default option and Option A. For PDL sites, there is a broad distribution of potential among housing sources but greenfield potential is heavily concentrated on sites currently used largely as open space.

Table 8.2 Unconstrained large site potential in Colchester, by housing source

| Housing sources | | | | Default | | | Option A | | |
|-------------------|---|---|----------------------------|-----------|--------------|-------------|-----------|--------------|-------------|
| | | | | Sites | Dw | % | Sites | Dw | % |
| Existing stock | A | 1 | subdivision | | | | | | |
| | | 2 | intensification (infill) | 5 | 64 | 5% | 6 | 91 | 6% |
| | | 3 | redevelopment of housing | 10 | 187 | 15% | 10 | 240 | 16% |
| Brownfield land | B | 1 | employment use | 7 | 163 | 13% | 7 | 228 | 15% |
| | | 2 | car parks | 13 | 284 | 23% | 13 | 327 | 21% |
| | | 3 | schools | 1 | 13 | 1% | 1 | 14 | 1% |
| | | 4 | other community facilities | 5 | 209 | 17% | 5 | 261 | 17% |
| | | 5 | other previous uses | 9 | 290 | 24% | 10 | 360 | 24% |
| | | 6 | commercial conversions | | | | | | |
| PDL | | | | 50 | 1,210 | 100% | 52 | 1,521 | 100% |
| Greenfield land | C | 1 | amenity | | | | | | |
| | | 2 | open space | 27 | 1,321 | 91% | 29 | 1,603 | 92% |
| | | 3 | recreation | 2 | 32 | 2% | 2 | 39 | 2% |
| | | 4 | allotments | 1 | 37 | 2% | 1 | 45 | 3% |
| | | 5 | agriculture | 2 | 68 | 5% | 2 | 98 | 5% |
| | | 6 | other uses | | | | | | |
| Greenfield | | | | 32 | 1,458 | 100% | 34 | 1,785 | 100% |

- 8.9 Table 8.3 sets out the composition by housing source of the unconstrained potential on large identified sites for the remaining settlements assessed. There are few sites offering potential in any one settlement. Where there is potential on PDL, this mostly comprises infill or residential redevelopment. Greenfield potential is largely on land currently in agricultural use, but there are several sites in open space use as well, although their proportion of total greenfield potential is small.
- 8.10 The figures in Tables 8.1, 8.2 and 8.3 represent unconstrained capacity on sites which are not subject to absolute constraints on residential development. Under both the former PPG3 and the new PPS3 policies, only PDL can come forward as windfalls, which are defined in PPS3 (footnote to para 59) as sites on previously developed land "which have not been specifically identified as available in the local plan process." The greenfield potential indicated here can only be expected to come forward for development if it is allocated in the LDF. The greenfield sites are therefore assessed later in this chapter for their suitability to be included as allocations in the LDF and not their likelihood to come forward as windfalls.

Table 8.3 Other Settlements sources

| Housing sources | | | | Layer de la Haye | | | | Marks Tey | | | | Tiptree | | | | West Bergholt | | | | West Mersea | | | | Wivenhoe | | | |
|-------------------------|---|---|----------------------------------|------------------|-----|-----|----------|-----------|-----|-----|----------|------------|-----|-----|----------|---------------|-----|---|----------|-------------|-----|-----|----------|----------|-----|-----|----------|
| | | | | Site -s | Dw | | | Sites | Dw | | | Site -s | Dw | | | Site -s | Dw | | | Site -s | Dw | | | Sites | Dw | | |
| | | | | | def | % | Opt A | | def | % | Opt A | | def | % | Opt A | | def | % | Opt A | | def | % | Opt A | | def | % | Opt A |
| Exist- ing stock | A | 1 | subdivision | | | | | | | | | | | | | | | | | | | | | | | | |
| | | 2 | intensification (infill) | | | | | | | | 1 | 8 | 11 | 9 | | | | | 4 | 45 | 43 | 52 | 3 | 26 | 76 | 36 | |
| | | 3 | redeveloped housing | | | | | | | | 3 | 28 | 38 | 32 | | | | | 3 | 52 | 50 | 61 | | 8 | 24 | 10 | |
| Brown -field land | B | 1 | employment use | | | | | 3 | 378 | | 432 | 1 | 5 | 7 | 6 | | | | | | | | | 1 | | | |
| | | 2 | car parks | | | | | | | | | | | | | | | | 1 | 7 | 7 | 8 | | | | 11 | |
| | | 3 | schools | | | | | | | | | | | | | | | | | | | | | | | | |
| | | 4 | other community facilities | | | | | | | | | 1 | 32 | 44 | 37 | | | | | | | | | | | | |
| | | 5 | other previous uses | | | | | | | | | | | | | | | | | | | | | | | | |
| | | 6 | commercial conversions | | | | | | | | | | | | | | | | | | | | | | | | |
| PDL | | | | | | | | 3 | 378 | 100 | 432 | 6 | 73 | 100 | 84 | | | | | 8 | 104 | 100 | 121 | 5 | 34 | 100 | 57 |
| Green- field land | C | 1 | amenity | | | | | | | | | | | | | | | | | | | | | | | | |
| | | 2 | open space | 1 | 41 | 13 | 47 | | | | | | | | | | | | 2 | 48 | 14 | 55 | 3 | 29 | 9 | 41 | |
| | | 3 | recreation | | | | | | | | | | | | | | | | | 1 | 7 | 2 | 8 | | | | |
| | | 4 | allotments | | | | | | | | | | | | | | | | | | | | | | | | |
| | | 5 | agriculture | 2 | 286 | 87 | 327 | 17 | 499 | 100 | 571 | 8 | 417 | 100 | 477 | 6 | 479 | | 566 | 4 | 294 | 84 | 336 | 3 | 285 | 91 | 348 |
| | | 6 | other uses | | | | | | | | | | | | | | | | | | | | | | | | |
| Greenfield | | | | 3 | 327 | 100 | 374 | 17 | 499 | 100 | 571 | 8 | 417 | 100 | 477 | 6 | 479 | | 566 | 7 | 349 | 100 | 399 | 6 | 314 | 100 | 389 |

Large site potential

- 8.11 The unconstrained PDL capacity in Table 8.1 has the potential to be developed either as windfalls or as allocations that may be made in the LDF. According to para 59 of PPS3 windfalls "should not be included in the first 10 years of land supply unless Local Planning Authorities can provide robust evidence of genuine local circumstances that prevent specific sites being identified. In these circumstances, an allowance should be included..." The intention is to allocate sites sufficient to meet the first ten years of housing targets if at all possible, falling back on windfall allowances only if that is not possible. Dwellings which are completed on windfalls will nevertheless contribute to meeting housing targets. If windfalls occur on a sufficient scale, the LPA will be able, through the monitoring process, to adjust its housing trajectory accordingly by delaying later allocations to ensure housing targets continue to be met rather than grossly exceeded. In other words, although windfalls cannot be allowed for the first ten years they will be counted in retrospect.
- 8.12 It cannot be assumed that all the unconstrained capacity identified on PDL sites is likely to be developed as windfalls during the period 2006 to 2021. Some are more suitable for development than others, some are more likely than others to become available for development, while some which are both suitable and available may be better used for other purposes than residential. Although all the sites in Table 8.1 are theoretically suitable for residential development, some of them are nevertheless subject to significant constraints which might restrict their likelihood of being brought forward as application sites, the likelihood of them being approved and the likelihood of them achieving their fully assessed capacity if they were to be approved.
- 8.13 Sites in the database in the following categories are classed as having more limited "suitability" for residential development:
- A1 Moderate flood risk (as categorised by the Environment Agency; sites with "significant" flood risk have already been excluded from potential windfalls).
 - A2 Limited landscape capacity (sites identified as having limited residential development capacity in CBA's 2005 report on "Landscape Capacity of Settlement Fringes in Colchester Borough". Sites in CBA's "Proposed Areas of Landscape Importance" have already been excluded from potential windfalls).
 - A3 Within Conservation Areas (as shown on the 2004 Local Plan).
 - A4 Needing provision of local infrastructure (normally a land-locked site needing access).
- 8.14 A further indicator of suitability is whether a site is in an area zoned as "Predominantly Residential" on the Local Plan. Such sites are generally more likely to come forward and be approved for residential development than other sites.
- 8.15 Sites are also noted which are currently in a use which may in some cases be more appropriate than residential use in planning terms or in the view of the owner. Relevant uses are:
- B1 Open space and recreation (sites currently allocated for these uses in the Local Plan have already been excluded).
 - B2 Car parking (normally surface parking serving an adjacent use such as a pub, shop, or employment).
- 8.16 These criteria, as far as they can, further address the key criterion of suitability required by PPS3, as well as aspects of the other criteria of availability and achievability of development. Further consideration of the latter two criteria is provided in the analysis undertaken in the study, particularly relating to achievability in terms of infrastructure requirements. However, information on availability can never be complete on such a large number of sites. Additional work to determine issues of land ownership, ransom strips and operational requirements of landowners, etc, will need to

be completed through further work by Colchester BC as they propose sites through the Site Allocations DPD process.

- 8.17 Table 8.4 shows how much of the unconstrained capacity within each settlement falls in categories of decreasing suitability, starting from that part which is considered more suitable, has no competing use and is zoned for predominantly residential use. Only settlements offering large site PDL capacity are included in the table, i.e. Colchester, Tiptree, Marks Tey, West Mersea and Wivenhoe. No large site PDL potential has been identified in Layer de la Haye, Marks Tey/Copford or West Bergholt.

Table 8.4 Estimation of large site potential windfalls

| Scenario | Settlement | More suitable & no competing use & predominantly residential | More suitable & no competing use | More suitable | Sub Total | Less suitable | Total |
|----------|--------------|---|---|------------------|--------------|------------------|--------------|
| Default | Colchester | 420 | 332 | 192 | 944 | 267 | 1,211 |
| | Tiptree | 74 | 0 | 0 | 74 | 0 | 74 |
| | Marks Tey | 0 | 0 | 0 | 0 | 378 | 378 |
| | West Mersea | 52 | 31 | 0 | 83 | 42 | 125 |
| | Wivenhoe | 11 | 0 | 8 | 19 | 15 | 34 |
| | Total | 557 | 363 | 200 | 1,120 | 702 | 1,822 |
| Option A | Colchester | 586 | 397 | 228 | 1,211 | 311 | 1,522 |
| | Tiptree | 84 | 0 | 0 | 84 | 0 | 84 |
| | Marks Tey | 0 | 0 | 0 | 0 | 432 | 432 |
| | West Mersea | 59 | 36 | 0 | 95 | 48 | 143 |
| | Wivenhoe | 17 | 0 | 21 | 38 | 19 | 57 |
| | Total | 746 | 433 | 249 | 1,428 | 810 | 2,238 |

- 8.18 The resulting estimates for potential large site windfalls for all the settlements listed total 1,822 dwellings for the default density option and 2,238 dwellings for the higher density, Option A. It should be borne in mind however, that the small site allowance for the default density option was 100 in excess of the Option A allowance. The combined large and small windfall estimates total 3,254 for the default scenario and 3,568 dwellings for Option A, a difference of just over 300 dwellings.

Estimates of potential allocation capacity

- 8.19 Sites with potential as residential allocations need to be both suitable for development and potentially available for development within the early years of the LDF.
- 8.20 Sites in the database in the following categories are classed as being “available” for residential development:
- 1a Previously or currently subject to a planning application
 - 1b Site unoccupied by buildings
 - 1c Site occupied by vacant buildings only
- 8.21 This is because they either do not have the constraint of an existing occupier or an ongoing activity in any of the buildings on site, or they are subject to somebody (in almost all cases the owner) having aspirations to redevelop the site or building. In many cases this may not be an issue that creates uncertainty. However, having that knowledge at the outset provides a far stronger platform for delivering a scheme and further addresses the requirement in Stage 7 of the SHLAA guidance to consider the availability of sites.

- 8.22 Allocations may be appropriate on either PDL or greenfield sites, although PPS3 reaffirms government policy that the priority for development should be previously developed land, in particular vacant and derelict sites and buildings". The suitability of sites for allocation is therefore considered separately for PDL and greenfield sites.

Potential PDL allocations

- 8.23 As allowances for windfall should if possible not be included in the first 10 years of land supply, it is therefore important to assess the extent to which the sites identified as potential windfalls above might be appropriate to include as allocations within the LDF. In this way they could count towards meeting the housing target during the period 2006 to 2016.
- 8.24 This assessment only relates to sites identified as part of unconstrained potential windfall capacity above and therefore excludes, for example, the potential for transfer of land from existing employment allocations to become new residential allocations which is discussed later in this chapter.
- 8.25 The third, fourth and fifth columns of Table 8.4 above set out the number of dwellings on sites in the most favourable categories in terms of suitability for residential development. Table 8.5 sets out the number, gross area and dwelling capacity on sites which are within both these categories and the above listed "available" categories. This is intended to give an indication of the scope for additional residential allocation on PDL but should not be taken to suggest that all the sites in question would necessarily be appropriate nor that there are no other sites that would be. The table shows for example that in Colchester the range of potential PDL allocations is likely to lie between about 6 and 16 ha.
- 8.26 Outside Colchester the opportunities to make residential allocations on PDL would appear to be very limited. In particular, none of the potential windfall sites identified in Tiptree are categorised as "available" in the terms set out above.

Table 8.5 Potential residential allocations on PDL, by settlement

| Scenario | Settlement | More suitable & no competing use & predominantly residential | | | More suitable & no competing use | | | More suitable | | |
|----------|--------------|--|-----------------|------------|-------------------------------------|-----------------|------------|---------------|-----------------|------------|
| | | Sites | Gross area (ha) | Dw | Sites | Gross area (ha) | Dw | Sites | Gross area (ha) | Dw |
| Default | Colchester | 8 | 5.7 | 196 | 12 | 10.7 | 364 | 20 | 15.6 | 556 |
| | Tiptree | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | West Mersea | 1 | 0.2 | 5 | 1 | 0.2 | 5 | 1 | 0.2 | 5 |
| | Wivenhoe | 1 | 0.3 | 11 | 1 | 0.3 | 11 | 1 | 0.3 | 11 |
| | Total | 10 | 6.2 | 212 | 14 | 11.2 | 380 | 22 | 16.1 | 572 |
| Option A | Colchester | 9 | 5.9 | 281 | 13 | 10.8 | 486 | 21 | 15.7 | 714 |
| | Tiptree | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | West Mersea | 1 | 0.2 | 6 | 1 | 0.2 | 6 | 1 | 0.2 | 6 |
| | Wivenhoe | 1 | 0.3 | 17 | 1 | 0.3 | 17 | 2 | 0.5 | 28 |
| | Total | 11 | 6.4 | 304 | 15 | 11.3 | 509 | 24 | 16.4 | 748 |

Potential greenfield allocations

- 8.27 Table 8.6 sets out in similar format to Table 8.5 the numbers of sites and dwellings that would appear to offer potential for residential allocations on greenfield sites under the two scenarios. As none of the identified greenfield sites fall within areas zoned as

“predominantly residential” in the Local Plan, there are only two categories of suitability: more suitable and more suitable plus no competing use.

- 8.28 As with the previous table, this table is intended to give an indication of the scope for additional residential allocations on greenfield land but should not be taken to suggest that all the sites in question would necessarily be appropriate nor that there are no other sites that would be. Indeed, this excludes the consideration of broad locations for growth and the potential that they could deliver.
- 8.29 It is also important to note that the indicators of suitability and availability used here are not sufficiently refined to encapsulate fully the conditions on individual sites. In all cases a careful sustainability assessment would be required to confirm the broad assessment made here, before selecting a site for allocation or rejecting one excluded.

Table 8.6 Potential residential allocations on greenfield land, by settlement

| Scenario | Settlement | More suitable & no competing use | | | More suitable | | |
|----------|------------------|-------------------------------------|--------------------|--------------|---------------|--------------------|--------------|
| | | Sites | Gross area (ha) | Dw | Sites | Gross area (ha) | Dw |
| Default | Colchester | 3 | 3.1 | 105 | 27 | 31.1 | 1,061 |
| | Laver de la Haye | 2 | 10.9 | 286 | 3 | 12.5 | 327 |
| | Marks Tey | 8 | 7.1 | 188 | 8 | 7.1 | 188 |
| | Tiptree | 1 | 0.8 | 22 | 1 | 0.8 | 22 |
| | West Bergholt | 0 | 0 | 0 | 0 | 0 | 0 |
| | West Mersea | 2 | 7.7 | 256 | 5 | 11.8 | 311 |
| | Wivenhoe | 0 | 0 | 0 | 3 | 0.8 | 30 |
| | Total | 16 | 29.6 | 857 | 47 | 64.1 | 1,939 |
| Option A | Colchester | 3 | 3.1 | 143 | 29 | 31.4 | 1,335 |
| | Laver de la Haye | 2 | 10.9 | 327 | 3 | 12.5 | 374 |
| | Marks Tey | 8 | 7.1 | 214 | 8 | 7.1 | 214 |
| | Tiptree | 1 | 0.8 | 25 | 1 | 0.8 | 25 |
| | West Bergholt | 0 | 0 | 0 | 0 | 0 | 0 |
| | West Mersea | 2 | 9.7 | 292 | 5 | 11.8 | 355 |
| | Wivenhoe | 0 | 0 | 0 | 3 | 0.8 | 41 |
| | Total | 16 | 31.6 | 1,001 | 49 | 64.4 | 2,344 |

- 8.30 Opportunities for greenfield allocations in Colchester range between 3 and 32 ha, depending on whether sites would be better used for an alternative use. There are modest opportunities in several of the other settlements, with the exceptions of West Bergholt, where all potential greenfield sites are subject to potential landscape constraints, and Wivenhoe.

Non self-contained accommodation

- 8.31 The only source of non self-contained accommodation is student accommodation related to the University of Essex. The expansion of the University through the development of land for the University Research Park will also provide space for student accommodation and some private housing. Planning permission for the first phase of the Research Park was granted in July 2006, therefore does not appear on our database. However, when complete, it will provide 1,000 student study bedrooms. These are included in the total for Wivenhoe settlement.
- 8.32 It also had permission for 200 private dwellings and these have already been included in the planning permission source.

Allocated employment land

- 8.33 Potential employment land that could be released for housing was also considered. This analysis was done on the same basis as above, i.e. unconstrained potential and then with a discount factor applied.
- 8.34 In order to review potential employment land, we built on the analysis in the Haven Gateway Employment Land Study undertaken by DTZ Peda in 2005. This listed Colchester's employment land supply and provided a quality rating. All sites that were considered to be either of medium or poor quality were included as providing theoretical potential for housing. Of these, sites were then excluded where they clearly had no potential for residential uses. This may have been, for example, where a small site is surrounded by employment uses or part of a larger industrial estate. The remainder were then sieved further based on the latest position, i.e. if permission for employment use had already been granted then they were assumed to have no potential.
- 8.35 This was supplemented by the list of currently available employment sites in the Colchester Borough Employment Land Availability report. Again, the same consideration of available sites was made and any where there was some theoretical possibility of providing housing capacity were added to the database for detailed consideration. However, it is important to emphasise that not all employment allocations have been treated as automatically potentially available for housing. The LDF process will determine which are retained or re-allocated.
- 8.36 In total, 8 employment sites were included in the assessment. Whilst the proposals at Essex University would relate to employment uses, these were dealt with separately under the non self-contained accommodation source (discussed earlier). The 8 sites were:
- Warehousing adjacent to River Colne, Haven Quay - from Colchester Borough Council data and Haven Gateway ELS (poor quality site for employment uses);
 - Land abutting Grange Road and Pennsylvania Lane, Vine Farm - site identified through LDF representations;
 - Adjacent to Tollgate/Westside Centre, Stanway - identified in Haven Gateway ELS (medium quality site for employment uses);
 - Employment site adjacent to Flakwoods site under construction - identified in Colchester BC Employment Land Availability Report;
 - Derelict site at southern end of Rushmere Close - from Colchester BC data;
 - Derelict site at east site of Rushmere Close - from Colchester BC data;
 - Betts Factory, Ipswich Road - from Colchester BC officers;
 - Anderson site, Marks Tey - site identified through LDF representations.
- 8.37 These sites provide a total land area of over 82ha. Five of the sites are on brownfield land totaling over 22ha. The other 3 sites are greenfield, totalling nearly 60ha. Five of the sites were unoccupied at the base date and the other three were occupied.

Unconstrained capacity

- 8.38 The total number of dwellings that these sites could provide is shown in Table 8.7 below. There were only brownfield opportunities in Colchester, Marks Tey and West Mersea.

Table 8.7 Unconstrained dwelling capacity of identified employment sites

| Settlement | Sites | Dwellings | |
|--------------|----------|------------|--------------|
| | | Default | Option A |
| Brownfield | | | |
| Marks Tey | 1 | 164 | 188 |
| Colchester | 2 | 218 | 253 |
| West Mersea | 2 | 7 | 8 |
| Total | 5 | 389 | 449 |
| Greenfield | | | |
| Colchester | 2 | 643 | 872 |
| Tiptree | 1 | 237 | 270 |
| Total | 3 | 880 | 1,142 |

Estimate of potential allocation capacity

Potential PDL allocations

8.39 Table 8.8 shows the potential constrained capacity from employment sites on PDL.

Table 8.8 Potential residential allocations on identified PDL employment sites

| Scenario | Settlement | More suitable & no competing use & predominantly residential | | | More suitable & no competing use | | | More suitable | | |
|----------|--------------|--|-----------------|----------|-------------------------------------|-----------------|------------|---------------|-----------------|----------|
| | | Sites | Gross area (ha) | Dw | Sites | Gross area (ha) | Dw | Sites | Gross area (ha) | Dw |
| Default | Colchester | 0 | 0 | 0 | 1 | 13.6 | 178 | 0 | 0 | 0 |
| | Marks Tey | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| | West Mersea | 0 | 0 | 0 | 2 | 0.3 | 7 | 0 | 0 | 0 |
| | Total | 0 | 0 | 0 | 3 | 13.9 | 185 | 0 | 0 | 0 |
| Option A | Colchester | 0 | 0 | 0 | 1 | 13.6 | 203 | 0 | 0 | 0 |
| | West Mersea | 0 | 0 | 0 | 2 | 0.3 | 8 | 0 | 0 | 0 |
| | Total | 0 | 0 | 0 | 3 | 13.9 | 211 | 0 | 0 | 0 |

Potential greenfield allocations

8.40 Table 8.9 shows the potential constrained capacity from employment sites on greenfield land. This solely relates to one area, namely the existing employment allocation on the Tollgate/Westside Centre in Stanway.

Table 8.9 Potential residential allocations on identified greenfield employment sites

| Scenario | Settlement | More suitable & no competing use & predominantly residential | | | More suitable & no competing use | | | More suitable | | |
|----------|--------------|--|-----------------------|----------|-------------------------------------|-----------------------|----------|---------------|-----------------------|------------|
| | | Sites | Gross area (ha) | Dw | Sites | Gross area (ha) | Dw | Sites | Gross area (ha) | Dw |
| Default | Colchester | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 37.0 | 624 |
| | Total | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 37.0 | 624 |
| Option A | Colchester | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 37.0 | 763 |
| | Total | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 37.0 | 763 |

- 8.41 Clearly there would need to be strong evidence provided to the Core Strategy that this site could not come forward for employment uses, otherwise there is little likelihood that it would be developed for housing uses. Nevertheless, as a greenfield site it has potential to support housing development.

9 TOTAL HOUSING CAPACITY

- 9.1 The total housing capacity from the identified sources is shown in Table 9.1. This shows that, without any major additional public transport improvements put in place and, where not already given, reflecting equivalent lower densities, there is the potential to deliver over **19,800** total dwellings across all the sources. In the context of a requirement to deliver 17,100 dwellings, this represents more dwellings than are actually needed.
- 9.2 It should be noted that this does not necessarily represent an over-supply of 2,700 dwellings. We have assessed a theoretical dwelling yield from all of these sources. However, only completions will definitely contribute towards achieving the target; nothing else is guaranteed to contribute. Some sites may require actions to permit housing delivery. This includes the sites evaluated as having the best potential for allocation (making up Table 8.5 for PDL sites), as there may be constraints arising that could not possibly be identified through the methodology adopted for this study. This may include restrictive covenants or contamination not identified on the Contaminated Land Register for example.
- 9.3 It is important to stress that this assessment makes no allowance for large site windfall development. PPS3 permits a windfall allowance in the first ten years only where there is robust evidence of genuine local circumstances that prevent specific sites being identified. There would appear to be no justification at present for including an allowance for large site windfalls as sufficient sites have been identified for possible allocation.
- 9.4 However, we consider that there is a case to include a windfall allowance for small sites. This totals nearly 1,500 dwellings. Even if this were not accepted then there is still a theoretical capacity of 18,400 dwellings.
- 9.5 The vast majority of the theoretical total is provided in Colchester town - 16,925 dwellings or 85% of the total. The next highest total is in Wivenhoe (875 dwellings) although nearly 25% of this has already been completed. It should be noted that the table shows a total number of *homes* from all the sources and then a total number of *dwellings*. The former takes into account dwellings deriving from empty homes and from non self-contained accommodation. This is particularly relevant in the case of the latter source, as this provides 1,000 'homes' in the form of study bedrooms for students at the University of Essex which do not contribute towards the dwelling total.
- 9.6 The largest individual source is from the regeneration areas - more than 7,000 dwellings. Particularly in the case of East Colchester, there is much uncertainty over what will be delivered and it will be important to gain clarity at the earliest possible opportunity in order to understand the weight of requirement on other sources. However, given the significant number of dwellings identified from other sources, there would have to be a very sizeable reduction in what can be delivered on these regeneration areas for a problem to arise in Colchester achieving the 17,100 dwelling target.

Scenario Variation

- 9.7 In order to feed into the preferred option being tested as part of the Colchester Borough Core Strategy consultation, we examined a scenario variation to assess the potential dwelling totals that could be achieved. This sought to increase densities and the mix of development in the areas of highest accessibility and assumed that sites within the proposed public transit corridor would have the highest accessibility and therefore be capable of accommodating a larger increase in dwelling numbers.
- 9.8 Table 9.2 shows the total dwelling capacity under the Option A scenario. The total potential increases to nearly **21,300** dwellings, representing an increase of 1,500 over

the baseline situation. Most of this increase - 1,430 dwellings - occurs in Colchester town. This is unsurprising given that the proposed transit corridors would run predominantly through this area.

- 9.9 If the small site allowance is not accepted, then the capacity would fall to 20,000 dwellings.
- 9.10 Therefore, this scenario variation would deliver theoretical increases in dwelling numbers over the baseline situation. It would also provide substantially more potential than is needed to deliver the 17,100 dwelling total required within the Borough.

Table 9.1 Total dwelling potential under existing conditions

| Source | Completions 2001-2006 | Small site allowance | Regen areas | Other full planning perms | Other outline planning perms | Other resi allocs | Potential windfalls on empl allocs | Other potential windfalls | Policy- related | Empty homes | Non self- contained accommo- dation | GRAND TOTAL | GRAND TOTAL ADDITIONAL DWGS |
|----------------------|--------------------------|-------------------------|----------------|---------------------------------|---------------------------------------|----------------------|---|---------------------------------|--------------------|----------------|--|----------------|--------------------------------------|
| Location of analysis | From database | Table 7.1 | Chapter 6 | Table 6.1 | Table 6.2 | Chapter 6 | Table 8.7 | Table 8.4 | Chapter 7 | Chapter 7 | Chapter 8 | | |
| Colchester | 2,577 | 1008 | 6,711 | 2,432 | 1,832 | 1,203 | 218 | 944 | 0 | 150 | 0 | 17,075 | 16,925 |
| West Mersea | 83 | 109 | 0 | 121 | 0 | 0 | 7 | 83 | 0 | 0 | 0 | 403 | 403 |
| Tiptree | 423 | 70 | 0 | 78 | 32 | 0 | 0 | 74 | 0 | 0 | 0 | 677 | 677 |
| Wivenhoe | 198 | 88 | 300 | 270 | 0 | 0 | 0 | 19 | 0 | 0 | 1,000 | 1,875 | 875 |
| Marks Tey | 30 | 30 | 0 | 18 | 0 | 0 | 164 | 0 | 0 | 0 | 0 | 242 | 242 |
| West Bergholt | 30 | 14 | 0 | 14 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 58 | 58 |
| Copford | 0 | inc MT | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Layer-de-la-Haye | 5 | 6 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 13 | 13 |
| Outside settl'ments | 411 | 107 | 0 | 119 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 637 | 637 |
| Total | 3,757 | 1,432 | 7,011 | 3,054 | 1,864 | 1,203 | 389 | 1,120 | 0 | 150 | 1,000 | 20,980 | 19,830 |

Table 9.2 Total dwelling potential with public transit corridors in place

| Source | Completions 2001-2006 | Small site allowance | Regen areas | Other full planning perms | Other outline planning perms | Other resi allocs | Potential windfalls on empl allocs | Other potential windfalls | Policy- related | Empty homes | Non self- contained accommo- dation | GRAND TOTAL | GRAND TOTAL ADDITIONAL DWGS |
|----------------------|--------------------------|-------------------------|----------------|---------------------------------|---------------------------------------|----------------------|---|---------------------------------|--------------------|----------------|--|----------------|--------------------------------------|
| Location of analysis | From database | Table 7.1 | Chapter 6 | Table 6.1 | Table 6.2 | Chapter 6 | Table 8.7 | Table 8.4 | Chapter 7 | Chapter 7 | Chapter 8 | | |
| Colchester | 2,577 | 906 | 7,101 | 2,432 | 2,672 | 1,203 | 253 | 1211 | 0 | 150 | 0 | 18,505 | 18,355 |
| West Mersea | 83 | 109 | 0 | 121 | 0 | 0 | 8 | 95 | 0 | 0 | 0 | 416 | 416 |
| Tiptree | 423 | 70 | 0 | 78 | 36 | 0 | 0 | 84 | 0 | 0 | 0 | 691 | 691 |
| Wivenhoe | 198 | 88 | 300 | 270 | 0 | 0 | 0 | 38 | 0 | 0 | 1,000 | 1,894 | 894 |
| Marks Tey | 30 | 30 | 0 | 18 | 0 | 0 | 188 | 0 | 0 | 0 | 0 | 266 | 266 |
| West Bergholt | 30 | 14 | 0 | 14 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 58 | 58 |
| Copford | 0 | inc MT | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Layer-de-la-Haye | 5 | 6 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 13 | 13 |
| Outside sett'ments | 411 | 107 | 0 | 119 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 637 | 637 |
| Total | 3,757 | 1,330 | 7,401 | 3,054 | 2,708 | 1,203 | 449 | 1,428 | 0 | 150 | 1,000 | 22,480 | 21,330 |

Other possible broad locations for housing

- 9.11 The SHLAA Practice Guidance requires that, where necessary, the housing potential of broad locations is considered (Stage 9). This is where the potential capacity found may not be sufficient to deliver the required level of housing. Whilst the analysis above suggests that there is sufficient capacity, the overall totals show there to be little slack in the sites that must come forward in order to deliver the target. Clearly, other windfall sites not identified here will come forward and contribute to the overall total. However, it is prudent to consider other areas of potential if the Council decides to explore other options for delivering the borough's housing requirements.
- 9.12 The main potential sources listed in the SHLAA Practice Guidance are areas within and adjoining settlements and areas outside settlements. We have already looked at small areas adjoining settlements. Nevertheless, there are several other possibilities identified through this study.
- 9.13 All of these areas would likely contribute to housing needs later in the plan period as sufficient dwelling capacity has been identified to deliver the 5- and 10-year supply requirements.

Locations with Limited Potential

South of Colchester

- 9.14 The area with limited potential is to the south of Colchester. This area was excluded from the assessment because of its Local Plan designation in the form of a SINC, which is considered to be an absolute constraint. It therefore has less potential to deliver housing than the area to the west of Colchester (see below). However, if it were to be developed, then it would have potential for approximately 1,500 dwellings.

Locations with Good Potential

North Colchester

- 9.15 The first location with good potential is the greenfield land to the west of Colchester town. This area was discounted from the assessment because it is zoned in the Local Plan partly as existing and partly as proposed open space. That notwithstanding, the area could provide up to 1,800 additional dwellings. However, this would likely require additional improvements to the strategic road infrastructure as well as access to public transport improvements that would come forward through the development of a Northern Transit Corridor.

Marks Tey

- 9.16 The second area is around Marks Tey. Several large areas were put forward by developers seeking major expansion of Marks Tey settlement. These, in combination, account for a total land area of some 924 hectares. This could provide a theoretical total of between 16,000 and 18,500 dwellings. Of the three parcels of land making this total up, two are constrained by virtue of having limited landscape capacity. This accounts for between 6,000 and 7,000 dwellings of the total. The remaining land does not have any fundamental constraints.
- 9.17 All of this land is currently farmland but would have good access to the A120 and A12 without the need for significant infrastructure works, and also to Marks Tey railway station. However, the additional traffic on these roads could create significant congestion on the strategic route network so would need to be subject to considerable impact testing and possible expanded capacity along particular routes such as the A120.
- 9.18 These broad areas, as required by PPS3, should only come forward in years 10-15 of the plan or after that. However, it should be noted that this analysis has identified sufficient potential capacity to deliver the required housing in the emerging RSS up to

2021. It must therefore be a clear policy decision to focus development on greenfield land at Marks Tey, which must be justified on sustainability grounds. This may come through a review of the current emerging LDF. However, it is more likely given the size of the proposed expansion, for this development to be considered at a strategic scale through the review of the existing emerging RSS.

Stanway

- 9.19 The third location with good potential is Stanway. This already has significant levels of housing development in the pipeline but crucially has supporting retail provision being delivered as well. Given the good location close to the A12, further greenfield allocations could have the potential to deliver significant additional housing.

Rolling supply of housing

- 9.20 PPS3 requires local authorities to identify and maintain a rolling five-year supply of deliverable land for housing. Although the current Local Development Scheme envisages the Core Strategy to be adopted in late-2008 and the Site Allocations DPD in 2010, this requirement is already in place, so the local authority must be clear which sites they wish to propose for allocation and how these can be brought forward. Table 9.3 therefore sets out dwelling potential for the five-, ten and fifteen-year periods commencing April 2007. The East of England Plan Proposed Modifications identifies a target for five years amounting to 4,150 dwellings (so a target of 8,300 dwellings for the 10-year period and 12,450 dwellings for the 15-year period). All three are within the respective capacities identified in Table 9.3.

Table 9.3 5-, 10- and 15-year rolling supply, 1st April 2007

| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total (Required) |
|----------------|--------|--------|--------|--------|--------|----------------------------|
| 5-year supply | 1,109 | 1,575 | 1,780 | 1,406 | 1,290 | 7,160 (4,150) |
| 10-year supply | 984 | 1,071 | 873 | 808 | 685 | 11,581 (8,300) |
| 15-year supply | 623 | 609 | 542 | 535 | 675 | 14,565 (12,450) |

- 9.21 It should also be noted that this supply includes a 100 dwelling per annum allowance for small sites (i.e. 500 dwellings over the 5-year period). Even if this is excluded, there is still more than sufficient rolling supply at present to deliver the requirements.
- 9.22 The detailed 5-, 10- and 15-year rolling supply is shown in more detail in Appendix A.

APPENDIX A

5-, 10-and 15-year supply as at 1st April 2007

5 Year Supply

| Address | Total No. of units | No. of units outstanding | Work Started? | Available? | Suitable? | Achievable | 2007 - 2012 | Annual build | 2007/8 | 2008/9 | 2009/10 | 2010/11 | 2001/12 |
|--|--------------------|--------------------------|---------------|------------|------------------------------|------------|-------------|-------------------------|--------|--------|---------|---------|---------|
| Royal London, Mill Road | 88 | 35 | Y | Y | Y | Y | 35 | 35 (07) | 35 | | | | |
| 36 to 40 Crouch Street | 24 | 24 | Y | Y | Y | Y | 24 | 24 (07) | 24 | | | | |
| University, Salarybrook Meadow | 220 | 220 | N | Y | Y | Y | 220 | 110 per year 08-10 | | 110 | 110 | | |
| Jarmin Road Depot | 116 | 116 | N | Y | Flooding mitigation required | Y | 116 | 58 p a (08 & 09) | | 58 | 58 | | |
| East Lodge/Central Clinic, East Hill | 24 | 24 | N | Y | Y | Y | 24 | 12 (07 & 08) | 12 | 12 | | | |
| Turner Road | 9 | 9 | Y | Y | Y | Y | 9 | 9 (07) | 9 | | | | |
| Essex Hall Road | 9 | 9 | N | Y | Y | Y | 9 | 9 (08) | | 9 | | | |
| Lakelands | 600 | 600 | N | Y | Access | Y | 570 | 150/year - 09-12 | | 142 | 145 | 142 | 142 |
| East Road, West Mersea | 105 | 85 | Y | Y | Y | Y | 85 | 35 (07 - 09) | 26 | 26 | 33 | | |
| Tilehouse Farm, Great Horkesley | 160 | 160 | Y | Y | Y | Y | 110 | 35 (07 - 13) | 22 | 22 | 22 | 22 | 22 |
| Brook Street, Colchester | 110 | 110 | N | Ownership | Y | Y | 110 | 40 (08 - 10) | | 36 | 38 | 36 | |
| Cuckoo Point | 173 | 173 | N | Y | Y | Y | 86 | 22 (08 - 11) | | 22 | 22 | 20 | 22 |
| Waterside Place | 24 | 24 | Y | Y | Y | Y | 24 | 12 (07 & 08) | 12 | 12 | | | |
| Holly Road | 2 | 2 | Y | Y | Y | Y | 2 | 2 (07) | 2 | | | | |
| Maldon Road | 12 | 12 | Y | Y | Y | Y | 12 | 12 (07) | 12 | | | | |
| Darkhouse Lane | 18 | 18 | N | Y | Y | Y | 18 | 9 (08 & 09) | | 9 | 9 | | |
| Oxford Road | 9 | 9 | Y | Y | Y | Y | 9 | 9 (07) | 9 | | | | |
| Garrison Site O, Berechurch Rd | 145 | 145 | Y | Y | Y | Y | 145 | 29 p/a | 29 | 29 | 29 | 29 | 29 |
| Garrison Site Q, Circular Road South | 19 | 19 | Y | Y | Y | Y | 19 | 19 p/a | 19 | | | | |
| Garrison Site S1, Berechurch Hall Rd | 138 | 138 | Y | Y | Y | Y | 138 | 28 p/a | 28 | 28 | 28 | 28 | 26 |
| Garrison Site J, Circular Rd North | 536 | 536 | Y | Y | Y | Y | 371 | 74 p/a | 74 | 74 | 75 | 74 | 74 |
| Garrison Site S2s, Berechurch Hall Rd | 147 | 147 | N | Y | Y | Y | 147 | 37 p/a | 37 | 37 | 37 | 37 | |
| Garrison Site B1a, St Johns Green | 15 | 15 | N | Y | Y | Y | 15 | 15 - 2008 | | 15 | | | |
| Garrison Site H, Butt Road | 42 | 42 | N | Y | access | Y | 42 | 10 p/a 2008/9/10/11 | | 10 | 10 | 10 | 12 |
| Garrison Site K1/2, Butt Road | 14 | 14 | N | Y | access | Y | 14 | 14 - 2009 | | | 14 | | |
| Garrison Site A1, Mersea/Military Road | 622 | 622 | N | Jan-09 | Y | Y | 393 | 98 | | 80 | 104 | 104 | 105 |
| Garrison L:N, Circular Rd/Butt Rd | 436 | 436 | N | Jan-09 | Y | Y | 365 | upto 135 p/a 2009/10/11 | | | 100 | 130 | 135 |
| Garrison Site S2n, Berechurch Hall Rd | 247 | 247 | N | Jan-09 | Y | Y | 247 | 82 p/a | | | 80 | 84 | 83 |
| Garrison C2, Circular Rd East | 30 | 30 | Y | Y | Y | Y | 30 | 30 p/a | 30 | | | | |
| Garrison Site B1b, Flagstaff Road | 146 | 146 | N | Jan-09 | archaeology | Y | 146 | 49 p/a 2009/10/11 | | | 49 | 49 | 48 |

| Address | Total No. of units | No. of units outstanding | Work Started? | Available? | Suitable? | Achievable | 2007 - 2012 | Annual build | 2007/8 | 2008/9 | 2009/10 | 2010/11 | 2001/12 |
|--|--------------------|--------------------------|---------------|------------|-----------|------------|-------------|--------------------|--------|--------|---------|---------|---------|
| Church Road, Tiptree | 22 | 22 | Y | Y | Y | Y | 22 | 11 | 11 | 11 | | | |
| 34 Fingringhoe Road, Langenhoe | 12 | 12 | Y | Y | Y | Y | 12 | 12 | 12 | | | | |
| Mersea Road, Colchester | 7 | 7 | Y | Y | Y | Y | 7 | 7 | 7 | | | | |
| Darcy Road, Colchester | 7 | 7 | Y | Y | Y | Y | 7 | 7 | 7 | | | | |
| Wivenhoe Quay, Wivenhoe | 12 | 12 | Y | Y | Y | Y | 12 | 12 | 12 | | | | |
| Cooks Shipyard | 47 | 47 | Y | Y | Y | Y | 47 | 24 - 2007/8 | 24 | 23 | | | |
| Newbridge Road, Tiptree | 16 | 16 | Y | Y | Y | Y | 16 | 16 - 2008 | | 16 | | | |
| All Saints Church, Halstead Road | 15 | 15 | Y | Y | Y | Y | 15 | 15 | 15 | | | | |
| Royal London Sports Centre, Mill Road | 227 | 129 | Y | Y | Y | Y | 129 | 43 - 2007/8/9 | 43 | 43 | 43 | | |
| Stanway Playing Fields, Winstree Road | 202 | 74 | Y | Y | Y | Y | 74 | 25 - 2007/8/9 | 25 | 25 | 24 | | |
| Lordswood Road | 261 | 224 | Y | Y | Y | Y | 224 | 56 - 2007/8/9/10 | 56 | 56 | 56 | 56 | |
| Cedrics, The Avenue | 19 | 19 | N | Y | Y | Y | 19 | 19 | 19 | | | | |
| Co-Op Education Centre, 6 New Town Rd | 6 | 6 | N | Y | Y | Y | 6 | 6 | 6 | | | | |
| 69 Scarletts Road | 6 | 6 | Y | Y | Y | Y | 6 | 6 | 6 | | | | |
| 90 Berechurch Hall Road | 9 | 9 | N | Y | Y | Y | 9 | 9 | 9 | | | | |
| Westway | 207 | 72 | Y | Y | Y | Y | 72 | 36 - 2007/8 | 36 | 36 | | | |
| Albany Laundry, Distillery Lane | 200 | 6 | Y | Y | Y | Y | 6 | 6 | 6 | | | | |
| Flakt Woods, Tufnell Way | 750 | 579 | Y | Y | Y | Y | 579 | 116 | 116 | 116 | 116 | 116 | 115 |
| Cooks Shipyard, Wivenhoe | | 82 | Y | Y | Y | Y | 82 | 43-2008, 39-2009 | | 43 | 39 | | |
| Severalls Hospital | 1500 | 1500 | N | Y | Y | Y | 529 | 132 - 2008/9/10/11 | | 131 | 132 | 132 | 132 |
| Salisbury Hotel, 112 Butt Road | 17 | 17 | Y | Y | Y | Y | 17 | 17 | 17 | | | | |
| Mercury Flats, Balcerne Gardens | 18 | 18 | Y | Y | Y | Y | 18 | 18 | 18 | | | | |
| Former Snooker Club, King Cole Road | 12 | 12 | Y | Y | Y | Y | 12 | 12 | 12 | | | | |
| 5 Military Road | 10 | 10 | Y | Y | Y | Y | 10 | 10 | 10 | | | | |
| Land Clarendon Road (C&R) | 56 | 56 | Y | Y | Y | Y | 56 | 28 - 2008/9 | | 28 | 28 | | |
| Heath House, 11 Station Road | 10 | 10 | N | Y | Y | Y | 10 | 10 | 10 | | | | |
| Garage, 111 Nayland Road | 18 | 18 | N | Y | Y | Y | 18 | 18 (07) | 18 | | | | |
| Former St Marys Hospital | 286 | 26 | Y | Y | Y | Y | 26 | 26 (07) | 26 | | | | |
| By Pass Nurseries, Cowdray Avenue | 81 | 14 | Y | Y | Y | Y | 14 | 14 (07) | 14 | | | | |
| Myland Rectory, Mile End Road | 53 | 33 | Y | Y | Y | Y | 33 | 33 (07) | 33 | | | | |
| Land west of Turner Village, Turner Road | 209 | 53 | Y | Y | Y | Y | 53 | 40 (07) 13 (08) | 40 | 13 | | | |
| Newstyle Enterprises, Clarendon Way | 41 | 41 | Y | Y | Y | Y | 41 | 21 (07) 20 (08) | 21 | 20 | | | |

| Address | Total No. of units | No. of units outstanding | Work Started? | Available? | Suitable? | Achievable | 2007 - 2012 | Annual build | 2007/8 | 2008/9 | 2009/10 | 2010/11 | 2001/12 |
|---|--------------------|--------------------------|---------------|------------|-----------|------------|-------------|--|--------------|--------------|--------------|--------------|--------------|
| Land at Turner Village | 467 | 467 | N | Y | Y | Y | 284 | 2009-19; 2010-68; 2011-47; 2012-150 | | 19 | 68 | 47 | 150 |
| Molar Works, Hythe Quays, Lighthouse Way, The Hythe | 240 | 120 | Y | Y | Y | Y | 120 | 40 p/a 2008/9/10 | | 40 | 40 | 40 | |
| Ballantyne Centre and land at Hawkins Road | 155 | 155 | Y | Y | Y | Y | 155 | 50 p/a 2008/9/10 | | 50 | 50 | 55 | |
| 101 - 104 High Street and 6 to 12 Museum Street | 19 | 19 | Y | Y | Y | Y | 19 | 19 - 2008 | | 19 | | | |
| 28 Hythe Quay CO2 8JB | 24 | 24 | N | Y | Y | Y | 24 | 24 - 2009 | | | 24 | | |
| Jewsons, Hawkins Road | 221 | 221 | Y | Y | Y | Y | 221 | 55 pa from 2008 | | 55 | 56 | 55 | 55 |
| Cultural Quarter, St Botolphs | 121 | 121 | N | Y | Y | Y | 121 | 40 | | | 41 | 40 | 40 |
| Small site allowance | | | | | | | | | 100 | 100 | 100 | 100 | 100 |
| Totals | 9,823 | 8,446 | | | | | | | 1,109 | 1,575 | 1,780 | 1,406 | 1,290 |

10 Year Supply

| Address | Total units alloc/with PP | Outstanding or expected numbers | Work Started | Available | Suitable | Achievable | 2012- 2017 | 2012 | 2013 | 2014 | 2015 | 2016 (up to 31.3.2017) |
|--|---------------------------------|---------------------------------------|-----------------|-----------|----------|------------|---------------|------------|--------------|------------|------------|------------------------------|
| Severalls Hospital | 1150 | 1500 | N | Y | Y | Y | 971 | 235 | 300 | 179 | 150 | 107 |
| Rowhedge Port | CS 275 | 275 | N | Y | Y | Y | 275 | 55 | 55 | 55 | 55 | 55 |
| Petrol Station, Maypole Rd/Barbrook Lane | | 31 | N | Y | Y | Y | 31 | | 16 | 15 | | |
| 21 St Peters St | | 12 | N | Y | Y | Y | 12 | 12 | | | | |
| 30 Barrack Street (Bugle Horn) | | 11 | N | Y | Y | Y | 11 | 11 | | | | |
| Bypass Nurseries, Cowdray Ave (appeal) | | 150 | N | Y | Y | Y | 150 | 50 | 50 | 50 | | |
| 2 Queen St & 1- 5 Culver St East | | 10 | N | Y | Y | Y | 10 | 10 | | | | |
| North side of Magdalen St | 70 | 90 | N | Y | Y | Y | 90 | 18 | 18 | 18 | 18 | 18 |
| Garrison Site J | 536 | 165 | Y | Y | Y | Y | 165 | 41 | 42 | 41 | 41 | |
| Garrison Site A1 | 622 | 229 | N | Jan-09 | Y | Y | 229 | 45 | 46 | 46 | 46 | 46 |
| Garrison Site L:N | 436 | 71 | N | Jan-09 | Y | Y | 71 | 36 | 35 | | | |
| Turner Village | 200 | 467 | N | Y | Y | Y | 183 | 110 | 73 | | | |
| Garages and land East Bay Mill | 61 | 61 | N | Y | Y | Y | 61 | 20 | 21 | 20 | | |
| Paxmans former social club, Hythe Hill | 92 | 58 | N | Y | Y | Y | 58 | 29 | 29 | | | |
| Co-op building Wimpole Rd | 24 | 24 | N | Y | Y | Y | 24 | | 24 | | | |
| Laver Road Football Ground | 90 | 90 | N | Y | Y | Y | 90 | 30 | 30 | 30 | | |
| Betts Factory, Ipswich Road | | 200 | N | Y | Y | Y | 200 | 40 | 40 | 40 | 40 | 40 |
| Cowdray Centre, Cowdray Avenue | | 200 | N | Y | Y | Y | 100 | 50 | 50 | | | |
| Bridge House, Hythe Quay | | 18 | N | Y | Y | Y | 18 | 18 | | | | |
| Aim Hire, Hawkins Road, East Colchester | | 64 | N | Y | Y | Y | 64 | | | 32 | 32 | |
| Gas Works Site, Hythe Quay | | 85 | N | Y | Y | Y | 85 | | | 30 | 30 | 25 |
| Garden House, Hythe Quay | | 24 | N | Y | Y | Y | 24 | | 24 | | | |
| Paxmans/Man B&W, Port Lane | | 372 | N | Y | Y | Y | 372 | 74 | 75 | 75 | 74 | 74 |
| Vineyard Gate, St Botolphs | | 40 | N | Y | Y | Y | 40 | | 20 | 20 | | |
| Hawkins Road, East Colchester | | 500 | Y | Y | Y | Y | 250 | | | 50 | 100 | 100 |
| King Edward Quay, East Colchester | | 500 | Y | Y | Y | Y | 250 | | | 50 | 100 | 100 |
| Cuckoo Point | 173 | 173 | N | Y | Y | Y | 87 | | 23 | 22 | 22 | 20 |
| Small site allowance | | | | | | | | 100 | 100 | 100 | 100 | 100 |
| Totals | 3,454 | 5,420 | | | | | 3,921 | 984 | 1,071 | 873 | 808 | 685 |

15 Year Supply

| Address | Allocation | Likely dwellings | Work Started? | Available? | Suitable? | Achievable? | 2017-2022 | 2017 | 2018 | 2019 | 2020 | 2021 (up to 31.3.2022) | Oustanding |
|---|------------|------------------|---------------|---------------------------|---------------------------|-------------|--------------|------------|------------|------------|------------|------------------------|--------------|
| Railway Sidings, Halstead Rd, Stanway | 175 | 175 | N | Unknown | Y | Y | 175 | 35 | 35 | 35 | 35 | 35 | |
| Brittania Car Park, St Botolphs | | 200 | N | 2013 | Y | Y | 200 | 40 | 40 | 40 | 40 | 40 | |
| The Willows Shopping Parade, Mersea Rd | | 20 | N | Y | Y | Y | 20 | 20 | | | | | |
| Land between Bourne Rd & Barrington Rd | | 58 | N | Ownership | Y | Y | 18 | 18 | | | | | |
| 26 Hythe Quay | | 24 | N | Y | Y | Y | 24 | | 24 | | | | |
| Middle Mill, St Peters Street | 4 | 7 | N | Flood mitigation required | flood mitigation required | Y | 7 | | | 7 | | | |
| Cowdray Centre, Cowdray Avenue | | 200 | N | Y | Y | Y | 100 | 50 | 50 | | | | |
| Core Strategy Allocation - Stanway | | 800 | N | Part | Y | Y | 800 | 120 | 120 | 120 | 120 | 120 | 200 |
| Core Strategy Allocation - North Colchester | | 2200 | N | Y | Y | Y | 2200 | 140 | 140 | 140 | 140 | 140 | 1500 |
| Hawkins Road, East Colchester | | 500 | N | Part | Flood mitigation required | Y | 250 | 50 | 50 | 50 | 50 | 50 | |
| King Edward Quay, East Colchester | | 500 | N | Part | Flood mitigation required | Y | 250 | 50 | 50 | 50 | 50 | 50 | |
| Tiptree Core Strategy allocation | | 140 | N | Unknown | Y | Y | 140 | | | | | 140 | |
| Small site allowance | | | | | | | | 100 | 100 | 100 | 100 | 100 | |
| Total | | 4,824 | | | | | 4,184 | 623 | 609 | 542 | 535 | 675 | 1,700 |