

# Assessment of Five Year Land Supply 2013 - 2018

December 2012



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## **Milton Keynes Council- Assessment of 5 year land supply (2013-2018)**

**December 2012**

### **Background**

The draft National Planning Policy Framework (NPPF) seeks to underpin the Government's step change in housing delivery through a more responsive approach to land supply at the local level. As a Local Planning Authority, Milton Keynes Council are required to identify and maintain a rolling five year supply of deliverable housing land, to ensure the continued supply of homes in the area.

Milton Keynes has a very good record of ensuring there is a significant land supply available across the Borough. This remains the case with land for over 25,000 homes already in the development pipeline, over 15,000 of which have planning consent. This is a sufficient quantity of land to deliver the Core Strategy target, and is felt to put Milton Keynes in a very strong position when compared to other authority areas where land supply may be a constraint to housing delivery. Of particular importance is the fact that a number of major sites are 'shovel ready' for development and are making progress towards showing their first housing completions.

The Council has thorough arrangements in place to monitor and forecast rates of development, which help with the assessment of the 5 year land supply. The Council also regularly updates its Strategic Housing Land Availability Assessment (SHLAA) to ensure that it has a comprehensive understanding of potential sites that could make a contribution to land supply in the future.

This assessment covers the five year period from 1<sup>st</sup> April 2013 to 31<sup>st</sup> March 2018. It firstly establishes the housing requirement the Council needs to demonstrate is deliverable and then assesses the land supply available to deliver the requirement over the next five years.

A list of available and suitable sites, with a commentary on their deliverability (as of November 2012) is provided in Appendix 1. This information will be updated on an annual basis to reflect any new sites that become available and any change in circumstance with existing sites. It may be updated throughout the year as required, particularly to support plan making and support the determination of planning decisions.

The report also comments on the Council's land supply position in relation to the NPPF requirement for an additional 20% allowance on the 5 year land supply to create competition and choice in land supply.

Overall, the report demonstrates that Milton Keynes has a significant supply of readily available sites which, subject to market demand for new homes, are more than sufficient to deliver the Council's long term housing requirements.

## **The five year housing requirement**

In previous years, the South East Plan (SEP) has set the housing requirement for Milton Keynes. In July of 2010 the Government announced its intention to revoke regional housing targets and gave Local Authorities the responsibility of setting their own, locally derived housing targets. This process has become protracted, with the SEP still formally in place, although its revocation is expected imminently, may be even before the start of the new monitoring year in April.

In response to the initial announcement, Milton Keynes Council established a housing target of delivering an average of 1,750 homes per year from 2010 to 2026; a total of 28,000 homes. This is split 26,240 in and around the urban area and 1,760 in and around selected rural settlements. This housing figure was included in the Council's Revised Proposed Submission Core Strategy (October 2010), which was subject to examination in July 2012, where soundness of the housing target was discussed.

The initial conclusions of the Inspector indicate that she sees the housing target as being in 'general conformity' with the SEP and a robust basis for planning the growth of Milton Keynes. She has not found the housing target unsound in her initial comments nor has she recommended any changes to it. On this basis, given the expectation that the Core Strategy will be adopted by April 2013, the Core Strategy housing target has been used as the basis for setting the housing requirement.

To establish the target for the period between 1<sup>st</sup> April 2013 and 31<sup>st</sup> March 2018, the forecast completions in the current year from April 2012 to March 2013, need to be taken into account alongside actual completions from April 2010 to March 2012. Subtracting these completions from the overall housing target gives the residual requirement to be provided over the remainder of the plan period.

Overall there were 2,875 recorded completions in the period from 1<sup>st</sup> April 2010 to 31<sup>st</sup> March 2012. Of these 2,655 were in the urban area and 220 in the rural area. Our current housing trajectory<sup>1</sup> estimates that 1,596 homes will be built during 2012/13, (1,503 in the urban area, 93 in the rural area) with mid year monitoring showing completions to be on course to deliver this number. This is a total of 4,471 (4,158 in the urban area, 313 in the rural area) already built, leaving 23,529 homes to be provided in the 13 years between 1<sup>st</sup> April 2013 and 31<sup>st</sup> March 2026 (22,082 in the urban area, 1,447 in the rural area). This is an annualised average of 1,810 (1,699 in the urban area, 111 in the rural area).

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<sup>1</sup> As part of the land assessment process, the individual site forecasts of each site are combined to form a trajectory showing forecast year on year total completion rates. Performance is monitored against the trajectory in the Core Strategy (prepared in 2010) but the trajectory is also updated annually to provide an up-to-date overview of forecast rates of completion. The first five years of the trajectory form the basis of the figure in this report. The trajectories can be seen in the Annual Monitoring Report published each December alongside this report.

This sets a five year requirement for 9,050 new homes (8,495 in the urban area, 555 in the rural area). These calculations are set out in Tables 1-3 below.

**Table 1 - Milton Keynes overall five year housing requirement**

<b>Requirement</b>	<b>Total</b>
(a) Total housing requirement	28,000
(b) Completions 2010-12	2,875
(c) Forecast completions 2012-2013	1,596
(d) Total requirement 2013-2026 (a- (b+c))	23,529
(e) Annualised requirement (d/13)	1,810
<b>Five year requirement (e x 5)</b>	<b>9,050</b>

**Table 2 - Milton Keynes urban five year housing requirement**

<b>Requirement</b>	<b>Total</b>
(a) Total housing requirement	26,240
(b) Completions 2010-12	2,655
(c) Forecast completions 2012-2013	1,503
(d) Total requirement 2013-2026 (a- (b+c))	22,082
(e) Annualised requirement (d/13)	1,699
<b>Five year requirement (e x 5)</b>	<b>8,495</b>

**Table 3 - Milton Keynes rural five year housing requirement**

<b>Requirement</b>	<b>Total</b>
(a) Total housing requirement	1,760
(b) Completions 2010-12	220
(c) Forecast completions 2012-2013	93
(d) Total requirement 2013-2026 (a- (b+c))	1,447
(e) Annualised requirement (d/13)	111
<b>Five year requirement (e x 5)</b>	<b>555</b>

### **Milton Keynes five year housing land supply**

Previous advice from CLG (see appendix 3) to Planning Inspectors has been that the assessment of the five year land supply should only include sites that are:

- Allocated for housing through the Development Plan;
- Sites that have extant planning permission; and
- Specific, unallocated brownfield sites that are deemed suitable for housing

This guidance has been removed from the Planning Inspectorate website but, given the absence of any replacement guidance that suggests an alternative approach is necessary, it is still felt to be relevant to assessing the deliverability<sup>2</sup> of land over the next five years. The focus is still on whether there is a realistic prospect of development occurring within five years, and in particular whether development of specific sites is viable.

At October 2012, there was land to accommodate 25,531 homes across the Borough. This covers a range of sites from large scale expansion areas to small infill developments, and includes permitted and allocated housing sites and deliverable brownfield opportunities identified through the SHLAA. The SHLAA sites have been added to information on permissions and allocations already collected in the Council's housing database

**Table 4- Developable sites at October 2012<sup>3</sup>**

Permissions	Full/REM	3,140
	Outline	12,004
Local Plan allocations and deliverable brownfield sites		10,387 <sup>4</sup>
<b>Total</b>		<b>25,531</b>

The sites with planning permission identified in Table 4 have not automatically been assumed to be available or deliverable in the five year period. Indeed, a small proportion of it will be completed in the current monitoring year before the new five year reporting period begins.

The deliverability of this land has been assessed through the Milton Keynes SHLAA, which has recently been reviewed to support the production of upcoming planning policy documents, including a Site Allocations Plan, and Plan:MK, a replacement Local Plan for Milton Keynes.

Work on the SHLAA has assessed when the development of sites with permission and allocated for development can realistically be expected, which has included direct feedback from developers and land owners. The SHLAA has fulfilled the requirement of the NPPF by ensuring long term phasing plans of sites, the viability of development and demand for particular types of development have been taken into account in assessing when sites could be developed.

<sup>2</sup>NPPF definition of deliverable- *'To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans'.*

<sup>3</sup> These figures take into account completions between 1<sup>st</sup> April 2012 and the last monitoring visit on 1<sup>st</sup> October 2012, during which time there were 637 completions

<sup>4</sup> This figure includes an allowance of 2,900 for development of the Strategic Land Allocation in the Core Strategy plus other deliverable brownfield sites identified through the JHMT.

The assessment has also drawn on the ongoing work of the Milton Keynes Joint Housing Monitoring Team (JHMT), which meets quarterly to discuss a range of housing issues affecting Milton Keynes, and review completion forecasts.

The JHMT, made up of representatives from MKC, the Homes and Communities Agency (HCA) and partners, monitor progress on major sites across the city, identifying any blockages that are delaying development. They have constant engagement with developers and land owners, enabling them to give up-to-date forecasts on the availability and deliverability of sites, as well as being able to provide direct input about progress on bringing HCA owned land forward for development. This information is invaluable in ensuring forecasts are as accurate as possible.

A full list of the deliverable sites (over 10 units) can be seen in Appendix 1, where the suitability, availability and achievability of each are discussed.

The deliverability of sites for 10 or less units has not been individually assessed due to the sheer number of sites and their relative contribution towards land supply in Milton Keynes. However, from analysis of past completions, and the number of small sites currently permitted, the Council is aware that development does take place on a number of smaller windfall sites.

Therefore a windfall assessment has been undertaken (see appendix 4) and a windfall allowance, calculated in accordance with the requirements of the NPPF (paragraph 48), has been included in the Council's land supply position. Including this allowance in the assessment means that all permitted sites that will go towards delivering the allowance (i.e. all sites for 10 units or less) have been excluded from the site schedule to avoid double counting. The allowance is 60 homes per year in the urban area and 35 in the rural area.

These allowances do not take account of any potential garden developments, which the NPPF specifically identifies should not be part of any windfall allowance. Therefore, the exception to only identifying sites of more than 10 units in the schedule of sites is to quantify the deliverability of small garden developments which have already been granted permission and are therefore identifiable sites not covered elsewhere in the assessment.

From the table below, it can be seen that at November 2012 it was assessed that there was suitable land available to deliver 10,664 new homes between 1<sup>st</sup> April 2013 and 31<sup>st</sup> March 2018. The supply has been broken down in the three categories outlined in the previously published CLG advice for Planning Inspectors.

This information is as up-to-date as possible, and includes new sites which have emerged since the information was last updated to support the Core Strategy examination in July 2012.

**Table 5- Five year housing land supply**

<b>Source of supply</b>	<b>Urban</b>	<b>Rural</b>	<b>Overall</b>
Sites with extant planning permission (inc allocated sites with permission)	8,742	134	8,876
Allocated sites without permission	773	155	928
Identified unallocated previously developed (brownfield) sites	570	290	860
Total	<b>10,085</b>	<b>579</b>	<b>10,664</b>

### **Key points**

#### Land with planning permission

It can be seen that the majority of land (83%) that makes up the overall five year land supply has extant planning permission. This includes several large sites that are either currently under construction or which are programmed to start development within the 5 years period. This shows that good progress is being made in bringing sites through the planning system. This proportion has broadly been maintained from last years monitoring period.

#### Progress on major sites

During the last year, construction has began on Oakgrove (1,100 homes with 89 homes now under construction) and permission has been granted for 156 homes at Tattenhoe Park. These are key steps in ensuring the Council's forecasts for major sites remain on course to be delivered.

There was also progress on discharging pre commencement conditions on the Western Expansion Area (WEA), with primary infrastructure now having consent along with landscape and drainage. An enlarged retail store has also been permitted, which will release funds to support the delivery infrastructure. The lead developer has also cleared trees on site to begin work on the primary road network. These steps mean that the Council's forecasts (based largely on the phasing plan and experience of the developer) remain on course for delivery, on what is the major site in the five year land supply calculation.

Several major sites, including the WEA, are large sites which have total capacities that will not be realised in the next five years, or where completions have occurred in previous years. Only the capacity that it is assumed can realistically be delivered within the five year period has been included in the above total, in line with the requirements of the NPPF. This is clarified in Appendix 1.



### Allocated sites

The good progress which has been made on bringing sites through the planning system is also reflected by the fact that allocated land without permission makes up just 8% of the five year land supply. Apart from the Strategic Land Allocation, the other nine sites, which are forecast to contribute 215 homes during the five year land supply period, are relatively small and will have short lead in times once a planning consent is granted. This means it is realistic to suggest that development could be achieved within the five year period.

A precautionary approach has been taken to the delivery of homes in the Core Strategy Strategic Land Allocation, which is expected to deliver in the order of 2,900 homes by 2026. First completions have not been forecast until 2016/17, which is still four years away. However work on the development framework is well underway and the developers have indicated that they will potentially pursue development ahead of this date, with an application for the employment element of the scheme already received and under consideration.

### Sites without planning permission

The small amount of unallocated brownfield land (9%) reflects Milton Keynes' position as a planned new town, where redevelopment opportunities that can be found in older towns and cities around the country are not as prevalent. Those sites that are included are all specific projects where it is known that there is real intent to bring the site forward for development and where it is realistic to assume the development will be delivered inside the five year period. They are sites where there is active discussion regarding their development, rather than sites that the Council 'hope' could come forward for development in the next 5 years.

Since the publication of the NPPF there has been some debate as to whether a site should have planning permission in place to be considered deliverable. The Council does not believe this to be the case, particularly given the lack of any new guidance to replace that previously published for use by planning Inspectors for use alongside PPS3, which did not state that deliverability was dependent on planning permission being in place.

The main focus should still be on whether a site can be delivered in full, or in part, during the next 5 years having regard to the availability of the site, the viability of development, the market for the type of home being proposed and the phasing plans of sites. Having planning permission in place is not essential for a site to be delivered in the next 5 years.

To show this to be the case, completions over the last 5 years have been analysed to see how many of them had permission at the start of the 5 year period.

Over the period from 1<sup>st</sup> April 2007 to 31<sup>st</sup> March 2012 there were 8,430 net completions across the Borough. Of these 2,118 didn't have any form of planning

permission (either full or outline) in place on 1<sup>st</sup> April 2007. This means that 25% of completions in the last 5 years didn't have permission at the start of the period.

Based on this, it would seem inappropriate and misleading to ignore a site that has been assessed as being available and deliverable in the next 5 years because it does not have planning consent at the current time.

Of the sites in the current 5 year land supply, just 1,790 (17%) don't have planning permission. This is less than the proportion of completions in the last 5 years that didn't have planning permission in place 5 years ago, and it is therefore felt to be a realistic figure, particularly since around half of the sites without planning permission are on allocated development sites.

In any case, the alternative would be to include the brownfield sites as part of a windfall allowance, which the NPPF sets out is acceptable. The identified sites are typical of those that have been developed across Milton Keynes in previous years, so this approach could be justified. However, as the sites have been identified, a more accurate and realistic approach is to specifically identify them in the schedule.

### **Five year housing supply vs. housing requirement**

The total land supply for 10,664 homes is in excess of the five year housing requirement of 9,050 homes established from the Council's housing target in the Revised Proposed Submission Core Strategy (Oct 2010). This is clarified in Table 6 below.

Tables 7 and 8 show the position with regards to the specific urban and rural housing targets.

**Table 6- Milton Keynes overall five year housing land supply position at April 2013**

	<b>Total</b>
Overall requirement 2013-2018	9,050
Overall supply of deliverable sites	10,664
Overall supply compared to requirements	+ 1,614
Overall years supply	5.88 years

**Table 7- Milton Keynes urban five year housing land supply position at April 2013**

	<b>Total</b>
Overall requirement 2013-2018	8,495
Overall supply of deliverable sites	10,085
Overall supply compared to requirements	+ 1,590
Overall years supply	5.94 years

**Table 8- Milton Keynes rural five year housing land supply position at April 2013**

	<b>Total</b>
Overall requirement 2013-2018	555
Overall supply of deliverable sites	579
Overall supply compared to requirements	+ 24
Overall years supply	5.22 years

### **Requirement for an additional 5/20% allowance**

The NPPF has introduced a requirement for Council's to plan for an additional 'buffer' allowance of 5% on their land supply to '*ensure choice and competition in the market for land*' (paragraph 47). The same paragraph sets out that '*where there has been a record of persistent under-delivery of housing, local authorities should increase this buffer to 20%, to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land*'.

Overall delivery figures in recent years have been below the target set out in the Core Strategy and South East Plan. This has been as a direct result of problems with the wider housing market making the high housing targets in Milton Keynes very difficult to achieve rather than any issue of land supply created by the Council. Indeed, the Council now has more land available for development across more sites than it did when the recent peak in completions took place in 2007/8.

However, this shortfall is specific to the target for the urban area of the Borough and the same does not apply to the rural target, which has consistently been delivered over recent years.

Therefore, this part of the report summarises performance against a requirement to demonstrate an additional 20% buffer on the urban housing target and a 5% buffer on the rural housing target.

The 5.94 years land supply in the urban area equates to an 18.8% buffer over the 5 year land supply requirement. This is 109 homes short of being able to fully demonstrate the deliverability of the 20% buffer. This is felt to be a very healthy position given the requirement to demonstrate a 20% buffer was only introduced during 2012. According to longer term forecasts, this position should improve over the next couple of years as major sites begin showing completions on a sustained basis.

The 5.22 years land supply in the rural area equates to a 4.3% buffer on the 5 year land supply requirement. The deliverable supply of 579 is just four homes short of

being able to demonstrate the full 5% buffer; this shortfall is not felt to be significant.

### **Commentary on housing supply issues**

The report shows that there are more than sufficient deliverable housing sites in Milton Keynes to enable the five year land supply target to be met. This section looks in a bit more detail at some of the wider issues affecting the Milton Keynes housing land supply position.

#### Key sites:

Of the 10,664 homes forecast for completion over the plan period, 2,203 (21%) are in the **Western Expansion Area (WEA)**. Development of this area has yet to commence but the master-developer has discharged pre-commencement conditions and permission is in place for all of the major infrastructure projects to begin. Infrastructure work is expected to begin early in 2013, which is in line with the forecasts made for the first completions on site. To this end, the developer has recently removed a significant number of trees on the edge of the site to allow highway works to begin.

The master developer has confirmed that they expect the first completions to be seen on site in late 2013/early 2014. Both Area 10 and Area 11<sup>5</sup> are likely to be being built out simultaneously, which will increase the potential annual rate of completions by opening up the site from both ends, creating two distinct housing areas some three kilometres apart. Ensuring this can happen will be integral to meeting ongoing housing forecasts.

The rate of completion on the WEA is high, but the sheer scale of the site will enable multiple developers to be on site at any one time. Servicing development parcels at either end of the site in Area 10 and Area 11 will also enable more active parcels to be achieved at one time than would be expected on a smaller site. The rate of development forecast is also in line with that seen recently on similar large sites across the city, and the rate that the land forecast to be developed is actually proportionately slower than has been seen elsewhere.

To the east of the city, **Brooklands** (a site for 2,500 homes in total; 944 in the five year period) commenced development ahead of forecast in 2010/11. In this area, major infrastructure is in place for around a third of the site and the second phase is expected to commence development in the new year. The first primary school on the site is open. Feedback through JHMT is that the homes continue to sell well in the initial phase and in the last year a further parcel has begun construction, with a reserved matters application under consideration for a further phase. In the first half of 2012/13 there had been 66 completions across the two active parcels. This is in

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<sup>5</sup> The WEA is made up of two distinct parts; Area 11 to the north and Areas 10.1-10.3 in the south.

line with the forecast rate of completion for the current year (119) and suggests that the approach to forecasting the rate of development in the area is accurate. The forecast rate of completions has been verified by the developer of the site, adding some certainty to them.

**Kingsmead South** and **Tattenhoe** are together forecast to deliver 1,270 homes over the five year period. The sites are both owned by the HCA (and will continue to be after the transfer of assets to the Council). They are both fully serviced and benefit from already having an operational primary school in place in Tattenhoe Park. Although development is yet to commence on either site, the first parcel of Tattenhoe Park is expected to commence in the current monitoring year after it was given reserved matters consent in November 2012. Further parcels of land are due to be disposed of with both sites featuring in the HCA Land Development and Disposal Strategy<sup>6</sup>, and the HCA reporting progress on the disposal of Kingsmead South through the JHMT. The fact that the sites are 'shovel ready' should help them to progress quickly and deliver the homes they are forecast to in the five year period.

Within the city, **Oakgrove** is expected to deliver 1,000 homes within the five year period. Oakgrove was originally planned as a millennium community for up to 2,000 homes. After several years of negotiation a revised scheme for 1,107 home has been granted outline planning consent. The first reserved matters application was approved in 2012 and the development is now on site (89 units under construction as of October 2012) with the first homes expected to be completed in early 2013, in line with Council forecasts, with first sales already taking place. As with the WEA, to achieve the forecast rate of development, several development faces will need to be established to allow the site to be built out at the required rate. This is on course to occur with an application for a further 64 units granted consent in a different area of the site.

### Accuracy of forecasts

Of the sites in the five year land supply, 4,023 (37%) homes are on sites that are already under construction. On these sites, we have been able to review progress against previous forecasts as well as visit sites regularly to monitor the rate at which sites are currently being built out. As these sites are already being built out, there is clearly less concern that the number of completions estimated for the five year period could be affected by a delay in the start date on site.

There is no significant history of sites in being 'mothballed' in Milton Keynes after they start. There is just one site that is currently 'mothballed'. However, the developer is seeking to overcome the issues holding back development, which are mainly around the design of the development, through the submission of a revised application.

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<sup>6</sup> [http://www.homesandcommunities.co.uk/sites/default/files/our-work/land\\_development\\_and\\_disposal\\_plan\\_040412.pdf](http://www.homesandcommunities.co.uk/sites/default/files/our-work/land_development_and_disposal_plan_040412.pdf) . Phases 1 and 2 of Kingsmead South are being marketed at October 2012)

For all sites, the general rule of thumb that developers will not build more than one home per site, per week has been adhered to in forecasting. There are some exceptions where flats/apartments make up part of the proposed housing supply (which can be constructed quicker than houses), or where observed trends and/or developer feedback have suggested that higher rates forecast by developers are deliverable.

For larger sites, where several parcels of land within one site have been assumed to be developed in parallel, this principle has been more difficult to apply. However, based on observed trends in completion rates in the Eastern Expansion Area, and the number of developers on site at any given time, we are confident that the forecast rate of completions on large sites can be achieved. There has been close engagement with the land owners and developers in all the main expansion sites with their feedback verifying the forecasts made.

Over the last two years, since the Core Strategy Housing Trajectory was prepared, 102% of the homes forecast for completion in the Borough have been built. The current half year monitoring figures on completions and starts also suggest that this year's forecasts will be broadly in line with those forecast at the start of the year. This shows that the approach taken to forecasting short term completion rates is accurate and provides the basis for a realistic land supply position.

#### Nature of sites

Milton Keynes benefits from a number of major sites being 'oven ready' for development, with primary infrastructure already in place prior to its disposal to developers. This means that sites are more attractive to potential developers as there are less up front costs and therefore less risk and financial exposure. This should prevent any delay in major sites coming forward for development.

The vast majority of sites also have limited constraints. Sites are mainly greenfield in nature, flat with good access to the grid road system meaning very limited abnormal costs that could affect development.

Milton Keynes also benefits from the tariff arrangement, which applies to the growth areas around the city. Over the last couple of years, during the economic downturn, development in the tariff areas appears to have performed well in relation to other areas. This is likely to be due to the certainty provided by the tariff arrangement, and is likely to continue to be a benefit in the future.

#### Viability of development

There is no history of the development of land in Milton Keynes being unviable. In general, as mentioned above, housing development in Milton Keynes is predominantly on unconstrained greenfield sites with little in the way of additional costs that would affect the viability of development. This remains the case with the

current land supply position. Where small scale developments come forward, these also tend again to be on relatively unconstrained sites with little in the way of additional costs.

Where there are additional costs, the Council takes a flexible approach to the negotiation of s106 requirements to aid developability. This approach has seen the development of a number of the more complicated and difficult to deliver brownfield development sites being built out in recent years.

In terms of the type of development coming forward, there are a range of house types and size across the sites identified. In particular, there is no over reliance on high density flatted development, which in recent years has proved to be less viable due to the drop in demand from the investment market.

The general downturn in the housing market has been reflected in forecasts. The land supply position is similar to that in 2007/8 when over 2,500 homes were completed. Therefore it is clear that the lower rates now forecast take into account the general slowdown in the demand for houses.

#### Upcoming planning policy

The Council is expected to begin the preparation of a new Local Plan, Plan:MK, in the new year, alongside a separate Site Allocations Plan (to look at small sites). These documents are expected to be completed during 2015, which is during the current 5 year reporting period. They may identify additional sites that would supplement existing supply, some of which, if non-strategic in nature, could be delivered in the next 5 years.

#### Windfall development

As was mentioned earlier in the report, windfall development can be seen to make a significant contribution to overall completion rates, particularly in the rural area. Research of past rates of completions shows that 41% of all rural housing completions over the last 10 years have been from windfall sites<sup>7</sup>. 30% of all rural completions have been on windfall sites of 10 dwellings or less. This trend shows no signs of slowing down, and therefore it is integral to the accuracy of the land supply position in the rural area that windfall development is taken into account.

Proportionately, windfall development, at a total rate of around 206 homes per year, is less important in the urban area. However, the total number of completions is still significant. As a number of larger deliverable windfall sites are identified in the schedule of sites in this report, only completions from small sites and conversions which aren't picked up in the SHLAA, are included in this figure. As with development in the rural area, the development of small sites shows no signs of slowing down and

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<sup>7</sup> This equates to around 52 dwellings per annum.

as the new town continues to grow and mature, the likelihood of small scale infill occurring could increase as buildings age and sites become outdated.



## Appendix 1: Five Year Land Supply- Schedule of Sites

### Schedule 1- Sites with extant planning permission (including allocated sites) considered deliverable by March 31<sup>st</sup> 2018

Site Details			Deliverability								Urban/Rural?
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential Delivery 2013 to 2018	
05/00291/M KPO	Western Expansion Area- Area 10.1- 10.3	4,330	G	✓	Site has extant planning permission, therefore is suitable for development	✓	In developer ownership. Outline permission. Pre- commencement conditions being discharged.	✓	Pre-commencement conditions discharged. Infrastructure works expected on site Jan 2013. Landowner confirmed first completions 2013. Will extend beyond 5 year period.	1,110	U
06/00123/M KPCO	Western Expansion Area- Area 11	2,220	G	✓	Site has extant planning permission, therefore is suitable for development	✓	In developer ownership. Outline permission. Pre- commencement conditions being discharged.	✓	Landowner confirmed first completions 2014. Will extend beyond 5 year period.	1,093	U
07/00855/M KPCR	Broughton Gate Parcel D	116	G	✓	Under construction	✓	Under construction	✓	Under construction. Developer confirmed completion by 2014.	17	U
08/00879/M KPCR	Broughton Gate Parcel I1 and I2	191	G	✓	Under construction	✓	Under construction	✓	Under construction. Completion anticipated by 2015	91	U

<sup>8</sup> This figure represents total site capacity. In some cases, where a site is under construction, homes may have been completed prior to the start of the 5 year reporting period.

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site Details			Deliverability								Urban/Rural?
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential Delivery 2013 to 2018	
07/01029/M KPCR	Broughton Gate Parcel K	215	G	✓	Under construction	✓	Under construction	✓	Developer on site. Anticipated completion in 2014.	21	U
04/01069/M KPCO	Broughton Gate Parcel M	112	G	✓	Site has extant planning permission, therefore is suitable for development	✓	In developer ownership. To be released once certain delivery criteria are met. Outline consent granted.	✓	Compensation site. Expected last phase of Broughton development. On site by 2015. Completion expected by 2017.	112	U
06/00856/M KPCO	Tattenhoe Park	1310	G	✓	Site has extant planning permission, therefore is suitable for development	✓	Outline consent granted. Site being released in phases with first phase now in developer ownership. HCA Disposal Strategy highlights site for release.	✓	Site has primary infrastructure completed. Primary school open. Will be developed in parcels. First parcel has REM consent. Anticipated first completions in 2013. No physical constraints to development.	914	U
06/00602/M KPCO	Kingsmead South	450	G	✓	Site has extant planning permission, therefore is suitable for development	✓	Outline consent granted. Site has been marketed for development.	✓	Site has primary infrastructure in place. No physical constraints to development. Expected to be developed in two parcels. Small part of site	356	U

Appendix 1: Five Year Land Supply- Schedule of Sites

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
									(16 units) disposed of as part of Tattenhoe Park development.		
06/00220/M KPCO	Land at Brooklands (remainder)	2287	G	✓	Site has extant planning permission, therefore is suitable for development	✓	In developer ownership. Outline consent granted. Early phases of scheme under construction.	✓	Primary infrastructure either completed or under construction. First primary school open. First completions anticipated 2013/14.	824	U
	Brooklands Phase 1b	150	G	✓	Under construction	✓	Under construction	✓	Development began construction in 2012. Development expected to be completed by 2015/2016 at an average rate of development.	120	U
06/00416/M KPCO	Broughton Manor Business Park	62	G	✓	Site has extant planning permission, therefore is suitable for development	✓	In developer ownership. Outline consent granted	✓	Part of wider development area. Completion expected by 2014/15.	62	U
06/01352/R EM	Ashland Phase 2	190	B	✓	Under construction	✓	Under construction	✓	Site has had deliverability issues but is back under construction. Split into two parcels. Completion expected by 2016/17 at an average	149	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
									build out rate across the two parcels.		
06/0239/FUL	Campbell Park Phase 1	280	G	✓	Under construction	✓	Under construction (finishing off existing blocks)	✓	Site part complete. Developer is working on a re-plan of the development after site stalled. Subject to permission being granted, remaining units expected to begin in 2013, Completion by 2015/16.	168	U
12/01179/REM	Former First School site, Westcroft	57	B	✓	Under construction	✓	Under construction	✓	Developer has commenced site preparation works. First completions expected during 2013/14. Anticipate completion by 2015/16.	57	U
04/01174/MKPCO	Northern Expansion Area- Area 1	132	B	✓	Under construction	✓	Under construction	✓	Developer onsite and completions progressing well. Completion expected by 2014.	66	U
04/01174/MKPCO	Northern Expansion Area- Area 4	79	B	✓	Site has extant planning permission, therefore is suitable for development	✓	In developer ownership. Outline consent. Earlier phases of development all under construction.	✓	Infrastructure work complete. Awaiting completion of other phases. May be re-planned for additional units. In either case, anticipated first completions during 2013/14. Completion by 2016, 2017 if number of units are increased.	79	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site Details			Deliverability								Urban/Rural?
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential Delivery 2013 to 2018	
07/00200/M KPCR	Oxley Park East sites 2 and 3	240	G	✓	Under construction	✓	Under construction	✓	Developer onsite. Anticipated completion on site 2015.	57	U
06/00070/M KPRC	Oxley Park site 6 (sale)	145	G	✓	Under construction	✓	Under construction	✓	Developer on site, however part of site expected to be re- planned. Issues with design to be resolved. However it is realistic to expect, given the small number of homes remaining, that this will be resolved within 5 years. Completion expected by 2014.	25	U
06/02032/M KPCR	Oxley Park west phase 7 and 8	162	G	✓	Under construction	✓	Under construction	✓	Developer onsite. Currently 80 units under construction. Completion expected by 2014.	72	U
04/01080/M KPC	Oxley Park site 4 and 5-	145	G	✓	Site has extant planning permission, therefore is suitable for development	✓	HCA site. Expected to be marketed during 2013 with expectation that a developer could be on site during 2014. All other parcels under construction.	✓	No physical constraints to development. Development in a popular area of the city where development is progressing well. Expected that development could be complete by 2016/17 at an average rate of development.	145	U

## Appendix 1: Five Year Land Supply- Schedule of Sites

Site Details			Deliverability								Urban/Rural?
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential Delivery 2013 to 2018	
07/00964/R EM	Site 1, Gyosei Canalside, Willen Park	172	B	✓	Under construction	✓	Under construction	✓	Developer on site and progressing well. Completion expected by 2014.	29	U
08/00233/R EM	Newton Leys Phase 2 a and b, Bletchley	394	B	✓	Under construction	✓	Under construction	✓	Developer onsite. Site progressing well with 65 units currently under construction. Expected completion by 2018/19, with part of the site falling outside the 5 year reporting period.	250	U
11/00851/R EM	Newton Leys Phase 3	75	B	✓	Under construction	✓	Under construction	✓	Developer onsite and progressing well. Completion expected in 2015 at an average rate of development.	50	U
02/01337/O UT	Newton Leys Remainder	954	B	✓	Site has extant planning permission, therefore is suitable for development	✓	Site in developer ownership. Other phases of development being built out. Outline consent	✓	Remaining phases of development expected to start in 2016 following build out of existing phases. Will extend beyond 5 year period. Further reserved matters applications currently under consideration.	310	U
11/01661/R EM	Oakridge Park, parcel H7	61	G	✓	Under construction	✓	Under construction	✓	Developer is on site and progressing well. Development expected to be	31	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
									completed in 2014.		
12/01600/F UL	Oakridge Park, parcel H8	33	G	✓	Site has extant planning permission, therefore is suitable for development		Site preparation work has begun in readiness for housing starts in current monitoring year.	✓	Developer of wider housing site has started work on the land. Existing parcels selling well and development of this parcel expected to be completed by 2014.	17	U
12/00594/F UL	Former EMEB Offices, phase 2 Wolverton	33	B	✓	Site has extant planning permission, therefore is suitable for development	✓	Site preparation work has begun in readiness for housing starts in current monitoring year.	✓	Development of existing phase is virtually complete and development of additional 33 units expected to follow on. Expected completion by 2014.	18	U
06/00488/F UL	Former Reckitt and Coleman Site, Phase 3	121	B	✓	Under construction	✓	Under construction	✓	Flatted development. All units currently under construction. Phased completion by 2014/2015.	18	U
09/01662/R EM	Bletchley Leisure Centre, Princess Way	230	B	✓	Site has extant planning permission, therefore is suitable for development	✓	Site in developer ownership. Initial phases of development have been completed. REM permission	✓	Part of wider redevelopment of leisure centre site. New centre now open and first housing phase complete. Reserved matters consent granted on appeal (initially refused on design grounds). Developer discharging pre-	230	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
									commencement conditions. Development expected on site in new year with build out being complete within the 5 year period.		
08/00126/R EM	Land south of Intervet Campus, Walton Hall	176	G	✓	Under construction	✓	Under construction	✓	Development onsite and progressing well with 55 units currently under construction. Anticipated completion in 2014.	55	U
10/00550/M KCOD3	Land to rear of Waterhall School, Bletchley	61	B	✓	Site has extant planning permission, therefore is suitable for development	✓	Council owned sites. Available for development as part of regeneration of the wider estate.	✓	Regeneration of the wider Lakes Estate being actively pursued with this being a key site to deliver change. Progress likely in next couple of years with build out being complete inside the 5 year period.	61	U
09/01516/F UL	Former Nampak Site, Woburn Sands (phase 3)	114	B	✓	Under construction	✓	Under construction	✓	Development onsite and 48 units are currently under construction. Completion anticipated by 2015.	58	R
04/00586/O UT	Campbell Park Remainder	2040	G	✓	Site has extant planning permission, therefore is suitable for development	✓	Site part of transfer of assets to MKC form	✓	Site is part of wider development area. Will be developed in a number of	400	U



Appendix 1: Five Year Land Supply- Schedule of Sites

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
							HCA. MKC committed to progressing development of the area.		phases. Pre-app discussions taking place regarding release of one land parcel. Site is fully serviced for quick development and MKC have indicated that they will have a more pro-active approach to the release of land than seen in the past <a href="http://cmis.milton-keynes.gov.uk/CmisWebPublic/Binary.ashx?Document=35535">http://cmis.milton-keynes.gov.uk/CmisWebPublic/Binary.ashx?Document=35535</a>		
09/01185/M KPC	Tollgate Cottage, Broughton	74	B	✓	Under construction	✓	Under construction	✓	Development has recently commenced and 8 units are under construction. Development expected to be completed in 2015.	54	U
09/00618/O UTEIS	Oakgrove-remainder	876	B	✓	Site has extant planning permission, therefore is suitable for development	✓	Site in developer ownership. They have begun the process of gaining REM consent for	✓	Development of further parcels expected to commence during 2013 and last beyond the 5 year period. Site is large enough to provide outlets in different areas to	809	U

Appendix 1: Five Year Land Supply- Schedule of Sites

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
							individual parcels with further parcels under consideration.		support strong rates of delivery.		
11/02404/R EM	Oakgrove- Phase 1	231	B	✓	Under construction	✓	Under construction	✓	Development recently started on site and 89 units are under construction. Development expected to be completed by 2017, if not before at the current rate of development.	191	U
04/00028/O UT	Block B4.4 CMK residential quarter	400	G	✓	Site has extant planning permission, therefore is suitable for development	✓	The site is in the ownership of a house builder who is planning to begin development on site during 2013, subject to detailed planning consent being granted.	✓	Development expected to be constructed in blocks over a period to 2018, after the current 5 year monitoring period. First block of development expected to begin in 2013, with others to follow. EIA screening opinion has been sought.	357	U
10/02708/R EM	The Radcliffe School, phase 1	128	G	✓	Under construction	✓	Under construction	✓	Site is being built out at a good rate by the house builder. 55 units currently under construction.	82	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
									Completion expected during 2015.		
11/00390/R EM	The Radcliffe School, phase 2	132	G	✓	Under construction	✓	Under construction	✓	Site is being built out at a good rate by the house builder. Currently 30 units under construction. Completion expected during 2015.	92	U
11/00390/R EM	The Radcliffe School, phase 2b	118	G	✓	Under construction	✓	Under construction	✓	Site is being built out at a good rate by the house builder. Currently 38 units under construction. Completion expected during 2015.	76	U
11/01032/F UL	Greens Hotel, Woburn Sands	36	B	✓	Site has extant planning permission, therefore is suitable for development	✓	Extension of time application recently granted consent extending the life of the planning permission.	✓	Homes are part of a wider, mixed use development. Relatively small development which could be completed within 12-18 months from commencement. Reasonable to assume development will be achievable inside the current 5 year period.	36	R
12/00916/F UL	Former BT site, Bletchley Park	56	B	✓	Site has extant planning permission, therefore is	✓	Site has planning permission and is	✓	In an area of significant recent housing development.	56	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
					suitable for development.		in the ownership of a house builder who is able to bring the site forward.		Development expected to commence during 2013, with completion by 2015.		
08/01873/F UL	Maltings Farm, Castlethorpe	14	B	✓	Under construction	✓	Under construction	✓	Site is being built out at a good rate. Development expected to be completed during 2013/14	8	R
11/02136/M KPC	Reserve Site, Broughton Gate	18	G	✓	Site is part of wider area allocated for development in the Local Plan (2005). Specific site is being brought forward as a mixed use commercial scheme, of which residential forms a part.	✓	Full permission. Part of wider area under development.	✓	The mixed use development is one of the final parts of Broughton Gate to be brought forward for development. New homes will have developed a demand for Local Centre uses and the wider development is likely to be popular. Reasonable to assume that development will be completed inside the 5 year period in which the rest of Broughton Gate is also expected to be fully built out.	18	U
Various	Various rural garden sites (see	32	G	✓	Sites all have extant planning permission and	✓	Sites all in private ownership. Some	✓	Sites are all in attractive rural locations. No s106	32	R

Appendix 1: Five Year Land Supply- Schedule of Sites

Site Details			Deliverability							Urban/Rural?	
Planning app ref	Address	Total capacity <sup>8</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
	appendix 2)				are therefore suitable for development.		have conditions discharged.		requirements to affect viability. None of the sites appear to have any constraints limiting their deliverability.		
<b>Total</b>										<b>8,876</b>	

## Appendix 1: Five Year Land Supply- Schedule of Sites

### Schedule B- Allocated sites without extant permission considered deliverable 2013-2018

Site details			Deliverability							Urban/rural?
Address	Site total <sup>9</sup>	Brownfield/ Greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential delivery 2013- 2018	
Blind Pond Farm, Bow Brickhill	25	B	✓	Allocated for development in the Local Plan (2005)	✓	Allocated site. Site in developer ownership. Pre- application discussions have taken place.	✓	Site on edge of an attractive rural settlement. Some site clearance costs but they are minimal. No other constraints apart from market conditions. Development could be achieved inside a year subject to planning permission being granted. This has been confirmed by the developer.	25	R
Penn Road, Fenny Stratford	48	G	✓	Allocated for development in the Local Plan (2005)	✓	An application for development was refused during 2011 on design grounds. Site is still vacant and in the ownership of British Waterways.	✓	Small site. Attractive waterside location. Site not in developer ownership, but landowner has been trying to progress development. Subject to planning permission being granted, and the site being sold to a house builder, development has the potential to be built out in 12-18 months. Reasonable to assume this will take place inside the 5 year monitoring period.	48	U
Lathams Buildbase	75	B	✓	Allocated for development	✓	Allocated site.	✓	Site currently in use as builders yard.	25	U

<sup>9</sup> Site capacities are an estimate at this stage and it should not be automatically assumed that planning permission will be granted for this number of homes.

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site details			Deliverability						Urban/rural?	
Address	Site total <sup>9</sup>	Brownfield/ Greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential delivery 2013- 2018
				in the Local Plan (2005)		Landowner expects development upon market improvement.		Would require limited site clearance. Development likely to commence upon improvement in the market, which is being seen now. Given the need to secure planning permission, secure new business premises and for a house builder to take control of the site, it is only reasonable to assume that development could commence towards the end of the five year period. Therefore only a proportion of development is has been assumed to be achievable in the 5 year period.		
Core Strategy Strategic Land Allocation	2900	G	✓	Allocation made in the Revised Proposed Submission Core Strategy.	✓	Site owners engaged in the preparation of a development framework in the area with applications expected upon adoption of the Core Strategy and the Development	✓	Large development area which will require investment in primary site infrastructure to provide serviced land parcels. Development expected to commence by 2016, but infrastructure work could begin before this. Nature of site means that several development parcels likely to be brought forward concurrently. Development will extend well beyond the 5 year period	600	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site details			Deliverability							Urban/rural?
Address	Site total <sup>9</sup>	Brownfield/ Greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential delivery 2013- 2018	
						Framework				
Reserve sites A & D, Hindhead Knoll, Walnut Tree	42	G	✓	Vacant site in a predominantly residential area. Site has previously been granted planning permission for residential development. The site can therefore be seen as being suitable for development.	✓	Site is part of the HCA land holdings being passed to the Council. Seen as a housing site for disposal.	✓	Site is part of the HCA land assets to be transferred to the Council. No physical constraints to development but will need to be marketed and revised planning permission granted. Small site, capable of being developed inside 12-18 months. Therefore reasonable to assume that development could be achieved inside the 5 year period.	42	U
Reserve Site, Lillishall Avenue, Monkston	24	G	✓	Allocated as a reserve site in the Local Plan (2005). Housing listed as one of the suitable sites for the site	✓	Site is likely to be marketed for development in the new year.	✓	Site is surrounded by modern houses in a new city estate. Access to the site already available. Flat piece of open space with no development constraints. Development likely to be very marketable. Reasonable to assume site will be built out in the five year period.	24	U
Former School Site, Shenley Brook End	25	G	✓	Allocated for development in the Local Plan (2005)	✓	Site has recently been marketed for development by the HCA. Expected to be transferred to a	✓	Site in a very attractive setting in a popular area. Developer is expected to be on site during 2014, subject to planning permission being granted. Development likely to be completed within 12 months.	25	U



**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site details			Deliverability						Urban/rural?	
Address	Site total <sup>9</sup>	Brownfield/ Greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential delivery 2013- 2018
						house builder in early 2013.				
Reserve Site, Walton Park	9	G	✓	Site is allocated as a reserve site in the Local Plan (2005), with housing listed as one possible use.	✓	Site is owned by the HCA who are bringing the site forward as part of their Enabled Custom Build Initiative.	✓	The site is likely to be in developer ownership in 2013. Supported by Government funding which will support development. Small site, could be built out within 12 months.	9	U
Nampak phase 4 and 5, Woburn Sands	115	B	✓	Wider site is allocated for development in the Local Plan (2005). Part of remaining land identified for employment use, however the site was subject of a recent planning appeal where the principle of residential development was established (application refused due to design and density).	✓	The site is owned by a house builder who has recently completed pre-app consultation with the local community and has engaged in pre-application discussions with the Council.	✓	The development would be an extension of the ongoing development of the former factory site. The other phases are due to be completed in 2014, by which time it is expected that work will have started on the remaining homes, subject to planning permission having been granted. The current site capacity is uncertain, but 115 is realistic based on the density of the existing permitted development. If the current build out rate continues, development can be expected to be completed by 2017.	115	R

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site details			Deliverability						Urban/rural?	
Address	Site total <sup>9</sup>	Brownfield/ Greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential delivery 2013- 2018
Police Station Houses, Newport Pagnell	15	B	✓	Allocated for development in the Local Plan (2005)	✓	The Police have been in pre-app discussions with the Council and have recently confirmed that they are seeking to pursue the release of the site.	✓	The site is in an attractive town centre location in an area where there have been similar recent developments. Some site clearance needed but this is not felt to affect the overall viability of development, Planning permission will need to be secured but the Police have confirmed their intention to seek this imminently. Site could be built out in 6-12 months therefore reasonable to assume that the site will be built out in the 5 year period.	15	R
<b>Total</b>									<b>928</b>	

## Appendix 1: Five Year Land Supply- Schedule of Sites

### Schedule C- Identified unallocated previously developed (brownfield) sites considered deliverable by 31<sup>st</sup> March 2018

Site details			Deliverability							Urban/rural?
Address	Site total <sup>10</sup>	Brownfield/greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential Delivery 2013 to 2018	
Land adj Slade Lane, Shearmans, Fullers Slade	37	B	✓	Former pub site in a predominantly residential area. Site now cleared. Outline consent granted previously in 2002. Therefore deemed suitable for housing.	✓	Site is part of the HCA land holdings being passed to the Council. Seen as a housing site for disposal.	✓	Development of the site likely to form part of any wider regeneration proposals. Transfer of site to MKC ownership likely to stimulate release of site to the market. Only housing site in the area. Reasonable to assume development will take place by 2018.	37	U
Bedgebury Place, Kents Hill	35	B	✓	Site lies within an existing residential area. Former site of university accommodation. Now cleared. Considered a sustainable site for new housing development.	✓	Site marketed for development. Will be passed to a house builder in early 2013.	✓	Site clearance has already taken place and site prepared for redevelopment. Brief prepared for the site and the site was recently marketed to house builders. HCA anticipate developer being on site in late 2013, with completion during 2014/15	35	U
Former Bramley Grange Care Home, Bletchley	18	B	✓	Site is part of existing residential area. Considered a sustainable location for housing.	✓	Site is vacant and ready for clearance. Part of area being considered for wider regeneration.	✓	Site in Council ownership. Site anticipated as being part of wider regeneration plans. May be subject to market delay due to the house prices in the area, but reasonable to assume that regeneration will progress in the next 5 years.	18	U

<sup>10</sup> Site capacities are an estimate at this stage and it should not be automatically assumed that planning permission will be granted for this number of homes.

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site details			Deliverability							Urban/rural?
Address	Site total <sup>10</sup>	Brownfield/greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential Delivery 2013 to 2018	
Welcome Break service station site, NEA	30	G/B	✓	Site is currently part developed for a hotel associated with adjacent motorway service station. Large area of the site is flat, open amenity space. Ongoing development of the NEA to the south where an access route to the site is provided.	✓	Land owner is in pre-app discussions regarding bringing forward a mixed development that will contain a residential element.	✓	Development would be adjacent to the NEA, which continues to be built out at a good rate. Site would be in an attractive setting on the edge of the city. Development would require planning permission and would have a lead in time given that the homes would be part of a wider redevelopment scheme. Homes could be built out in 12-18 months. Reasonable to assume that this could be within the 5 year period.	30	U
National Badminton Centre, Loughton Lodge	130	B/G	✓	The site is currently home to the National Badminton Centre. The site is adjacent to another residential development and the main access route is via the residential area of Loughton. Adjacent open space is also included in the overall site area, which has been assessed as potentially suitable for residential development.	✓	The site is currently in use as a training facility. However the landowners are in pre-application discussion regarding provision of a replacement facility and	✓	The development of the site is integral to the delivery of an enhanced sports facility elsewhere in the city. The landowner has commenced the application process through submitting an EIA screening opinion request and is committed to delivery of the scheme. Site will clearly have a lead in time for development, but it is felt reasonable to assume that development on site would start within the next couple of years, subject to planning permission being granted, with development	130	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site details			Deliverability						Urban/rural?	
Address	Site total 10	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
						redevelopment of the existing site for housing.		taking approximately three years to complete.		
Employment site, Olney	35	G	✓	Site is allocated in the Local Plan (2005) for employment use. Site has been partially built out but remainder of the site has proved a generally bad location for employment use. Site benefits from existing access. Site would be isolated from other residential development, but would still be generally suitable for housing.	✓	The landowner has indicated that they wish to pursue residential development given the lack of demand for employment uses on the site.	✓	The developer has indicated that once they have secured planning consent, they would begin development of the site themselves. The site is flat , with no constraints to development. It could be built out within 12 months. It is therefore felt to be reasonable to assume the site will be built out inside the 5 year period, subject to planning permission being granted.	35	R
Land adj to Brair Lodge, Stacey Bushes	20	B	✓	Site of a former residential facility. Now cleared for redevelopment. Neighbourd on three sides by residential properties. Close to local amenities. Area of car parking may also be suitable for development.	✓	Site partly in Council owned site with options being considered for redevelopment. Pre-app discussions ongoing	✓	Options for the Council part of the site have been assessed and a residential development of bungalows to meet identified housing need is being pursued. No particular constraints to development. Site is already cleared and awaiting redevelopment. Good access to the site already available. Could be built out within one year	20	U

## Appendix 1: Five Year Land Supply- Schedule of Sites

Site details			Deliverability						Urban/rural?	
Address	Site total <sup>10</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)		Potential Delivery 2013 to 2018
						regarding part redevelopment of part of adjoining car park.		once planning permission is granted. May be additional homes delivered through part redevelopment of adjoining car park, which is in private ownership.		
Network House site, Newport Pagnell	80	B	✓	The site is allocated in the Local Plan (2005) for employment use. It currently contains a very out of date office block, which is vacant, and a number of small warehouse units which are also outdated. There is a recent residential development on the adjacent site. An existing access point of the site is already available.	✓	The site is in the ownership of a house builder who is involved with pre-app discussions. They have indicated that they intend to commence development on site once planning permission is granted.	✓	The developer has indicated that once they have secured planning consent, they would begin development of the site. The site would require some site clearance but there are no tenancy issues delaying development. The site is in an attractive setting, close to the centre of a market town, making it a marketable location. The site could be built out in two years meaning that subject to planning consent being granted and development starting within the next three years, it is reasonable to assume the site will be built out in the 5 year period.	80	R
Rural windfall allowance	175	B		The windfall assessment, prepared in accordance with the NPPF indicates that an allowance of 35 homes per year from the development of small scale sites can be justified in the rural area (see text elsewhere in the report).					175	R
Urban windfall	300	B		The windfall assessment, prepared in accordance with the NPPF indicates that an allowance of 60 homes per					300	U

**Appendix 1: Five Year Land Supply- Schedule of Sites**

Site details			Deliverability							Urban/rural?	
Address	Site total <sup>10</sup>	Brownfield/ greenfield	Suitable?	Suitability conclusions (at November 2012)	Available?	Availability conclusions (at November 2012)	Achievable?	Achievability conclusions (at November 2012)	Potential Delivery 2013 to 2018		
allowance				year from the development of small scale sites and large conversions can be justified in the urban area (see text elsewhere in the report).							
<b>Total</b>									<b>840</b>		

## **Appendix 2 – List of small permitted garden developments in the rural area**

55 Chichley Street, Newport Pagnell – 4  
106 Olney Road, Lavendon - 1  
22 Long Street Road, Hanslope – 1  
16 Chalmers Avenue, Haversham – 1  
40 Station Road, Bow Brickhill – 1  
1 Prospect Place, Castlethorpe – 1  
Fox Covert, Castlethorpe – 1  
65-67 Station Road, Castlethorpe – 1  
7 Weavers End, Hanslope – 1  
61 Williams Close, Hanslope – 1  
9 Purcell Drive, Newport Pagnell – 1  
97 Western Road, Olney – 1  
57-59 Moores Hill, Olney – 3  
42 Elms Grove, Woburn Sands – 1  
8 Spring Grove, Woburn Sands – 1  
9 Spring Grove, Woburn Sands – 1  
31 Aspley Hill, Woburn Sands – 1  
RO 9 Newport Road, Hanslope – 10

Total - 32



## Appendix 3 –CLG advice on calculating a 5 year land supply

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### Advice Produced by Communities and Local Government

#### Demonstrating a 5 Year Supply of Deliverable Sites

#### Background

1. Planning Policy Statement 3 requires local planning authorities to maintain a rolling 5-year supply of deliverable land for housing as this influences how planning applications are determined (see PPS3 paragraphs 68-73).
2. In particular, PPS3 paragraph 71 states that 'where Local Planning Authorities cannot demonstrate an up to date 5-year supply of deliverable sites..., they should consider favourably planning applications for housing, having regard to the policies in this PPS including the considerations in paragraph 69'.
3. It follows that where an LPA can demonstrate a 5-year supply of deliverable sites then they should consider planning applications having regard to PPS3, existing Development Plan policies as well as other material considerations.

#### Purpose

4. This paper sets out advice to Government Offices and the Planning Inspectorate in considering whether Local Planning Authorities are able to demonstrate a 5-year supply of specific sites which are deliverable in the terms of paragraph 54 of PPS3. This applies both to initial assessments as well as those carried out as the 5-year land supply is regularly reviewed and rolled forward, as required by PPS3.

#### Approach

5. There are four main stages:

- i) identify the five year period. This will usually be done when Annual Monitoring Reports are being prepared. The five year period should start from the following April. So, for Annual Monitoring reports submitted in December 2010, the five year period will be April 2011 to March 2016.
- ii) local planning authorities should identify the level of housing provision to be delivered over the five year period. This means using housing provision figures in the most recently adopted part of the development plan, adjusted to reflect the level of housing that has already been delivered (within the lifetime of that part of the plan). In cases where the Local Development Framework does not yet take account of newer housing figures in the Regional Spatial Strategy, then the Regional Spatial Strategy figures should be used. In the unlikely event that figures do not exist for the five year period, then emerging figures should be used and, in-line with paragraph 60 of PPS3, it may be necessary to update the housing market and land availability evidence bases and initiate a review of relevant Local Development Documents so authorities are able to continue to maintain an up-to-date five year supply of deliverable sites
- iii) identify sites that have the potential to deliver housing during the following 5 years. Potential sites include those that are allocated for housing in the development plan, sites that have planning permission (outline or a full planning permission that has not been implemented) and specific, unallocated sites that have the potential to make a significant contribution to housing delivery during the 5 year period. Such unallocated brownfield sites would normally have been identified by the Local Planning Authority as being suitable for a housing use and have made sufficient progress through the planning process at the time of the assessment to be able to be considered deliverable in the terms of paragraph 54 of PPS3.

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## Appendix 3 –CLG advice on calculating a 5 year land supply

iv) assess the deliverability of the identified potential sites. Paragraph 54 of PPS3 says that to be deliverable, sites should:

- Be available - the site is available now
- Be suitable - the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities
- Be achievable - there is a reasonable prospect that housing will be delivered on the site within five years.

### Assessing Deliverability

6. Local Planning Authorities will need to assess whether potential sites are deliverable in the terms of paragraph 54 of PPS3, drawing upon up-to-date information and ensuring that their judgements are clearly and transparently set out, noting any assumptions made. It is important that developers and local communities understand the basis on which the assessment is made.

Deliverability Criteria	Assessing Deliverability
Available	Does the information that supports either the allocation of a site in an up-to-date plan (subject to planning permission), or the granting of a planning permission, clearly indicate that site is available now? If existing information is not sufficient, it may be necessary for the Local Planning Authority to gather further, up-to-date evidence by discussing availability of the site with relevant developers/landowners.
Suitable	Can sites that are allocated or have planning permission be regarded as being suitable? This will usually be a reasonable assumption, but it may be necessary to assess whether circumstances have changed (e.g. since a site was allocated) that would alter the suitability of the site for housing.
Achievable	Does the information supporting the site allocation or planning permission clearly demonstrate that there is a reasonable prospect of housing being delivered within 5 years? It may be necessary to discuss with relevant developers/landowners and/or analyse current housing market conditions in order to make an informed judgement about this.

7. Unallocated sites may be included in the 5 year supply of deliverable sites, but only where the Local Planning Authority is satisfied, having considered the particular circumstances of the specific site, that the site will meet all the tests of deliverability in paragraph 54 of PPS3 and will make a significant contribution to the delivery of housing during the relevant 5 year period. As indicated above, such unallocated sites would normally have made sufficient progress through the planning process to be able to be considered deliverable in the terms of paragraph 54 of PPS3.

8. Unallocated sites that are not likely to make a significant contribution to the delivery of housing during the relevant 5-year period should not be taken into account in an assessment of the 5-year supply until a planning permission has been granted and the land supply is being reviewed.

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## Appendix 4 – Windfall analysis

### Windfall Analysis, April 2012

#### 1. Introduction

- 1.1 Windfall development was defined in Annex 2 of the National Planning Policy Framework (NPPF) as:

*“Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available”.*

- 1.2 The now deleted Planning Policy Statement 3: Housing, gave examples of potential sources of windfall sites including closed factories or small sites such as a residential conversion or a new flat over a shop.
- 1.3 This report has been prepared to assess the contribution of windfall development to the housing growth of Milton Keynes. It takes a historic look at windfall completions over the last 10 years, using the findings of this work to identify trends in provision and assess the potential level of windfall development that could be expected to occur in Milton Keynes in the future.
- 1.4 The report covers a period from 1<sup>st</sup> April 2002 up to the end of the most recently completed full monitoring period, 31<sup>st</sup> March 2012, drawing on data collected in the Council’s housing database.

#### 2. What does the monitoring information show us?

- 2.1 Housing monitoring shows that over the period between 2002 and 2012 there were 14,378 (net), housing completions in Milton Keynes, an average of 1,438 per annum. 1,273 (9%) were in the rural area and 13,105 (91%) were in the designated urban area.
- 2.2 There were 2,577 windfall homes built in this period. This is an average of 258 per year across the whole Borough. 2,061(80%) of these were within the designated urban area of Milton Keynes. 516 (20%) were in rural settlements outside the urban area.
- 2.3 This means that over the last 10 years on average there have been 206 homes per annum in the urban area and 52 homes per annum in the rural area completed on previously unidentified sites.
- 2.4 Windfall development accounted for 18% of all completions in the Borough between 2002 and 2012. In terms of rural development, windfall accounted for 41% of all housing completions. In the urban area windfall development accounted for 16% of all completions. This information is summarised in Table 1 below.

## Appendix 4 – Windfall analysis

**Table 1 - summary of housing completions information**

	<b>Completions</b>	<b>Windfall completions</b>	<b>Annual average windfall</b>	<b>% windfall of total completions</b>
<b>Urban</b>	13,105	2,061	206	16%
<b>Rural</b>	1,273	516	52	41%
<b>Overall</b>	14,378	2,577	258	18%

### **3. Completions by settlement**

- 3.1 This section looks more closely at the location of the windfall developments, considering where the 'hot spots' for windfall sites are.
- 3.2 In the urban area, a significant number of the windfall developments have been found in the older parts of the city with 31% (640) of urban windfall homes being developed in Bletchley and 22% (452) in Wolverton/Wolverton Mill. Together these two settlements account for 53% of the urban windfall completions over the last 10 years. This suggests a correlation between the age of an area and the prevalence of windfall development.
- 3.3 There were still 930 (93 per year on average) windfall completions within city estates, showing that despite being newer, opportunities for their (re)development still exist.
- 3.4 In the rural area, Newport Pagnell (223 windfall completions / 43% of total rural windfall completions) was the hot spot for windfall development. Olney (85 / 16%) also had a significant amount of windfall development over the 2002-2012 period.
- 3.5 However, 41% of rural windfall completions were also spread across the smaller rural settlements. In total there were windfall completions in 26 of the 28 rural settlements, showing the wide availability of windfall opportunities. This information is summarised in Table 2 overleaf.

## Appendix 4 – Windfall analysis

**Table 2 - windfall completions by settlement**

<b>Rural area</b>	
Newport Pagnell	<b>223</b>
Olney	<b>85</b>
Woburn Sands	<b>10</b>
Other settlements	<b>198</b>
<b>Urban area</b>	
City Estates	<b>930</b>
Bletchley	<b>640</b>
Wolverton	<b>452</b>
Stony Stratford	<b>39</b>

### 4. Completions by size of site

- 4.1 Across the Borough, windfall development sites range in size from one dwelling to 300. However, the vast majority of sites (87%) are for five dwellings or less. This extends to 92% including sites up to ten dwellings in capacity. In total, windfall development on sites of 5 dwellings or less accounted for 26% of windfall development (units on sites of 10 dwellings or less accounted for 34% of all windfall completions). This is an average of 67 dwellings per year over the last 10 years on sites of five or less dwellings across the Borough, and 86 per year on sites of 10 dwellings or less.

#### Rural area

**Table 3 - Completions in the rural area by size of site**

	<b>COMPLETED</b>		
	<b>Units</b>	<b>Sites</b>	<b>% of completions</b>
5 and under	307	204	59%
6 to 10	77	10	14%
11 to 20	54	4	12%
21 to 30	29	1	6%
31 to 50	49	1	9%
51 to 100	0	0	0
100 +	0	0	0
	<b>516</b>	<b>220</b>	

- 4.2 In the rural area it can be seen that 59% of rural windfall completions are part of developments of five or less dwellings. These sites average 31 homes per year over the last 10 years. 73% of homes have been completed on sites of 10 dwellings or less – on average 38 homes per year.

## Appendix 4 – Windfall analysis

- 4.3 When considered against overall completion rates in the rural area over the same period (1,273) it can be seen that 24% of all completions in the rural area are windfall completions from sites of fewer than five units. This extends to 30% for windfall completions of sites of 10 or less.
- 4.4 There have been very few larger rural windfall sites over the last 10 years. This is likely to be as a result of a fairly up-to-date Local Plan (adopted in 2005) being in place which had identified a number of the major brownfield rural housing sites, such as Nampak in Woburn Sands, Renny Lodge in Newport Pagnell and the Cowper Works in Olney.
- 4.5 Given that the current Local Plan is now several years old and the majority of allocated sites have been developed, it is likely that there may be an increase in large scale windfall development ahead of a replacement plan being adopted.
- 4.6 More recently (during 2011/12), 49 specialist dwellings for the elderly were completed in Newport Pagnell, as an extension to an existing scheme. This type of development has become more prevalent across the whole of Milton Keynes as the population ages, with a similar scheme permitted in Woburn Sands.

### Urban area

**Table 4 - Completions in the urban area by size of site**

	COMPLETED		
	Units	Sites	% of completions
5 and under	360	207	17%
6 to 10	125	16	6%
11 to 20	205	13	10%
21 to 30	182	6	9%
31 to 50	75	2	4%
51 to 100	309	4	15%
100 +	805	6	39%
	<b>2061</b>	<b>254</b>	

- 4.7 The profile of urban windfall sites is distinctly different to that of the rural area. As in the rural area a significant number of homes have still being delivered from windfall sites of five or less dwellings (an average of 36 per year/17% of total windfall completions) and sites of 10 dwellings or less (49 per year/24%). However, there have also been a greater number of larger windfall sites developed in the urban area than in the rural area. This is likely to be due to the wider scope for redevelopment opportunities in urban locations.
- 4.8 The 485 dwellings which come from sites five or less dwellings is still a significant number, despite it contributing just 4% of total urban completions (13,105) over the last 10 years. This is significantly different to the contribution made in the rural area from small sites (30%).

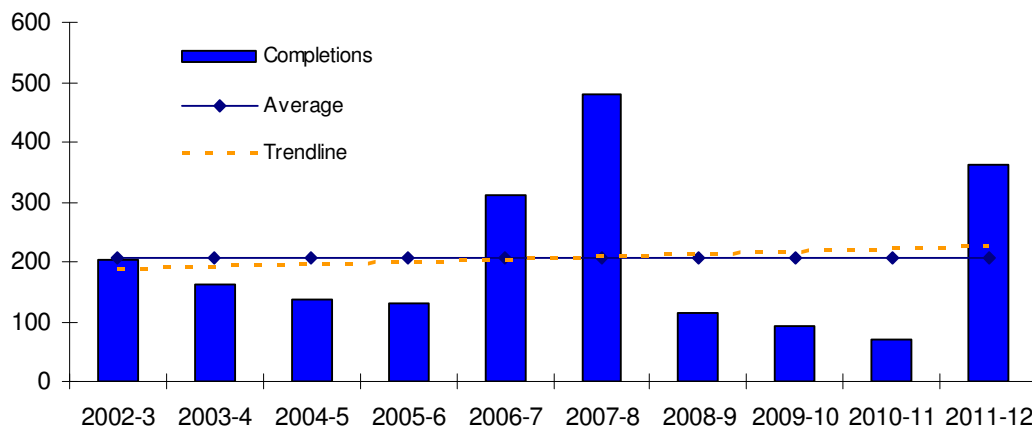
## Appendix 4 – Windfall analysis

- 4.9 Of the larger sites (31+ dwellings), 8 of the 12 sites are in either Bletchley or Wolverton, reflecting the contribution made by sites in the older parts of the city. The sites predominantly involve the redevelopment of former industrial buildings, old schools sites and office blocks. However, the sites also include developments which make more efficient use of land elsewhere in the city, such as at the hospital where 109 new homes for nurses were built in 2007 on an underused greenspace.
- 4.10 Increasingly over the last couple of years, the development of land allocated for other purposes, particularly employment, has seen windfall development. Two schemes at Shenley Wood and Walton are on land allocated for employment use on the Proposals Map, but which has not been developed since the designation of Milton Keynes. This type of development could become more prevalent in the future as pressure to developed un-used greenfield sites within the city increases, and assessments show that land is no longer needed for it's proposed use.

### 5. Timing of completions

- 5.1 The nature of windfall development means that sites can come forward at any time. The following section charts how annual windfall completion rates have changed over the last ten years.

**Figure 1 - Urban windfall completions**



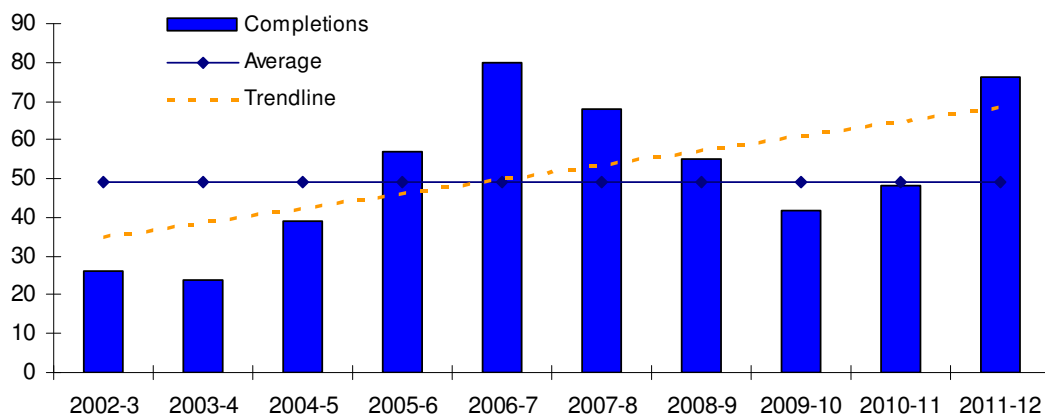
- 5.2 It can be seen from figure 1 that urban windfall completions have generally become slightly more prevalent over the last ten years (hashed trendline). This would suggest there is a trend towards increasing rates of windfall development in the urban area. However, it can be seen that in the years 2008-2011, there was a 'lull' in windfall completions, This is likely to have been as a direct result of the economic downturn, which had an impact on the housing market in general, with less risks to development being taken. The peak in completions between 2006-2008, along with

## Appendix 4 – Windfall analysis

this lull, suggests that there is a direct correlation between the state of the economy and the level of windfall development.

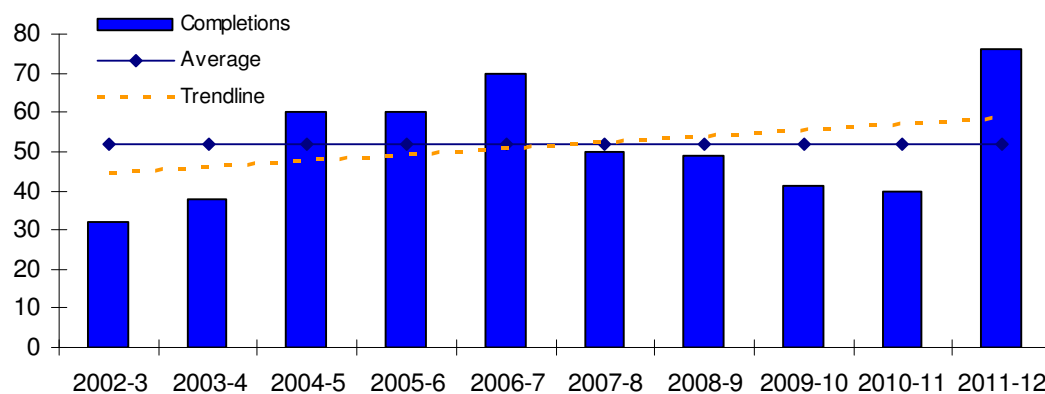
- 5.3 Completions in the last year suggest that the lull accompanying the recession is over and windfall development is strong again, which is further supported by the figures for the units under construction, as is discussed later in this report.

**Figure 2 - Urban Completions Under 10 units**



- 5.4 When looking at sites for ten or less dwellings across the urban area, which are the most common source of windfall completions, there appears to be a more consistent level of completions, particularly since 2005. Over the 10 year period, there have been an average of 49 homes per year on small sites of 10 or less units. The trendline suggests that over the last ten years there has been a trend towards increasing completions from small sites in the urban area. The high level of completions in the last year, and during the economic down turn from 2008 to 2011, shows the ongoing supply of small sites.

**Figure 3 - Rural Windfall Completions**

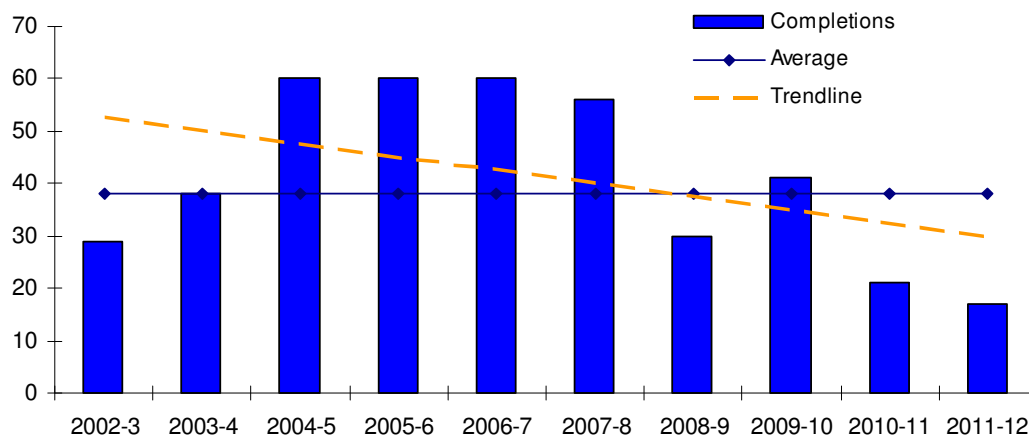




## Appendix 4 – Windfall analysis

- 5.5 The overall trend in rural completions is similar to that in the urban area, with an increasing trend in increasing windfall completions. Over the 10 year period there have been an average of 52 windfall completions each year in the rural area.
- 5.6 From figure 4 below, it can be seen that when windfall sites of 10 or less dwellings are considered on their own, there appears to be a trend towards decreasing completions from small sites (the average rate of completions is 38 homes per year). However, pre-economic downturn there was a period where there were consistently 60 homes per year developed from small windfall sites, which heavily influences this trendline.
- 5.7 Current monitoring shows that on sites for 10 homes or less in the rural area there are already 33 units either completed or under construction at the halfway point of 2012/13, meaning small site completions are likely to return to around the average level this year.
- 5.8 There are also a further 114 units with full planning permission on sites of 10 or less units in the rural area which have yet to being construction. Making an assumption that 85% of permissions on small sites are implemented before they expire indicates that within the next 3 year, a minimum of 98 units (c.33 a year) are already likely to come forward before any new permissions granted and implemented in the period are considered.

**Figure 4 - Rural completions- sites under 10 units**



## 6. Ongoing windfall development

- 6.1 As of 1<sup>st</sup> April 2012, there were sites either permitted or briefed for 966 units on windfall sites across the Borough. Of these, 78 have already been completed in this monitoring year, 54 of which are on small sites of 10 or less units. There are currently a further 252 units under construction (108 on small sites).

## Appendix 4 – Windfall analysis

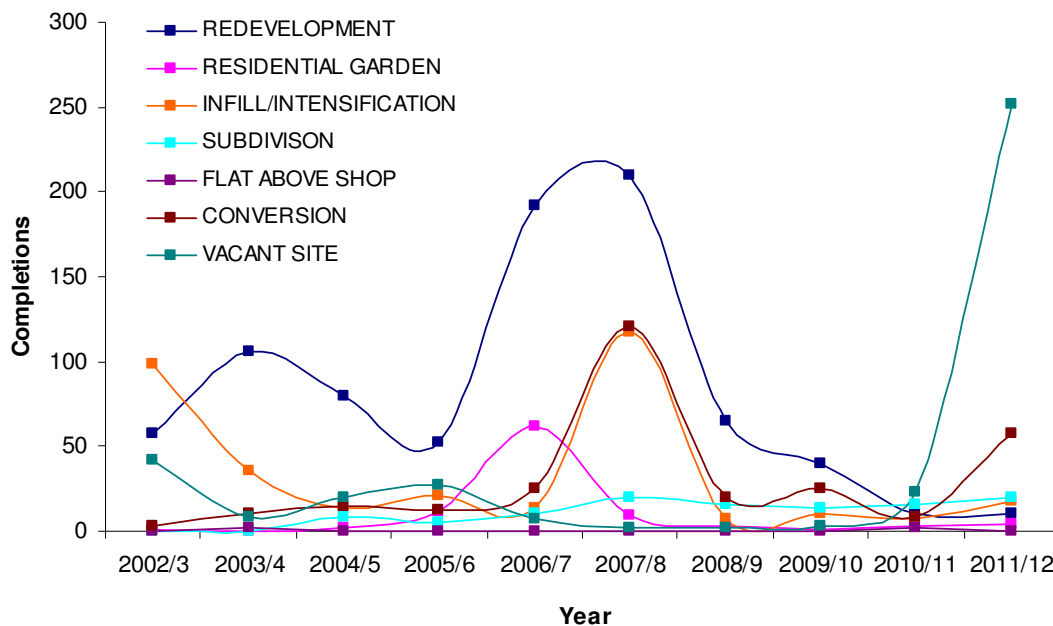
- 6.2 Of the sites either completed already in this monitoring year or under construction, 47 are on sites in the rural area. There are a further 114 units which have permission but which are yet to begin construction.
- 6.3 This indicates strong ongoing demand for windfall sites across the Borough.
- 6.4 Of these sites, Bletchley (sites for 114 units), Newport Pagnell (54), Wolverton (44) and Olney (21) continue to be the hot-spots for small scale windfall development, as identified earlier in the report, although the village of Hanslope also has permission granted for 35 units. The other major sites that make up windfall supply include land previously identified, but undeveloped for employment use on the proposals map, and redundant employment sites.

## 7. Type of site being developed

- 7.1 Figures 5 and 6 below sets out the nature of windfall development since 2002. The description of each development has been analysed to determine the type of site that has been developed for housing, with each completion logged against one typology. The typologies are:
- Redevelopment – demolition of an existing building (of any type) and replacement with housing
  - Residential garden – development clearly in the back gardens of existing residential properties. May involve the loss of one property to access a site.
  - Intensification/infill – the development of housing on sites where there is already housing or an ongoing use which is retained but intensified. Includes sites such as farms, town centre sites and sites associated with existing houses (excluding land that is clearly part of the garden)
  - Sub division – the splitting of existing houses into flats or separate dwellings. Includes dwellings created in extensions to existing buildings as part of a conversion
  - Flat above shop – the creation of flats as part of new build shops (excludes conversions above existing shops)
  - Conversion – the conversion of existing buildings (excluding those already in residential use) to dwellings or flats. Includes large office blocks, small retail/offices uses and disused outbuildings and barns.

## Appendix 4 – Windfall analysis

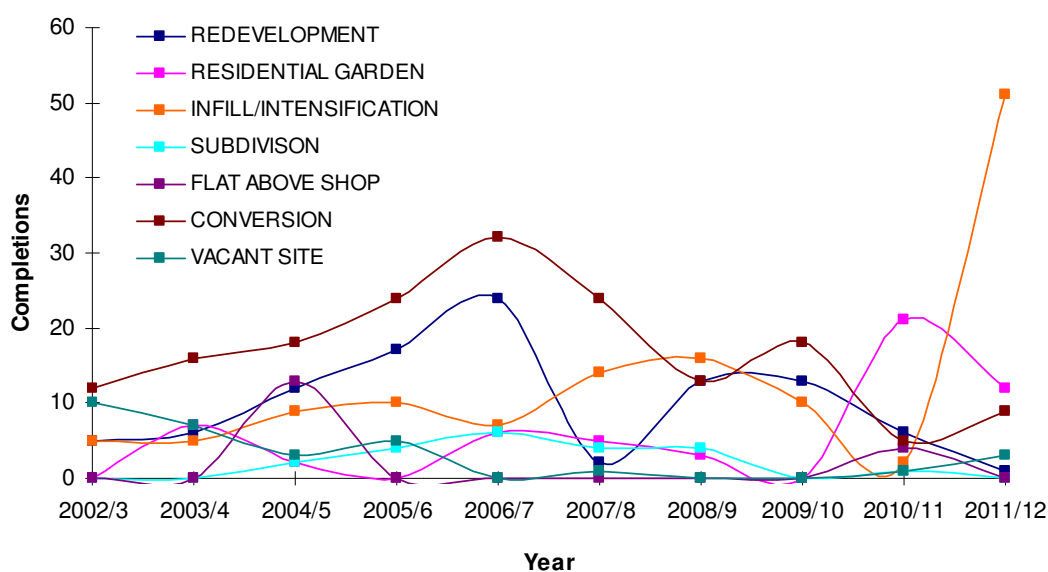
Figure 5 - Nature of windfall sites in the urban area



- 7.2 The main observation from the urban graph is that there has been no clear pattern to the level of windfall development that can be expected from each type of site. The redevelopment of sites is clearly the stand out source of supply, with an average of 82 completions per year over the 10 year period. There have also been 34 homes per year from infill and intensification and 30 homes per year from conversions over the period. Together, these sources of windfall development have contributed an average of 146 homes per year over the last 10 years, out of a total average of just over 200 homes per year.
- 7.3 In terms of development of residential gardens, which the NPPF should be specifically excluded from any windfall allowance in the 5 year land supply, there has been an average of 10 completions per year on garden sites. These have mainly been in the older areas of the city, where homes have larger gardens that can be exploited for development. They have also mainly been single dwellings rather than large scale developments. This may link to the fact that, as a new town, with less older properties with large garden, obvious opportunities for larger scale garden development are limited.

## Appendix 4 – Windfall analysis

Figure 6 - Nature of windfall sites in the rural area



7.4 The graph for completions in the rural area shows a more consistent level of completions from a number of sources. Conversions are the most prevalent source of supply over the last 10 years with an average of 17 per year. These are mainly on small sites, including barns and other farm buildings, but also in town centres where there are disused outbuildings and changes from retail/office type uses. The other main two sources of supply are infill/intensification (13 per year) and redevelopment (10), although the intensification/infill figure is slightly skewed by one significant development in 2011/12.

7.5 In terms of garden developments, there have been an average of 6 per year over the 10 year period. This average reduces to around 3 when just small sites are looked at. An element of the infill/intensification may also be classed as 'garden' land where the description of the development did not make it clear whether the development site was garden land or not.

## 8. Trends and observations for future windfall development

8.1 The key trends are:

- Proportionately, windfall development made more of a contribution to rural housing growth than urban housing growth between April 2002 and March 2012.
- The contribution of windfall development in the rural area (41%) is a significant contribution to the overall supply of housing in the area.
- The 206 units from urban windfall sites is a significant number despite not being proportionately significant as in the rural area.

## Appendix 4 – Windfall analysis

- The completion of homes on small (under 10 units) sites has been fairly consistent over the last 10 years in both the rural and urban areas, with a trend towards increasing completions on such sites in the urban area.
- In the rural area, the majority (73%) of windfall development is on small sites for 10 or less units.
- Windfall development on small sites of 10 or less units has contributed 30% of all rural completions over the last 10 years.
- In the urban area, there is a greater spread in the size of windfall sites.
- There has been a recent increase in the number of windfall completions from within the urban area.
- Hotspots for windfall development are the older parts of the urban area (Bletchley and Wolverton) and the two largest rural towns (Newport Pagnell and Olney). This has been consistent over the 10 year period.

### 9. Conclusions

- 9.1 This section concludes whether it is justified and necessary to include a windfall allowance in Milton Keynes Council’s land supply position.
- 9.2 The NPPF sets out that an allowance for windfall can be made by Local Authorities if:
- They have compelling evidence that such sites have consistently become available
  - Such sites will continue to be a reliable source of supply
- 9.3 Any allowance should be realistic and have regard to:
- The Strategic Housing Land Availability Assessment (SHLAA)
  - Historic windfall delivery rates
  - Expected future trends
  - Should not include residential gardens
- 10.4 This part of the statement looks at the degree to which these requirements can be satisfied and the Council can justify a windfall allowance for the future.

#### Have sites consistently become available?

- 10.5 Yes - over the last 10 years it can be seen that windfall development has consistently provided a significant number of homes across the Borough. At 41% of all completions, windfall development has been integral to delivery of new homes in the rural “rest of the Borough”. At 206 dwellings per year, although not as significant proportionately as in the rural area, windfall development has consistently contributed a considerable number of homes in the urban area.

## Appendix 4 – Windfall analysis

- 10.6 The rate of development from small sites of 10 dwellings or less has been particularly consistent across both the rural (an average of 38 homes per year) and urban (49 homes per year) areas.

### Will such sites continue to be a reliable source of supply?

- 10.7 From an analysis of all windfall completions it can be seen that a large number of homes come from the ad hoc redevelopment of previously developed sites, particularly in the urban area. These sites range in size and use from large scale former employment areas to smaller sites, such as pubs or small workshop style buildings. There is no sign that this form of development has slowed down over the last 10 years. Indeed, the SHLAA has identified a number of potentially developable sites that could come forward at some point in the future.
- 10.8 Conversions have also made a significant contribution over the last 10 years – both large scale conversions of former office blocks and small scale redevelopment of barns or outbuildings. This is likely to continue in the future, particularly given the Government’s intention to support the change of use from B class uses to residential and the challenge presented to landowners by the economic climate.
- 10.9 Small sites of 10 dwellings or less have generally shown a consistency in delivery, and continue to do so through ongoing monitoring). The source of this type of supply is mainly through redevelopment/ conversion/ intensification of existing built up areas. There is no sign that opportunities from this source of development are likely to stop in the future given the continued evolution of the older centres.
- 10.10 Windfall development in the rural “rest of the Borough” has been seen in 26 of the 28 rural settlements, showing a spread of opportunities. There has also been a continual supply of new homes coming from small sites in the main hotspots of Newport Pagnell and Olney, the largest rural settlements, where it is expected that opportunities will continue to emerge as the towns evolve and develop.
- 10.11 In the urban area, small sites also show no sign of slowing down. In the main windfall hotspot area, Bletchley, the trend has been from rapidly increasing supply of homes from sites of fewer than 10 dwellings, indicating that supply could rise in the future. This has partly stemmed from the subdivision of larger homes in the area into flats. The redevelopment of small, informal employment areas has also boosted supply as older sites, likely in the face of competition from newer sites across Milton Keynes, come forward for redevelopment.

### Can a windfall allowance be justified?

#### Rural area

- 10.12 Windfall development has clearly made a significant contribution to development in the rural area. Given that the rural housing requirement is largely based on

## Appendix 4 – Windfall analysis

continuing past rates of development to meet local need, it is felt appropriate to include a windfall allowance for the area.

- 10.13 The SHLAA has identified a number of larger, deliverable brownfield sites. Therefore, if these are to specifically to be included in the 5 year land supply report, although large scale sites are likely to make a contribution in the future, a windfall allowance should not be made in the 5 year land supply position, to avoid duplication with these sites.
- 10.14 Looking specifically at small sites in the rural area, there is no indication that the rate of development will be significantly above or below that seen previously (an average of 38 homes per year). There has been a bit of a lull in completions in recent years, but current monitoring of permissions and construction shows that completions are likely to return to pre-recession levels over the upcoming years.
- 10.15 A small proportion of small scale windfall completions have been on garden sites (around 3 homes per year). Under the terms of the NPPF, these sites should not be included in any windfall allowance.
- 10.16 Therefore, under the requirements of the NPPF, the Council can justify an allowance of **35 dwellings per year** from small scale rural windfall sites.

### Urban area

- 10.17 Over the last 10 years, windfall completions have made a large contribution to total urban completions. Although not as significant proportionately as in the rural area, the number still warrants consideration in land supply terms.
- 10.18 As with sites in the rural area, the SHLAA has identified a number of deliverable brownfield sites. Therefore, these should not be taken into account in a windfall allowance unless they are not specifically included in the 5 year land supply assessment.
- 10.19 Looking specifically at small sites in the urban area, there has been an average delivery of 49 homes per year. These have shown a trend towards increasing over the last 10 years.
- 10.20 Of these completions, a higher proportion have been from small garden development than in the rural area. Over the last period an average of 5 completions have been on small garden sites (out of an average of around 10 per year), leaving an average of 44 units per year from other small sites.
- 10.21 In addition to small sites, there have also been a number of completions from large scale (over 10 dwellings) conversions over the last 10 years (an average of 17 per year). This trend is likely to at least be maintained in future years given a) the proportion of vacant office units across the city b) the aging of this office stock and c) the Government's intention to support change of use from B1 to C3.

## Appendix 4 – Windfall analysis

10.22 As conversions are not specifically addressed in the SHLAA, they can be considered as part of the windfall allowance. Therefore, combined with the allowance from small scale sites (excluding garden development), the Council can justify an urban windfall allowance of **60 dwellings per year**<sup>11</sup>.

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<sup>11</sup> Rounded from 61 for simplicity.



## Appendix 4 – Windfall analysis

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