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Representations on behalf of a private landowner to the  
South Gloucestershire Local Plan Regulation 18  
Consultation: Policies, Sites and Places Development Plan

LAND AT PARKFIELD ROAD, PUCKLECHURCH, SOUTH  
GLOUCESTERSHIRE

8 JANUARY 2016

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## INTRODUCTION

This Representation is submitted by Colliers International on behalf of a private landowner, in relation to land at Parkfield Road, Pucklechurch, South Gloucestershire. Colliers International is instructed to promote this land through the Local Plan making process. The site is 16.9ha of agricultural land outside of the defined settlement boundary.

These representations are made in response to the South Gloucestershire Local Plan Policies, Sites and Places Plan Regulation 18 Consultation (November 2015).

In answering the specific questions posed by the consultation, these representations draw attention to the requirements for plan making set out in the National Planning Policy Framework (NPPF) tests of soundness and the Duty to Co-operate legal and procedural requirements.

QUESTION 1: IF COMMENTING ON A PARTICULAR SITE,  
LOCATION, RURAL VILLAGE OR SETTLEMENT PLEASE  
STATE WHICH?

**Land at Parkfield Road, Pucklechurch, South Gloucestershire**

**Location and Description of the Site**

The land is currently in agricultural use. The site is located within the green belt. The site is outside of the defined settlement boundary, but is not covered by any further designations. The site is located on the western fringe of Pucklechurch.

**Adjacent Land Uses**

Adjacent to the proposed site, to the south, is a large area of residential development. The site is bounded by agricultural fields to the north and west. The site is serviced by Westerleigh Road to the east, Parkfield Road to the south.

The site does not have any known physical constraints relating to topography, access or alike. The site is within Flood Zone 1. The site has been used in agriculture and there is no known potential for contamination or the potential for other key constraints on the site. The site can be suitably accessed from Westerleigh Road and Parkfield Road.

The west of Pucklechurch is characterised by particularly dense residential development. Residential development on the land being promoted would be a continuation of the existing built form on the western fringe of Pucklechurch and would be a logical location for further residential development as it relates well to the town and access roads. It has very little merit in landscape terms and is ready for development now.

QUESTION 2: IT IS CONSIDERED THAT THE DEVELOPMENT  
INDUSTRY'S ABILITY TO DELIVER AN ANNUAL SUPPLY OF  
2,100 HOMES PER YEAR IS NOT FEASIBLE OR PRACTICAL,  
THEREFORE DO YOU SUPPORT THE COUNCIL'S  
APPROACH TO CALCULATING THE 5 YEAR HOUSING  
REQUIREMENTS?

No. The issues relating to undersupply has been largely due to the complexities of seeking to deliver the bulk of housing on two large allocations on complex strategic sites requiring either significant preparatory infrastructure or complex remediation and the sale of a significant brownfield site. North Yate extension has stalled for a variety of reasons relating to the significant scale of required infrastructure improvements whereas Filton Airfield has stalled through matters relating to both site ownership and acquisition/disposal and unrealistic aspirations over value and significant unknown site remediation risks. Had advice from the market at the Core Strategy Examination in Public been heeded, a greater amount of smaller strategic sites would have been brought forward in a planned manner, as demonstrated by the market delivering a significant number of these previously promoted sites as speculative planning applications - most notably to the northern fringe of Thornbury. Therefore it is not our view the development industry cannot deliver an annual supply of 2100 homes per year.

The National Planning Policy Framework paragraph 47 sets out the imperative to boost significantly the supply of housing. The plan will not be consistent with national policy, and is therefore unsound, if the full objectively assessed need for housing is not delivered, especially if any revised target for delivery is artificially constrained by the Council's unfounded assertion that the development industry is at fault.

The rationale to lower the target for 5 year supply will not deal with the under supply of housing and will lead to a widening of the gap. If the Council allocate the correct sites in locations where the market would deliver much needed housing the assertion that increasing the target would *"inflate the annual requirement to in excess of 2,100 units and result in a housing target that cannot be achieved"* is counterproductive and inconsistent with the NPPF.

The council must consider addressing this as soon as practicable as it will result in further under deliverability over the course of the plan period. There is a risk that the gap between the shortfalls of homes projected to be delivered over the next five years will widen. As things stand the council can demonstrate that there are 10,500 dwellings with outline, full, or reserved matters planning permission or have been built since 2006. This is not a plan led approach, it is reflective, and this goes to the heart of the soundness in that the plan is not positively prepared.

The Sedgefield method has been routinely preferred by Inspectors over the Liverpool method and this should not be abandoned because there are adequate sites that can be brought forward if the Council make the appropriate numbers of allocations via this plan making process.

### QUESTION 3: CAN THE MARKET SUPPORT ADDITIONAL SITE ALLOCATIONS IN THESE TOWNS?

It is acknowledged that the council have considered Pucklechurch within their area of search for future development. The land at Parkfield Road, Pucklechurch is capable of coming forward, however the council will need to consider a green belt review to ensure an application can be made. Whilst the whole site is within the Green Belt, it performs limited function associated with the reasons why land should be included within the Green Belt. The site's southern and eastern boundary is bordered by residential properties and Bristol is disaggregated by the Ring Road, Bristol Bath cycle path and Cox Hill. Convergence is unlikely to be achieved through the incremental provision of additional housing as the site sits closer to Pucklechurch than existing linear development stretching out towards Parkfield.

The Rural Settlements and Villages 2015 Topic Paper: Sustainable Access to Key Services and Facilities & Demographic Information (November 2015) assessed 54 village and settlements and out of these 54 settlements Pucklechurch was ranked 27 out of 40 in terms of access to key services and facilities. The land at Parkfield Road is conveniently located only 2.47km away from Pucklechurch Convenience store and 1.77 away from Pucklechurch C of E Primary School. Within the village there are a number of shops, including a bakery, hairdresser, newsagent and a post office, all located within 2.76km from the proposed site. The site benefits from being a short walk of less than a few minutes to the nearest Bus stop. The buses run from Old Sodbury through Yate and Pucklechurch to both Bath and into Bristol City Centre.

The land at Parkfield Road offers the potential to deliver up to 270 dwellings. Land at Parkfield Road would represent an appropriate extension to the existing built up area of Pucklechurch and will be capable of becoming clearly defined by defendable boundaries - the eastern boundary of the site is adjacent to Westerleigh Road.

The site boasts excellent access out of Pucklechurch, to the North, West, and following Westerleigh Road to the East, which allows further access to the A4174, M32 and M4 Motorways facilitating excellent links to both Gloucester and Bristol principally, as well as Cardiff and London, as can be seen from the accompanying site location plan attached at Appendix 1.

With the above in mind Pucklechurch could support the development of our site and we would like to promote this as an allocation for the development of up to 270 dwellings. It would represent an appropriate extension to the existing built up area of Pucklechurch and would not greatly impact on the existing infrastructure. Away from the principle settlements Pucklechurch is the most sustainable location for an allocation.

## QUESTION 4: WILL ADDITIONAL ALLOCATIONS IMPACT ON THE PLANNED CONSTRUCTION RATES OF EXISTING ALLOCATED SITES IN THESE TOWNS?

Additional allocations are required. Planned construction rates on existing allocated sites would only become affected if sites were deemed to be competing with one another within housing market sub-areas. Developers will acquire sites with prospect of achieving planning permission in areas they have little or no presence. South Gloucestershire is fortunate insofar as the District is large and has a number of housing sub-areas where developers seek to have sites. Each of the following locations, for example, can be considered to have their own housing market sub-areas: Thornbury, Yate, Charfield, Lyde Green, Pucklechurch, Westerleigh, Frampton Cotterell, Siston, Emersons Green and Oldland Common. It would not be uncommon for a PLC to have a number of sites across each of these locations – as evidenced by the previous consultation and call for sites.

Additional land should be allocated to ensure flexibility of supply and sustainable locations should be considered to be first priority in selecting further sites for allocation. The housing market is vibrant in South Gloucestershire and additional site allocations within Pucklechurch would allow people to have a choice of the type of home and setting to live and work. The land at Parkfield Road would contribute to the shortfall of housing in the five year housing land supply. Lyde Green has performed exceptionally well and will continue to do so through to completion. Once Lyde Green has completed Pucklechurch will provide an excellent additional development location for the accommodation of much needed residential development.

## QUESTION 5: WHAT COMMENT DO YOU HAVE ON THE COUNCIL'S APPROACH TO ENSURING IT CONFIRMS WITH THE DUTY TO CO-OPERATE (DTC)?

At paragraph 7.1 the council have acknowledged the principles of 'Duty to co-operate'. Section 110 of the Localism Act states "requires that councils and public bodies 'engage constructively, actively and on an ongoing basis' to develop strategic policies'. Although we agree that the council have acknowledged the principles of 'Duty to co-operate' there is no evidence to show how the council will engage with **all** neighbouring authorities over the issues of housing supply and it is not clear that there are any objectives of what they hope to achieve if they do engage any other LPA's. This is particularly disappointing when at question 2 the Council have made the assertion that the FOAN is unlikely to be achievable within the confines of the Authority.

The Planning Practice Guidance online resource describes the Duty to Cooperate at Paragraphs: 001, 002, 003, 012, 017 and 019.

Paragraph 001 Reference ID: 9-001-20140306

- The Duty to Cooperate is not a duty to agree
- Local Planning Authorities must be able to demonstrate how they have complied with the Duty; and
- ...cooperation should produce effective and deliverable policies on strategic cross-boundary matters.

Paragraph: 002 Reference ID: 9-002-20140306

- The Duty to Cooperate is separate from but related to the test of soundness.

Paragraph: 003 Reference ID: 9-003-20140306

- Although the Duty to Cooperate is not a duty to agree, LPAs should make every effort to secure the necessary cooperation on strategic cross- boundary matters before submission. Refusal by one authority to co-operate should not prevent the plan-making LPA from submitting. But it must show robust and comprehensive evidence of the efforts made to secure co-operation.

Paragraph: 012 Reference ID: 9-012-20140306

- Cooperation should take place throughout Local Plan preparation, starting with initial evidence gathering and continuing through to strategy development and submission and looking beyond into delivery and review. Failure to demonstrate compliance with the duty cannot be corrected after submission.

Paragraph: 017 Reference ID: 9-017-20140306

- LPAs who want to agree a joint planning strategy but are not submitting plans in the same broad timeframe should try to enter into formal signed agreements, demonstrating commitment to an agreed strategy on cross-boundary matters.

Paragraph: 019 Reference ID: 9-019-20140306

- If the plan's proposals cannot be delivered because the LPA has been unable to secure co-operation from others, Inspectors will look for robust evidence to show that the Council has done all it can in that respect.

As currently presented the Council have not demonstrated that they have consulted with any neighbouring authority, what they consulted on, whether there is a clear vision underpinning the consultation and whether their objectives have been met through opening dialogue with the neighbouring authorities. Therefore it cannot be said that the Council appears to have met the requirements for the Duty to Cooperate.

QUESTION 6: TO ENSURE DELIVERY WITHIN A 5 YEAR  
TIMESCALE, DO YOU AGREE WITH THE 150 LIMIT AND THE  
BASIS FOR HOW THE COUNCIL HAS ARRIVED AT THIS?

No. The Council have set this limit arbitrarily. Each site presents its own case and has very distinct profile of ownership, technical and non-technical constraints and each of these will impact on the deliverability and likelihood of being deliverable within 5 years. Sites with more than one developer for example may deliver twice as many houses as a site with one developer. Equally, a site with multiple ownerships may take longer to complete a disposal than a site in single ownership.

Currently the longest part of any process of site delivery is S106 negotiations and that is regularly constrained by Council resourcing as opposed to landowner or developer issues. That being said, more generally a straightforward site following allocation for housing takes under a year to submit a planning application and will begin to deliver towards the middle of year 2. A single developer might deliver at a rate of two/three dwellings per month and sites with two developers double that rate, etc

Allocations of sites between 50 and 200 dwellings for single developers should be considered appropriate. Any sites beyond 250 dwellings are unlikely to be fully built out within five years however they should not be discounted as those not requiring significant infrastructure improvements will be able to contribute to the delivery of housing as much as any site up to 150 dwellings..

## QUESTION 7: DO YOU HAVE ANY COMMENTS ON THE SOUNDNESS OF THIS SEQUENTIAL APPROACH FOR ASSESSING POTENTIAL HOUSING SITES?

Paragraph 16.1 identifies the North and Eastern Fringes of Bristol (including brownfield land) and the market towns of Yate & Chipping Sodbury and Thornbury, as the areas with the best access to key transport, services, facilities and employment and directs future development towards those sustainable locations. Other locations within South Gloucestershire are also capable of being considered sustainable, however it is agreed that the principle settlements can contribute more readily than some of the peripheral towns and villages.

We support the recognition by the Council that these existing built up areas offer the greatest opportunity to deliver additional housing. However, it is recommended that the council consider locations outside of these principle settlements. The land at Parkfield Road is located on the edge of Pucklechurch and is well located to benefit from existing key services, excellent transport connectivity and benefits from being situated within easy walking distance from the village centre.

The sequential approach taken to assess locations and sites for further housing allocations needs to consider the sustainability criteria and the performance of each site when considered against those. Paragraph 16.4 should go further that stating *“if it is not possible to find sufficient sites to meet the 5 year land supply shortfall then consideration will need to be given to whether this constitutes grounds to consider Green Belt sites, including a Green Belt review to test how the area contributes to the national Green Belt purposes”* by stating a commitment to measuring sites in the Green Belt against both their performance within the Green Belt and also each site’s performance against sustainability criteria set out in the NPPF.

We strongly encourage South Gloucestershire to consider a full Green Belt review because the most appropriate sites for development to assist with meeting the gap in housing land supply can be found to be inappropriately designated within the green belt. In order for the land at Parkfield Road to be bought forward for development it must be removed from the Green Belt.

QUESTION 8: DO YOU CONSIDER ANY OTHER RURAL  
VILLAGES OR SETTLEMENTS SHOULD BE SUBJECT TO  
THE SUSTAINABLE ACCESS TO KEY SERVICES AND  
FACILITIES ASSESSMENT?

No.

QUESTION 9: DO YOU AGREE WITH THE RANGE OF KEY  
SERVICES AND FACILITIES USED FOR THE ASSESSMENT  
OF SUSTAINABLE ACCESS?

We agree with the range of services and facilities used for the assessment of sustainable access. The Rural Settlements and Villages 2015 Topic Paper assessed 51 villages and settlements and identified that out of these 51 locations Pucklechurch was awarded 27 out of 40 points. This also demonstrates that in our view land at Parkfield Road would be a sustainable location for further development to assist in in meeting the shortfall in 5 year housing land supply.

## QUESTION 10: DO YOU AGREE WITH THE RANKING OF THE RURAL VILLAGES AND SETTLEMENTS?

Yes. As highlighted in the table set out on page 22 of the consultation document Pucklechurch has been identified as having good access to key services and facilities with potential development land within the Green Belt.

Pucklechurch is capable of expansion and incremental growth is critical to maintaining a healthy level of services, especially in more rural locations. The additional housing will assist in the continued use of local services and assist in employment and economic growth.

## QUESTION 11: DO YOU HAVE ANY COMMENTS ON STEP 2?

At paragraph 19.2 we acknowledge that the council have recognised that “*boosting housing numbers in specific settlements to support or enhance access and availability of key services and facilities, may lead to more sustainable outcomes*”. Taking a more strategic view of delivery of housing is not for the Policies Sites and Places Plan given the threshold is currently at 150 dwellings per site. The Step 2 level of strategic planning should be more holistic and seek to allocate much larger tracts of development land that can subsidise the improvement of key infrastructure. Thornbury, whilst it is a strategic settlement, is poorly serviced to the north east by the feeder roads connecting to the A38 and as a consequence is likely to require fundamental and significant infrastructure improvements to facilitate the growth on ‘white’ land. North Yate and Chipping Sodbury requires further infrastructure work to unlock the full development potential in the area. The only opportunity for larger site allocations remains the release of land for development within the Green Belt.

The PSP should consider simply an approach of delivering sites of 50 to 250 dwellings in a number of sustainable locations and leave the macro scale strategic planning to the West of England Partnership JSP. AS such, a green belt review for medium scale sites that do not perform well against the Green Belt principles in the NPPF will be sufficient to bridge the gap in supply.

QUESTION 12: DO YOU HAVE ANY OTHER COMMENTS ON  
THE ASSESSMENT PROCESS SET OUT IN PART 2

We agree with the assessment process set out to identify housing sites which are suitable for allocation within the PSP Plan providing a full green belt review is undertaken and the most sustainable locations are identified as the appropriate location for development, including land at Pucklechurch.

QUESTION 13: DO YOU HAVE ANY COMMENTS ON THE  
PROPOSED SEA/SA APPROACH AND PROCESS?

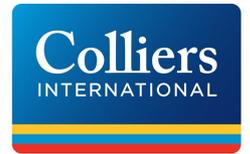
Not at this stage.

## QUESTION 14: DO YOU HAVE ANY OTHER COMMENTS ON THIS CONSULTATION PAPER?

To be 'sound' a plan must be:

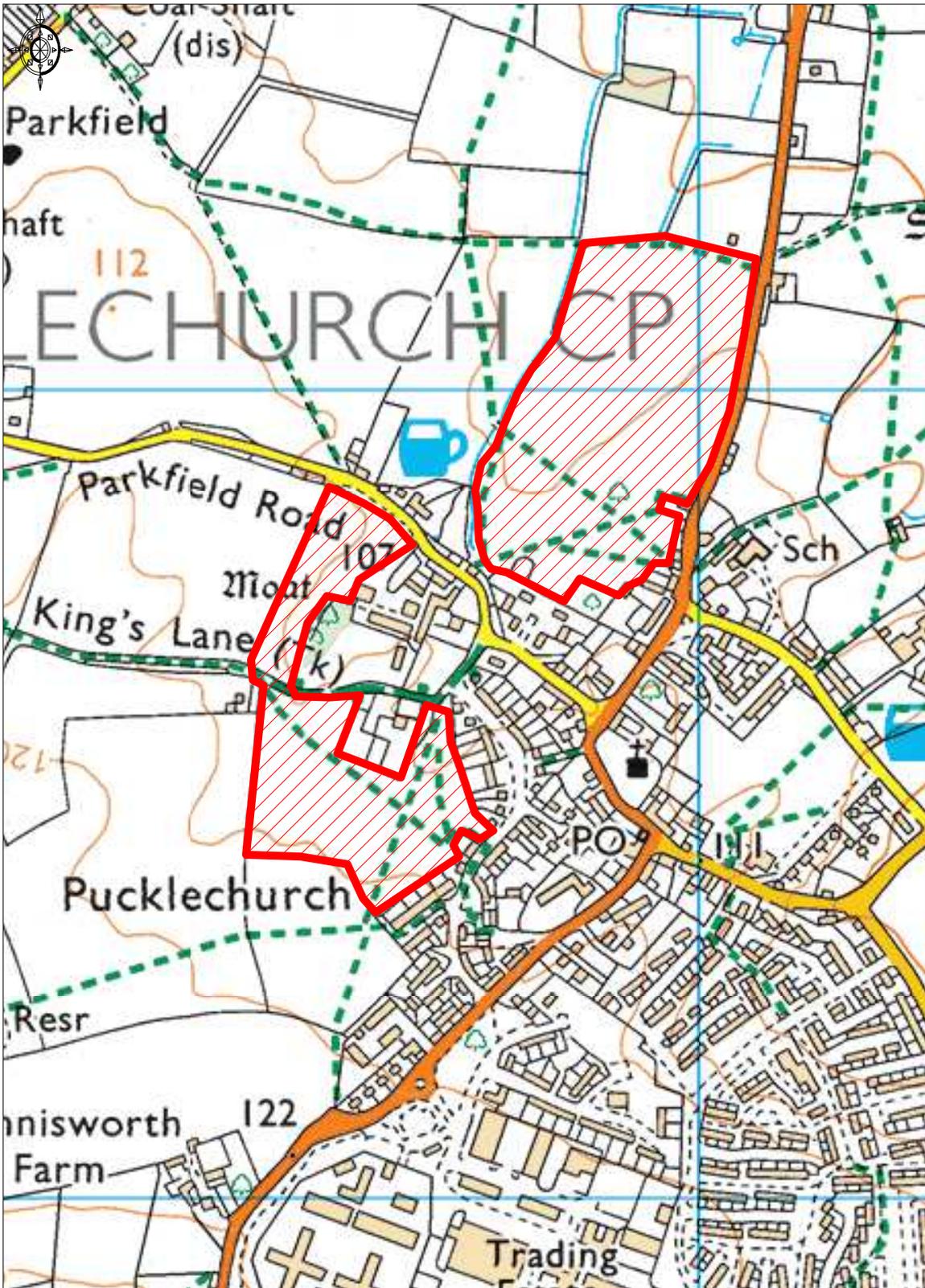
- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

These representations highlight that the Plan should be positively prepared, justified, effective and consistent with National Policy by setting out the requirements and aligning the proposed scope with these requirements.

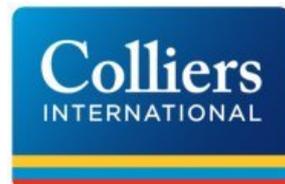


## APPENDIX 1: SITE LOCATION PLAN

# Land at Parkfield Road, Pucklechurch

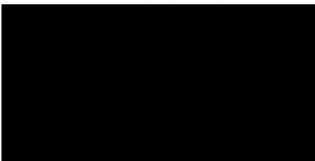


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## CONTACT DETAILS



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# Policies, Sites and Places Plan – Call for Sites Response Form

This form should only be used by landowners and developers that are promoting a site for inclusion in the PSP Plan.

Comments are invited on the issues set out in paragraphs 19.1 – 22.2 of the PSP Plan Regulation 18 Consultation document in respect of the suitability, availability and achievability of potential housing sites. The purpose of these questions is to gauge potential preparedness to engage constructively in a possible planning application process, likelihood of achieving policy compliant schemes and early delivery of dwellings.

Comments related to the general methodology and process should be set out on the response form for the Regulation 18 Consultation document, available online: [www.southglos.gov.uk/PSPconsultation](http://www.southglos.gov.uk/PSPconsultation)

Please note that freedom of Information regulations mean that the Council cannot treat any information supplied confidentially.

For enquiries or assistance please contact the Strategic Planning Policy and Specialist Advice Team 01454 863469 or [planningLDF@southglos.gov.uk](mailto:planningLDF@southglos.gov.uk)

## 1. YOUR DETAILS

**Ref Number (for office use only)**

Name

Tom Stanley

Company/Organisation  
(If relevant)

Colliers International

Address

Colliers International  
Ground Floor  
10 Temple Back  
Bristol

Postcode

BS1 6FL

Telephone

Email address

I am (please tick all those that apply)

|                             |                                     |                         |                          |
|-----------------------------|-------------------------------------|-------------------------|--------------------------|
| Owner of part of the site   | <input type="checkbox"/>            | Land agent              | <input type="checkbox"/> |
| Planning consultant         | <input checked="" type="checkbox"/> | Developer               | <input type="checkbox"/> |
| Affordable Housing Provider | <input type="checkbox"/>            | Amenity/Community Group | <input type="checkbox"/> |
| Local resident              | <input type="checkbox"/>            | Other                   | <input type="checkbox"/> |

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## 2. SITE DETAILS

Site address

Land at Parkfield Road, Pucklechurch

Site Postcode

BS16 9PU

Grid ref. (if known)  
e.g. 367712,177756

ST 69852 76927

Site area (hectares)

16.9 Hectares

Current use(s)

Agricultural land

Relevant Planning History  
(if known please include any relevant planning application reference number(s) and confirm if the site has previously been submitted in response to a call for sites for the PSP or other Local Plan process).

According to the online planning history records the site has no planning history

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## 3. PROPOSED FUTURE USES AND CAPACITY

Please indicate if the proposal is for 100% residential or a mixed use scheme (and if so the intended proportions and respective capacity of each use.)

The proposed development will be for a 100% residential scheme

Please state how your proposal is proportional to the existing size and character of the settlement. E.g. % increase of existing settlement (Demographic data on existing settlement size is set out in the Rural Villages and Settlements Topic Paper (2015)

Please state how your proposal will address/contribute to the community aspirations established during previous consultation rounds of the PSP Plan and listed at Appendix 2 of the November 2015 PSP Plan consultation document

Our proposal will help contribute to the communities' aspirations as set out in the previous consultation rounds of the PSP Plan. Within the PSP Plan (November 2015) consultation document states that Pucklechurch Parish would like to seek accommodation suitable for older people and appropriate management of traffic on local highway infrastructure. The development of site could potentially contribute to providing suitable accommodation for older people. As part of the development of this site it can possibly help to contribute to improvements to road and pedestrian safety.

#### 4. SITE OWNERSHIP AND STATUS

|                               |                           |        |
|-------------------------------|---------------------------|--------|
| I (or my client/organisation) | Is sole owner of the site | [YES ] |
|                               | Owns part of the site     | [ ]    |
|                               | Do not own the site       | [ ]    |

If you are not the owner, or only own part of the site, do you know who owns the site or the remainder of it (please provide details, including a plan showing site ownerships)

The landowner is the sole owner of the site

Does the owner (or other owner(s) support your proposals for the site? [YES]

Is the land for sale? If so how long has it been on the market?

The Land is not currently being marketed

Are there any covenants or other legal issues that may restrict development potential? If so please explain. (including wayleaves and easements)

There are no covenants or legal issues that may restrict the development potential

Has the land been subject to developer interest e.g. initial interest, a feasibility appraisal, option agreement or contract to purchase? If so please provide details including the nature of the option agreement(s) and purchase contract(s), i.e. fixed / minimum value or subject to planning.

Yes, the land is subject to developer interest.

Have any utility searches been undertaken?

[NO]

If so is the site readily serviceable? Please provide details of which utilities are available to the site.

No utility searches have been undertaken

Have or are consultants engaged to undertake any studies or design work?

[NO]

If so who and when? Please provide details. Please indicate if those studies may be made available to the Council?

No studies have been undertaken at present

Please indicate an approximate timescale for delivery (no. of dwellings per year):

| <b>2016/2017</b> | <b>2017/2018</b> | <b>2018/2019</b> | <b>2019/2020</b> | <b>2020/2021</b> |
|------------------|------------------|------------------|------------------|------------------|
| 30               | 30               | 30               | 30               | 30               |

| <b>2021/2022</b> | <b>2022/2023</b> | <b>2023+</b> |
|------------------|------------------|--------------|
| 30               | 30               | 20           |

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## 5. SITE CONSTRAINTS

Has the highway authority been consulted? [Yes]

If so please provide details, of when and any conclusions.

The highways authority has not been consulted at present

Has any proposed scheme been financially appraised? [NO]

If so did the appraisal conclude that a development would be viable and provide a reasonable return to the landowner? [ ]

Can any assumptions and or the appraisal work be provided to the Council? [NO]

Have any soil investigations been undertaken? [ ]

If so was any significant contamination found or need for further investigations advised? Please provide details.

No soil investigations have been undertaken at present

Is the site subject of a Local Green Space nomination or any other such designation? If so please provide details below.

The site has not been nominated for Local Green Space Nomination

*With regard general site constraints the Council retains significant information and expertise with regard these issues. The Council **does not** advise that such studies should be commissioned at this time if not already done so. Depending on the Council's initial considerations interested parties will be advised where necessary if and when additional study work should be undertaken to support a proposed allocation.*

Would the site impact on any landscape, ecological, archaeological or built heritage interests? Please provide use the box below to provide information of any such interests where known and the details of studies undertaken.

In our view without taking further studies the site at Parkfield Road may impact on the landscape as the site is located within Green Belt.

Is the site known to suffer from any flooding issues (river or drainage related)? Please provide details, and of any studies undertaken, in the box below.

The site is located in Flood Zone 1

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## **6. ADDITIONAL COMMENTS**

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The information collected as part this consultation will also be used by the Council in accordance with the data protection principles in the Data Protection Act 1998. The purposes for collecting this data are: to assist in plan making; and to contact you, if necessary, regarding the planning consultation process. Some of the data may be made public as it will form part of the evidence base used to inform the creation of planning policy documents. The above purposes may require public disclosure of any data received on the response form, in accordance with the Freedom of Information Act 2000.