

**Richmondshire Plan Area  
Strategic Housing Land Availability  
Assessment (SHLAA)**

**December 2015**



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## 1.0 Introduction

### Background

- 1.1 This is the fifth Strategic Housing Land Availability Assessment (SHLAA) which has been prepared for the Richmondshire Plan Area (Outside of the Yorkshire Dales National Park).
- 1.2 The National Planning Policy Framework (NPPF, Paragraph 159) indicates that a SHLAA should be prepared “to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period”.
- 1.3 The SHLAA will:
  - Identify sites and broad location with potential for housing development
  - Assess their potential and capacity for housing development
  - Assess their suitability for development and when they are likely to be developed (availability and achievability)
- 1.4 The preparation and completion of the SHLAA will enable the local planning authority in accordance with paragraph 47 of the NPPF to:
  - Identify annually a supply of specific deliverable sites sufficient to provide five years worth of housing against the current plan area housing requirement established in the Richmondshire Local Plan Core Strategy (adopted December 2014).
  - Identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15
  - Illustrate the expected rate of market and affordable housing delivery through a housing trajectory for the plan period.
- 1.5 In accordance with the National Planning Practice Guidance (NPPG, 3-028-20140306) the completion of the SHLAA will also provide the following outputs:
  - a list of all sites or broad locations considered, cross-referenced to their locations on maps;
  - an assessment of each site or broad location, in terms of its suitability for development, availability and achievability (including whether the site/broad location is viable) to determine whether a site is realistically expected to be developed, and when;
  - more detail for those sites which are considered to be realistic candidates for development, where others have been discounted for clearly evidenced and justified reasons;

- the potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when; and;
- an indicative trajectory of anticipated development and consideration of associated risks.

### **Scope of the SHLAA**

- 1.6 Please note the inclusion of a site in the SHLAA does not necessarily mean that it will be allocated for, or granted planning permission for housing development.**
- 1.7 This is because the assessment is an audit of available land which identifies all sites and broad locations regardless of the amount of development needed to meet the objectively assessed housing requirement. The process of the assessment will, however, provide the information enabling the identification of sites and locations suitable for the required development in future Local Plan documents.
- 1.8 The base date for this SHLAA is April 2015. This is to ensure that the 5 year housing land supply can be calculated using the most accurate and available data on net housing completions from housing flow returns. This is because net housing completions are obtained from council tax registrations and there is a data lag in the receipt of this information. The information on the deliverability and availability of sites is however based up to 31<sup>st</sup> October 2015 i.e. the planning status of sites such as whether planning permission has been received or planning applications have been submitted.
- 1.9 The remainder of this document is set out as follows:
- Section 2: Methodology
- Section 3: SHLAA Findings
- Appendices including the Land Supply List, Maps, Trajectory and Assessment Forms.

## 2.0 Methodology

2.1 The 2015 SHLAA was prepared in accordance with the staged approach methodology outlined in the housing and economic land availability assessment section in the NPPG illustrated in figure 1 below.

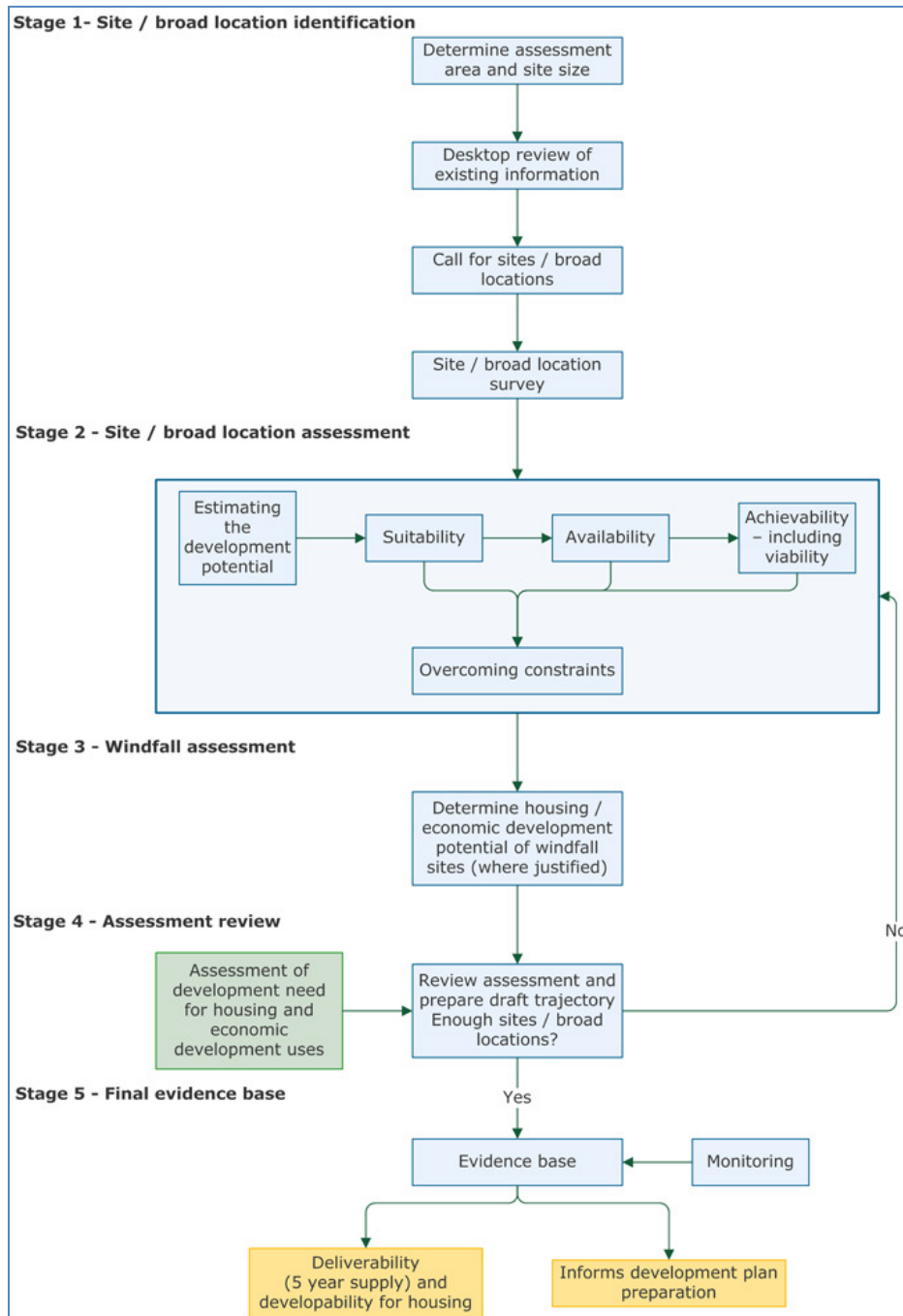


Figure 1: SHLAA Methodology Flow Chart

## **Stage 1: Site / broad location identification**

### **Determining assessment area and site size**

- 2.2 The NPPG (3-007-20140306) states that the assessment should cover the housing market area. The housing market area in Richmondshire is largely self-contained within the District with a small level of interaction with neighbouring local authority areas of Darlington and Hambleton. A degree of wider interaction and moves to other areas of the country including Wiltshire, Hampshire and Scotland can be related to military population moves suggesting an even higher level of containment within the local housing market. The Yorkshire Dales National Park is the local planning authority for the part of the District and housing market within it and produces its own SHLAA and methodology reflecting the additional weight required by paragraph 115 of the NPPF to be given to conserving landscape and scenic beauty in national parks.
- 2.3 The SHLAA was therefore produced for the Richmondshire plan area part of the District, an approach which was agreed with neighbouring duty to cooperate authorities in the preparation of the Local Plan Core Strategy (2012-2028) and which was found sound by an independent planning inspector at examination. The Local Plan Core Strategy (2012-2028) was adopted on the 9<sup>th</sup> December 2014.

### **Who was worked with in production of SHLAA?**

- 2.4 The Council has an established Developers Panel comprising of 10 representatives from organisations active in the development industry in the plan area comprised as following:
- 3 small to medium sized housebuilders and developers;
  - 2 national housebuilders – one of which representing the home builders federation
  - 1 housing association
  - 2 planning consultants; and;
  - 2 land and planning agents
- 2.5 The developers panel were invited to provide comments on the likely suitability and developability of the identified sites along with the assumptions used. Any responses received were taken in to account when determining the overall deliverability and developability of each site.



## Site Size Threshold

- 2.6 The assessment considered all sites and broad locations capable of delivering four or more dwellings. Sites falling below this threshold were included within a small sites windfall allowance (explained in findings section below). NPPG (ID 3-011-20140306) suggests a threshold of 5 or more dwellings however plan makers are able to consider alternative site size thresholds where appropriate. In the Richmondshire plan area, reflecting its rural nature and the relatively modest scale of development requirements, small scale housing sites make an important contribution to overall housing delivery. This is demonstrated by past trends which show that over the last 11 years 519 of the 1342 (39%) total net dwelling completions have occurred on sites of 5 or less dwellings. Taking this context in to account it was considered appropriate to set a SHLAA site size threshold of 4 or more dwellings.

## Site Identification & Review of Existing Information

- 2.7 The NPPG (3-012-20140306) states that plan makers should be proactive in identifying as wide a range as possible of sites and broad locations for development and suggests the types of sites and sources of data that may be particularly relevant. These types of sites were identified along with those from other relevant additional sources to ensure as wide a range of sites as possible are identified as outlined in table 1 below. In total 153 sites and broad locations for growth were identified for assessment across the plan area.

<b>Type of Site</b>	<b>Data Source</b>
Sites within and considered in existing and previous SHLAAs	SHLAA Documents
Sites submitted to the Council by Developers /Landowners /Agents	Formal Call for Sites responses (See below), SHLAA Site Submissions, Local Plan Consultation Responses
Unimplemented Planning Permissions (extant & expired)	Planning Application Records
Implemented Planning Permissions Under Construction	Completion Records (Council Tax Registrations), Planning Records, Contact with Developers & Site Visits
Planning Applications Under Consideration	Planning Application Records
Planning Applications Refused or Withdrawn	Planning Application Records

Pre-Application Enquiries (where not confidential)	Planning Records
Sites in or adjacent to existing development limits	Map Analysis, Site Visits
Former Local Plan Allocations not yet with planning permission	Former Local Plan
Land in the ownership of the Local Authority	Local Authority Records
Surplus Public Sector Land	Discussions and working with other public sector bodies including MOD, DIO, North Yorkshire County Council, National Register of Public Sector Land.
Vacant and derelict land and buildings	Local Authority Empty Property Register, Property Searches with Estate Agents
Land formally allocated or with permission for employment or other land uses no longer required for those uses	Former Local Plan, Planning Application Records,
Sites where more productive use of under-utilised facilities can be made	Map Analysis, Site Visits

Table 1: Sources of Identified Sites

### Call for Sites

- 2.8 As table 1 above indicates a call for sites was held from the 7<sup>th</sup> April to 2<sup>nd</sup> June 2014 where the Council invited landowners, developers and all members of the public to submit land for consideration. All relevant consultees on the local plan database were contacted along with all those who had submitted land to previous 'call for sites'. Also, the 'call for sites' was advertised in the Darlington and Stockton Times (Appendix 1) at the beginning of the submission period and was prominently advertised on the home page of the Councils website for the duration of the call for sites period. As a result of this a number of new sites were submitted along with the

provision of more up to date information on likely availability and suitability of sites already known.

2.9 In order to gather as much information on each site as possible a comprehensive site assessment form was created for respondents to complete along with associated guidance notes explaining each section in further detail (Appendix 2). The guidance note explained that respondents were not required to complete every part of the form but outlined the minimum information sought was:

- Landowner/Agent contact details;
- Proposed development type for consideration;
- Ordnance Survey location map with the site boundary outlined and clearly marked with landowner/agent contact details in case of separation; and;
- Agreement of Data Protection, Freedom of Information and Disclaimer Statement

2.10 A dedicated webpage was created where the assessment and guidance note forms were made available for electronic completion or printing and completion by hand along with further explanation of the call for sites process and the SHLAA in further detail. Paper copies of the forms were provided to those who required them.

### **Initial Desktop Assessment**

2.11 Following their identification all sites and broad locations were initially assessed against national policies and designations as suggested by NPPG (3-015-20140306) in order to establish which have a realistic potential for development and should be included in the more detailed site surveys. The only sites that were excluded at this stage were any located entirely in flood zone 3b – the functional floodplain.

### **Site / Broad Location Survey**

2.12 Site visits were undertaken of every potential site and broad location that had not been sifted out following the initial desktop assessment.

2.13 A proportionate approach was taken to the level of detail surveyed on any sites that the initial desktop assessment had identified as likely to be unrealistic candidates for development. Those factors that had been identified included:

- not capable of accommodating the minimum threshold of 4 dwellings or more;
- located distant from, outside of and not adjacent to existing development limits or main built up confines of a settlement;

- specifically identified within a conservation area statement as contributing to the significance of the conservation area and heritage assets and their setting;
- entirely located within a Designated Scheduled Ancient Monument;
- located within the identified key green infrastructure network in Core Policy CP12(d);
- inaccessible or where achievement of appropriate access is likely to be economically unviable

2.14 Surveys were carried out to confirm whether or not that this significant constraint was in existence. Where this constraint was confirmed to exist no further detailed surveying was carried out. All sites not considered to be significantly constrained by one of these factors were assessed in further detail in line with NPPG (3-015-20140306) in order to:

- ratify inconsistent information gathered through the call for sites and desk assessment;
- get an up to date view on development progress (where sites have planning permission);
- obtain a better understanding of what type and scale of development may be appropriate;
- gain a more detailed understanding of deliverability, any barriers and how they could be overcome.

2.15 The specific characteristics recorded or checked through the physical site surveys completed were:

- site size, boundaries, and location;
- current land use and character;
- land uses and character of surrounding area;
- physical constraints (including access, contamination, steep slopes, flooding, natural features of significance, location of infrastructure / utilities / public rights of way, heritage and archaeological assets);
- potential biodiversity and environmental constraints;
- where relevant, development progress (e.g. ground works completed, number of units started, number of units completed);
- initial assessment of whether the site is suitable for a particular type of use or as part of a mixed-use development

## **Stage 2: Site / broad location assessment**

### **Calculating the Development Potential of Sites**

2.16 The estimated housing capacity identified for each site is generally that identified from planning applications / permissions or provided by the promoter of the site through the call for sites unless any form of adjustment was deemed necessary. There is no policy requirement on density within the adopted Local Plan Core Strategy. So as a baseline for the sites where an assumed density needed to be calculated the density of existing and previous developments was used. The following densities were used subject to adjustment for any individual site characteristics and physical constraints.

<b>Settlement</b>	<b>Density per Hectare</b>
Catterick Garrison, Richmond, Leyburn & Primary Service Settlements	30 dwellings
Secondary Service & Elsewhere Settlements	20 – 25 dwellings

Table 2: Densities of housing development assumptions

2.17 Also, for sites where an assumed density had to be calculated an assumption had to be made regarding the net developable area for each site. As smaller sites of 0.5 hectares or less are likely to utilise existing infrastructure and facilities it was assumed that 100% of the site area could potentially be developed for housing. It has been assumed that the larger the site becomes the lower percentage of the site area will potentially be developed for housing. This is based on the fact that a proportion of the site area will need to be set aside for the necessary infrastructure, access roads and open space provision etc.

2.18 As such the following net developable area ratios have been used, subject to adjustment for any individual site characteristics or physical constraints.

<b>Site Size</b>	<b>Net Developable Area</b>
0.5 hectares or less	100%
0.5 to 2 hectares	90%
2 hectares or more	70%

Table 3: Net Developable Area Assumptions

2.19 It should be noted any estimates that were made regarding the development potential of sites within the SHLAA does not prejudice judgements that will be made on the appropriate capacity of a site either through the site allocations process or the determination of a planning application.

### **Assessing the Suitability, Availability and Achievability of Sites**

2.20 The suitability, availability and achievability of sites including whether the site is likely to be economically viable was assessed. This enabled a judgement to be made as to whether the site could be considered deliverable, developable or not currently developable over the plan period.

### *Assessing Suitability*

- 2.21 The assessment of the suitability of sites for development now or in the future was guided by:
- the adopted development plan, emerging plan policy and national policy;
  - market and industry requirements in the housing market area;
  - physical limitations or problems such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
  - potential impacts including the effect upon landscapes including landscape features, nature and heritage assets and conservation;
  - appropriateness and likely market attractiveness for the type of development proposed;
  - contribution to delivery in identified growth areas;
  - environmental / amenity impacts experienced by would be occupiers and neighbouring areas.
- 2.22 Housing sites with extant planning permissions were considered suitable for development. The suitability of any sites previously allocated in the former Local Plan (1999 – 2006) or with an expired planning permission was re-assessed.

### *Assessing Availability*

- 2.23 In accordance with NPPG (3-021-20140306) all sites were assessed using the best information available collected from landowners through the call for sites to determine if they are genuinely available and to ascertain whether there were any legal or ownership problems such as ransom strips, unresolved multiple ownerships, tenancies or operational requirements of landowners that would restrict them from being brought forward for development.
- 2.24 An assumption was made that any site promoted for development by the owner or an agent representing the owner could be considered “available”, subject to the identification of any of the availability issues discussed above. Any issues regarding availability were factored in to determining the point in time which the site would be available for development. Sites which had not been promoted as part of the SHLAA were only considered available if the landowners could be contacted to confirm this.

### *Assessing Achievability*

- 2.25 A site was considered achievable for development where there was a reasonable prospect that it can be developed for housing at a particular point in time. The achievability and economic viability of sites is affected by delivery, market and cost factors. Sites were considered to be achievable if

none of the constraints identified were likely to result in effects on delivery, market or cost factors. The capacity of the developer to complete and let or sell the development was also taken in to account.

- 2.26 Where a site was not considered to be suitable or available or both, it was not thought to be achievable.

### **Dealing with Identified Constraints and Assessing Timescale & Rate of Development**

- 2.27 Where constraints were identified, the assessment considered what action would be needed to remove or mitigate them, along with when and how this could be undertaken. Recommendations for overcoming identified constraints were provided for each site considered and factored in to determining the timescale for development.
- 2.28 When determining the timescales for development a bespoke approach on a site by site basis was taken with no standard assumption applied to the lead-in timescale. This is because each site has its own specific context, characteristics and/or constraints which must be taken in to account. The lead-in timescales used were therefore based upon the information gathered from landowners, developers and agents and the assessment of the suitability, availability and achievability of each site along with information on any constraints identified.
- 2.29 The calculation of the likely build out rate of sites was where known based upon those provided by the developer or landowner. Where not known, based upon current local evidence, a build out rate assumption of 30 units delivered per outlet per annum was applied with the exception on sites of over 100 dwellings in Catterick Garrison where a build out rate of 50 units delivered per outlet per annum was applied.

### **Conclusions from the site assessment stage**

- 2.30 Following the assessment of each sites suitability, availability, achievability and timescale for development a decision was made whether the site was deliverable, developable or not currently developable.

#### *Identifying 'Deliverable' Sites*

- 2.31 Paragraph 47 of the NPPF expects local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements. Sites that were identified as deliverable were those considered to be:

- available now;

- offering a suitable location for development now;
- achievable with a realistic prospect that housing would be delivered on the site within five years; and;
- viable for development

2.32 Sites with planning permission were considered to be deliverable unless there was clear evidence from the information collected through the assessment from developers / owners that the extant schemes would not be implemented within five years. This evidence included:

- no longer viable;
- owner / developer no longer bringing forward for development;
- lack of demand; or;
- long term phasing plans

2.33 The sites identified as deliverable form the basis of the 0-5 year housing land supply along with the windfall allowance. Further explanation of the sites identified as deliverable and the calculation of the 0-5 year housing land supply will be provided in the findings section.

#### *Identifying 'Developable' Sites*

2.34 Paragraph 47 of the NPPF expects local planning authorities to identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15. Sites that were identified as developable were those considered to be:

- In a suitable location for housing development;
- A reasonable prospect that the site is available; and;
- Viable to be developed at the point envisaged

2.35 The housing sites identified as developable form the basis of the 6-10 and 11-13 year housing land supply calculated for the remainder of the plan period. As it is necessary to make an appropriate assumption regarding the build out rate of sites some of the development capacity of the sites which were identified as developable will form part of a surplus to plan supply. Further explanation of the Richmondshire plan area developable 6-10 and 11-13 year housing land supply and its calculation is provided in the findings section.

#### *Identifying 'Not Currently Developable' Sites*

2.36 Sites which were not considered deliverable or developable were identified as 'not currently developable'. The reasons for this were varied and specific to each site and included one of the following limiting constraints:

- Site is not currently available;



- Site is not suitable for housing development due to technical conditions (e.g. highway capacity or scheduled ancient monument);
- Site is in a location contrary to adopted Local Plan Core Strategy policies;
- Site is not currently viable for development.

2.37 Further explanation on whether any sites were considered to be ‘not currently developable’ and the specific reasons why will be provided in the findings section.

### **Stage 3: Windfall Assessment**

2.38 The NPPF (paragraph 48) states that “local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the SHLAA, historic windfall delivery rates and expected future trends, and should not include residential gardens”.

2.39 The NPPF Glossary (Annex 2) defines windfall sites 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”.

2.40 As the site identification process undertaken was comprehensive along with the regular updating of the SHLAA it was considered that the majority of larger sites (i.e. sites above the four dwelling threshold) would be identified and therefore it would not be necessary or appropriate to make a windfall allowance for these sites. However, reflecting the rural nature of the plan area, it was considered necessary to make a windfall allowance for small scale development on sites below the four dwelling threshold because evidence suggests they had consistently become available in the past and will continue to provide a reliable source of supply in the future. The windfall allowance was calculated using past completion trends from sites of three units and under excluding those on garden land. Further explanation on the calculation of the windfall allowance will be set out within the findings section.

### **Stage 4: Assessment Review**

#### **How the assessment will be reviewed?**

2.41 Following the assessment of each site and broad location their development potential was established in order to determine how much housing can be provided. This is illustrated in the form of an indicative trajectory showing how many homes and when they will be provided from the sites assessed as deliverable and developable in the SHLAA over the plan period. Following this

a review was undertaken to determine whether there were sufficient deliverable and developable sites to meet the objectively assessed housing requirement over the plan period. Further explanation of this is provided in the findings section.

### **What happens if insufficient sites are identified to meet the objectively assessed housing requirement?**

- 2.42 If it is concluded that insufficient sites have been identified to achieve the objectively assessed housing requirement over the plan period, the assessment would be revisited and where necessary site capacities and development potential assumptions such as density and net developable area were re-appraised on a site by site basis.
- 2.43 If by doing this there are still insufficient sites to meet the housing requirement then assumptions based on physical and policy constraints will be re-appraised on a site by site basis.
- 2.44 If following these re-appraisals there is still insufficient sites then it will be necessary to investigate how this shortfall should be best planned for. If there is clear evidence that the needs cannot be met locally, it will be necessary to consider how needs may be met in adjoining areas in accordance with the duty to cooperate. Consideration may also be given to the need to review policies in the Local Plan.

### **Stage 5: Final Evidence Base**

- 2.45 In line with NPPG (Paragraph 28) the following set of core outputs was produced from the assessment and outlined in the findings section to ensure consistency, accessibility and transparency:
- A list of all sites or broad locations that have been considered, cross-referenced to their locations on settlement maps indicating whether they are considered to be deliverable, developable, not currently developable or rejected;
  - Assessment of the suitability, availability, achievability and viability of sites to determine whether they can be realistically expected to be developed, and when;
  - Constraints maps and detailed assessments of sites considered realistic candidates for development – i.e. those not discounted at initial sift;
  - The potential type and quantity of development that could be delivered on each site/broad location, including estimates of build out rates and setting out how any barriers to delivery could be overcome and when;

- An indicative trajectory of anticipated development and consideration of associated risks;
- A detailed summary of the deliverable five year land supply position;
- A detailed summary of the overall deliverable and developable land supply position for the plan area by 5 year periods.

### **Monitoring**

2.46 The SHLAA will be updated annually, as part of the Annual Monitoring Report exercise, and will be used to inform the updating of the housing trajectory and the deliverable Five-Year Housing Land Supply. The reviews will ensure that any changes in the status of SHLAA sites and progress in the delivery of identified sites is monitored. It will also help to identify additional or new sites, which become deliverable and should be included in the five-year land supply and whether the current justified windfall allowance is coming forward as expected, or needs to be adjusted.

### **3.0 SHLAA Findings**

- 3.1 A full list of all sites considered in the SHLAA is set out at appendix 3.
- 3.2 Location maps of sites by settlement indicating whether they are considered to be deliverable, developable, not currently developable or rejected is provided at appendix 4.
- 3.3 All sites were assessed for their suitability, availability, achievability and viability for development in order to determine whether they are deliverable, developable or not currently developable. The assessments for each site are set out by settlement or parish in appendix 5.

#### **Deliverable Sites (0-5 Year Housing Land Supply)**

- 3.4 In accordance with footnote 11 of paragraph 47 of the NPPF, sites that are identified as deliverable are those considered to be:
- available now;
  - offering a suitable location for development now;
  - achievable with a realistic prospect that housing will be delivered on the site within five years; and;
  - viable for development
- 3.5 The further guidance provided in NPPG (3-031-20140306) has been taken in to account so sites with planning permission (at least in part for the larger sites) are considered to be deliverable unless there is clear evidence through the assessment that a scheme will not be started or implemented within five years. This evidence included:
- development no longer viable;
  - owner / developer no longer bringing forward for development;
  - lack of demand; or;
  - long term phasing plans
- 3.6 In addition to the guidance provided regarding the identification of sites with planning permission as 'deliverable'. NPPG (3-031-20140306) also states that 'planning permission or allocation in a development plan is not a prerequisite for a site being identified as deliverable in terms of the five-year supply. It states that local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a five-year timeframe.

- 3.7 On this basis, (using available evidence including that sought from site owners / developers) the sites without planning permission identified as deliverable are all considered suitable, available and achievable for development. They are within the planning process where either a planning application has been submitted and is under consideration or pre-application discussions have taken place with planning applications expected.
- 3.8 In total 44 sites were identified as deliverable. A list of the identified deliverable sites is provided at appendix 7 along with their development capacity, explanation of their current status and a trajectory of when the sites will deliver which is calculated as explained in the methodology section.
- 3.9 The following table provides a summary of the total net deliverable five year housing land supply for the plan area. It also includes a windfall allowance for sites which are below the SHLAA site size threshold. The calculation of the windfall allowance is explained further below.

<b>Deliverable 5 Year Housing Land Supply</b>	<b>Dwellings (Net)</b>
SHLAA Sites (4 or more dwellings)	1294
Windfall Allowance (Small Sites)	170
Deliverable SHLAA Sites With Permission	853
Deliverable SHLAA Sites Without Permission	441
Deliverable Sites without Permission (application submitted)	152
Deliverable Sites without Permission (pre-application discussions)	289
<b>Total</b>	<b>1464</b>

Table 4: Deliverable 5 Year Housing Land Supply

### **Windfall Allowance**

- 3.10 As outlined in the methodology a windfall allowance is made within the deliverable five year housing land supply for development on sites of 3 homes and under below the SHLAA site size threshold and excluding garden land.
- 3.11 This, in accordance with paragraph 48 of the NPPF, is based on compelling evidence and has been calculated based on trends over the last 11 years which indicate that on average since 2004/5 there have been 34 net completions per annum from sites of 3 units and under per annum excluding those on garden land. The number of net completions on sites of 3 units and

under and the number on garden land which are excluded from the calculation of the windfall allowance are illustrated further in the following table and chart.

Year	Total net completions on sites of 3 or less dwellings	Net Completions on sites of 3 or less dwellings on garden land	Net completions on sites of 3 or less dwellings excluding garden land
2004/5	36	4	32
2005/6	44	5	39
2006/7	32	2	30
2007/8	39	6	33
2008/9	28	2	26
2009/10	41	5	36
2010/11	14	2	12
2011/12	53	5	48
2012/13	44	6	38
2013/14	39	4	35
2014/15	48	7	41
<b>Total</b>	<b>418</b>	<b>48</b>	<b>370</b>
<b>Average</b>	<b>38</b>	<b>4</b>	<b>34</b>

Table 5: Past Net Completions on windfall sites of 3 units and under

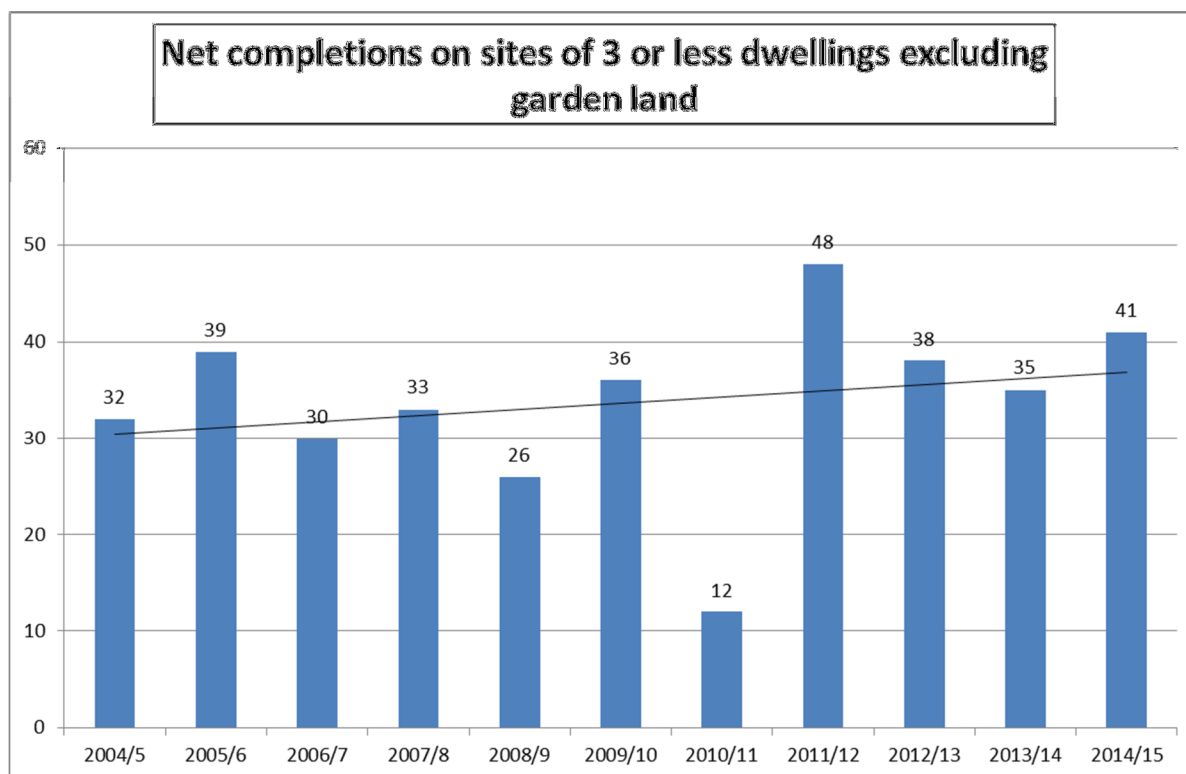


Figure 2: Past Net Completions on windfall sites of 3 units and under

- 3.12 This evidence clearly demonstrate the important and consistent contribution sites of less than 4 dwellings not on garden land make to overall housing delivery in the Richmondshire plan area, reflecting the rural nature of the plan area. It is considered that calculating the average over 11 years since 2004 enables the most comprehensive and robust evidence to be used to inform the identification of a windfall allowance and enables periods of development both pre and post recession to be taken in to account.
- 3.13 The windfall allowance will be monitored and may need to be reviewed in future updates of the SHLAA. Early indications, from the period post-recession and since the publication of the submission version of the Local Plan Core Strategy in 2012, outlined in the above table and chart demonstrate that net completions on windfall sites of 3 units and under excluding garden land has increased to an average of 41 units per annum.
- 3.14 This also demonstrates that there is no evidence to suggest that these smaller sites will not continue to provide a reliable source of supply in the future and that the policies within the recently adopted Local Plan Core Strategy continue to promote small scale development particularly in the primary and secondary service villages and elsewhere settlements via Core Policy CP8. A point which was acknowledged by the planning inspector in his report on the examination of the Local Plan Core Strategy.

### **Calculating 5 Year Land Supply Requirement**

- 3.15 In order to determine, in accordance with paragraph 47 of NPPF, whether the identified deliverable five year housing land supply is sufficient to provide five years worth of housing it is necessary to calculate the five year housing requirement.
- 3.16 When calculating the overall five year housing land supply requirement there are a number of factors which must be taken in to account.

#### *Objectively Assessed Housing Requirement*

- 3.17 The starting point includes the objectively assessed housing requirement. NPPG (3-030-20140306) states that the housing requirement figures in up-to-date adopted Local Plans should be used as the starting point for calculating the five year housing land supply requirement and considerable weight should be given to them where they have successfully passed through the examination process, unless significant new evidence comes to light.
- 3.18 The Councils current objectively assessed housing requirement of 3060 homes (annual average of 180 homes per annum) from 2012-2028 is contained within the Local Plan Core Strategy which was recently adopted in December 2014 after being found sound at examination by an independent

planning inspector. Therefore, it is considered that the current adopted objectively assessed housing requirement remains up to date and still adequately reflects current needs to form the starting point for calculating the five year housing requirement and should be given considerable weight. The objectively assessed housing requirement is being regularly monitored to ensure that it remains up to date.

#### *Backlog in current plan period*

- 3.19 In calculating the 5 year housing land supply requirement it is also necessary to take in to account any backlog of housing that has accrued against the requirement in the current plan period. The current plan period of the Local Plan Core Strategy 2012-2028 began in 2012. There have been 287 net completions over the first 3 years of this period to the 31<sup>st</sup> March 2015 (explained in further detail in the AMR 2015). Therefore taking in to account the plan areas objectively assessed housing requirement which equates to 180 homes per annum there is currently a backlog over the current plan period of 253 homes ( $180 \times 3 = 540 - 287 = 253$ ).
- 3.20 When a backlog has been identified, there are two methods in calculating how this can be addressed. These are known as the 'Liverpool' and 'Sedgefield' methods:
- The 'Liverpool' method is to seek meeting the backlog over the whole plan period. It is also known as the residual approach;
  - The 'Sedgefield' method is to front load the provision of this backlog within the first five years.
- 3.21 Whilst neither of these approaches are specified by the government in policy or guidance, NPPG (036-20140306) does state that local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible. In addition, recent appeal decisions and case law have to be taken in to account, whilst acknowledging the local context and conditions. On this basis the 'Sedgefield' method has been adopted to address the backlog in the short term and has been added to the 5 year housing land supply requirement in full.

#### *Buffer*

- 3.22 Paragraph 47 of the NPPF requires local planning authorities when calculating their five year housing land supply requirement to provide an additional buffer of at least 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, the NPPF also requires local



planning authorities to increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply.

3.23 NPPG (036-20140306) states that “the approach to identifying a record of persistent under delivery of housing involves questions of judgment for the decision maker in order to determine whether or not a particular degree of under delivery of housing triggers the requirement to bring forward an additional supply of housing”.

3.24 It also states that “the factors behind persistent under delivery may vary from place to place and, therefore, there can be no universally applicable test or definition of the term”.

3.25 Regarding the plan area, as outlined at the examination of the LPCS, the Council does not believe a 20% buffer is necessary based on past performance. However it recognises it as a useful tool to ensure that the housing delivery target can be met. The 5 year housing land supply requirement identified is therefore inclusive of a 20% buffer moved forward from later in the plan period. The 5 year housing land supply of specific deliverable sites demonstrates the capacity to accommodate the 20% buffer within the first five years.

*When should the buffer be applied in the calculation?*

3.26 In the last published interim 5 year housing land supply update (June 2015) the 20% buffer was applied to the housing requirement before the backlog was added to it, which was consistent with the advice of the Secretary of State in his Gresty Lane, Crewe decision. Further analysis of appeal decisions since this time including two in the neighbouring Hambleton District (Add footnote) indicates a continuing weight of preference by planning inspectors towards the alternative method of applying the 20% buffer to the housing requirement including the backlog.

3.27 On this basis when calculating the five year housing land supply requirement the 20% buffer has been applied to the housing requirement including the backlog.

### **Deliverable 5 Year Housing Land Supply Requirement**

3.28 The following table summarises the calculation of the 5 year housing land supply requirement which is also provided in appendix 8.

<b>Deliverable 5 Year Housing Land Supply Requirement</b>	<b>Dwellings (Net)</b>
Local Plan Core Strategy Target 2012 – 28	3060
Annual Housing Target (3060/17)	180
Plan Period Net Completions in Richmondshire Plan Area (1/4/12 to 10/3/15)	287
Undersupply Current Plan Period (180 X 3=540-287)	253
5 Year Supply Target from current housing requirement (180 x 5)	900
5 Year Supply Target plus undersupply (900 + 253)	1153
5 Year Supply Target including undersupply plus 20% buffer (1153 +20%)	1384
<b>5 Year Supply Requirement (1/4/15 – 31/03/20)</b>	<b>1384</b>

Table 6: Deliverable 5 Year Housing Land Supply Requirement

### **Deliverable 5 Year Housing Land Supply Position**

3.29 When the 'deliverable' 5 year housing site supply is compared against the calculated 'deliverable' 5 year housing land supply requirement it is clear that a deliverable 5 year land supply of 5.3 years can be demonstrated. This is summarised in the following table:

<b>Deliverable 5 Year Housing Land Supply</b>	<b>Dwellings (Net)</b>
Deliverable Housing Sites (0-5 Years)	1464
Deliverable 5 Year Housing Land Supply Requirement	1384
Deliverable 5 Year Housing Land Supply Position	5.3

Table 7: Overall Deliverable 5 Year Housing Land Supply Position

### **Developable Sites**

3.30 In accordance with footnote 12 of paragraph 47 of the NPPF, the sites that were identified as developable were those considered to be:

- In a suitable location for housing development;
- With a reasonable prospect that the site is available; and;
- Viably developed at the point envisaged

3.31 In total 70 sites were identified as developable. A list of the identified developable sites is provided at appendix 6 along with their development capacity and a trajectory of timescales for delivery is calculated as explained in the methodology section. In addition to the developable sites the housing land supply for years 6-10 and 11-13 also contains the remaining completions from the deliverable sites which due to expected build out rates will not finish being completed until years 6-10.

3.32 Likewise some of the sites identified as developable and forming the housing land supply for years 6-10 and 11-13 will not fully complete in the plan period when the appropriate expectation of build out rates is taken in to account. This supply is therefore identified as surplus to plan.

3.33 The following table provides a summary of the total likely net supply of homes from developable sites for years 6-10 and 11-13 and those that are surplus to plan.

<b>Developable Housing Land Supply</b>	<b>Dwellings (Net)</b>
Developable Sites Years 6-10	1371
Deliverable Sites Surplus Years 6-10	365
Developable Sites Years 11-13	2237
Developable Sites Surplus to Plan	1714
<b>Total</b>	<b>5687</b>

Table 8: Developable Housing Land Supply Years 6-10 and 11-13

### **Not Currently Developable & Discounted Sites**

3.34 Following assessment 29 sites have been identified as not currently developable and discounted from the SHLAA. Of this total 2 of the sites had been discounted at the initial sifting stage prior to detailed assessment.

3.35 The reasons for sites being identified as not currently developable are varied and specific to each one and were because of one of the following limiting constraints:

- Site is not currently available;
- Site is not suitable for housing development due to technical conditions (e.g. highway capacity or scheduled ancient monument);
- Site is in a location contrary to adopted Local Plan Core Strategy policies;
- Site is not currently viable for development.

3.36 Further detailed explanation of the reasons why a site has been classified as not currently developable and discounted from the SHLAA are provided in the assessment summary forms for each site at appendix 5.

### **Overall Supply & Housing Trajectory**

3.37 An indicative housing trajectory is provided in appendix 9. This sets out the past housing completions and future total estimated housing completions for the plan area over the current plan period from April 2015 to March 2028. This projection is derived from the following sources:

- Sites with planning permission (Over SHLAA site size threshold of 3 dwellings);

- Deliverable SHLAA sites without planning permission;
- Developable Sites;
- A trend based small site windfall allowance for the first five years

3.38 The trajectory was generated in the following way:

- The housing requirement line is the annual average objectively assessed housing requirement of 180 homes per annum;
- The housing requirement line including buffer is the annual average objectively assessed housing requirement of 180 homes per annum plus 20% buffer applied to the first five years;
- The monitor line shows the number of dwellings above or below the cumulative objectively assessed housing requirement at any given time;
- The manage line shows the annual objectively assessed housing requirement taking in to account actual/projected completions.

3.39 The trajectory along with the following summary table demonstrates that there are currently sufficient deliverable and developable sites capable of achieving the overall objectively assessed housing requirement and specifically that for the next 5 years.

<b>Overall Deliverable &amp; Developable Land Supply</b>	<b>Dwellings (Net)</b>
Deliverable Sites – Years 0-5	1294
Windfall Allowance – Years 0-5	170
Developable Sites – Years 6-10	1736
Developable Sites – Years 11-13	2237
<b>Overall Total Supply – Years 0-13</b>	<b>5437</b>
Developable Sites Surplus to Plan	1714
<b>Overall Total Supply – Years 0-13 &amp; Developable Sites Surplus to Plan</b>	<b>7151</b>

Table 9: Overall Deliverable and Developable Housing Land Supply

