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Richmondshire District Council

SHELAA

**Strategic Housing and Employment Land Availability
Assessment**

June 2010

What is a Strategic Housing and Employment Land Availability Assessment (SHELAA)?

- 1.0 In 2008 Richmondshire District Council (RDC) carried out a SHLAA (Strategic Housing Land Availability Assessment). This was an investigation into historic housing land supply which determined that further research would be required to identify sufficient deliverable land and to assist to inform the development of the LDF (Local Development Framework). This document is available on the Council website.
- 1.1 Planning Policy Statement 3: Housing (PPS3) sets out the requirement for Local Planning Authorities (LPA) to carry out a Strategic Housing Land Availability Assessment (SHLAA). PPS3 requires local planning authorities to identify a sufficient supply of deliverable housing sites for the first 5 years. A further supply of developable sites should also be identified for years 6 – 10 and ideally years 11 – 15 but where this is not possible indicate broad locations for future growth.
- 1.2 The SHELAA incorporates both a review of the existing SHLAA and information on the availability of economic land. The basis of information about the existing supply of economic land is held in the Employment Land Review 2007. The intention of this joint assessment is to provide more robust evidence, which should provide added clarity to decision making on the need, quality and type of housing and employment sites, and inform any future de-allocations and/or reallocations of sites within Development Plan Documents.
- 1.3 The Richmondshire SHELAA will form part of the evidence base which will inform the Local Development Framework (LDF). The SHELAA is not a policy document, but provides evidence on the availability of land in Richmondshire for housing and employment uses.
- 1.4 The assessment of site deliverability and developability and the identification of potential sites in the SHELAA does not indicate that planning permission will be granted for new development or be allocated in Development Plan Documents (DPD). Planning proposals on sites identified in the local authority SHELAA report will be judged on their merits against the Development Plan policies unless material considerations indicate otherwise. The SHELAA report may represent material consideration in the determination of such planning proposals.
- 1.5 The Assessment will provide evidence of a supply of housing land to meet the targets set out within the Regional Spatial Strategy (RSS). The Yorkshire and Humber Plan, Regional Spatial Strategy to 2026 (May 2008) provides an indicative gross build rate for Richmondshire for the period 2008 – 2026 of 170 units per annum. However, it also cites that the overall provision should be 200 dwellings pa which

includes 170 new build and 30 reinstatements. There is controversy about the figure of 30 reinstatements as research indicates that this figure is a product of an anomalous vacancy rate caused by a transfer of military property at the time of the 2001 census and it is unlikely that this figure could be achieved. Therefore, the main source of new dwellings will be from new build. Taking into account shortfalls in completions since the start of the RSS in 2005 the total net additional requirement is for 3774 dwellings up to 2026 equating to 222 per annum.

- 1.6 In addition the RSS suggested that Richmondshire District Council should make provision for a further 2250 dwellings as required to accommodate the proposed growth of Catterick Garrison. These dwellings would be a mixture of service family accommodation (SFA) and open market housing to support military related employment.
- 1.7 Richmondshire District Council (RDC) carried out a SHLAA during 2008 as a first step towards producing this combined evidence of the availability of both housing and employment land. The 2008 SHLAA did not highlight sufficient 'deliverable land' and so a 'Call for sites' was made during the Summer 2009 to more accurately determine a deliverable land supply.

The Area Covered by the Assessment

- 1.8 Two Local Planning Authorities cover the District: Richmondshire Local Planning Authority (LPA) and The Yorkshire Dales National Park Planning Authority (YDNP). The YDNP does not have an RSS housing requirement and has therefore made the decision not to carry out a SHLAA. Instead it will prepare a Housing Development Plan Document (DPD) with a focus on affordable/local needs.

Methodology

- 2.0 Strategic Housing Land Availability Assessments - Practice Guidance, issued by the Department for Communities and Local Government, July 2007 suggests eight stages involved in the preparation of the SHLAA:

- Stage 1: Planning the Assessment
- Stage 2: Determining which sources of sites will be included in the assessment.
- Stage 3: Desktop review of existing information
- Stage 4: Determining which sites and areas will be surveyed

- Stage 5: Carrying out the survey
- Stage 6: Estimating the housing potential of each site
- Stage 7: Assessing when and whether housing sites are likely to be delivered.
- Stage 8: Review of the assessment.

Stage 1: Planning the Assessment

- 2.1 At this stage the Local Authority established a Working Group to agree the Methodology and to begin the process of making an assessment of whether those sites are available for development and are realistically deliverable in the short, medium and long term.

Membership of the Group consisted of representatives from:

- Richmondshire District Council Planning and Housing Departments
- Broadacres (Registered Social landlord)
- Council for the Protection of Rural England (CPRE)
- NewRoc (local developer)
- Home Builders Federation
- Richmond and District Civic Society

Stage 2: Determining which sources of sites will be included in the assessment.

- 2.2 Three phases of work assembled a complete site list.

Phase 1. Identification of broad areas to accept development.

RDC Policy and Development Control officers identified areas surrounding settlements which could contain potential development land.

Phase 2. A Call for Sites

Landowners and/or their Agents were asked to submit sites for consideration through a Call for Sites made in the Summer 2009. This process ensured that those sites submitted met the first stage of the assessment, the test of availability.

Phase 3 Additional Sites

Further sites, not already identified, were compiled from:

- Current planning applications.
- Outstanding planning permissions
- Local plan allocations (housing and employment sites)

- Sites from old Village Plans which pre-date the Local Plan.
- Sites identified by Defence Estates as part of the Catterick Garrison Long Term Development Plan (CGLTDP).
- Strategic growth points assessed under the former local plan.
- The Urban Capacity Study (UCS)
- The Employment Land Review
- The National Land Use Database (NLUD)

Additionally, sites were only selected from these sources based on a threshold/size of 10 dwellings/0.33 hectare in the area classified as urban and 4 dwellings/0.15 hectare in the rural area.

Stage 3: Desktop review of existing information

2.3 At this stage criteria were set for the first sift of potential sites, to determine those to be taken forward for a more detailed assessment.

Criteria included:

- Has the site already been developed?
- Does the site fit with the proposed Settlement Hierarchy and Scale and Distribution of Development policies proposed in the emerging Core Strategy of the LDF.
- Does the site fall within or unreasonably close to a European environmental designation or other protected site? Would development have a potentially detrimental effect on those designations?
- Are there any environmental constraints which cannot be mitigated?
- Are there any adjoining uses which may render the site unsuitable? E.g. firing ranges.
- Sites which fall within any of these criteria will not be considered further as part of the process.

Stage 4: Determining which sites and areas will be surveyed

2.4 All sites which remain in the Assessment following Stage 3 above will be visited.

Stage 5: Carrying out the survey

2.5 While on site, the following characteristics were recorded, or checked if they were previously identified by the desk-top review:

- site size;
- site boundaries;
- current use(s);
- surrounding land use(s);
- character of surrounding area;
- physical constraints, e.g. access, steep slopes, potential for flooding, natural features of significance and location of pylons.

N.B. Richmondshire District Council suggests that all parties should satisfy themselves that any site information collected in Stage 5 is correct. The Local Authority does not accept any responsibility for the accuracy or otherwise of any of the information provided.

Stage 6: Estimating the Housing Potential on each Site

- 2.6 Housing potential was estimated using a standard density figure of 30 dwellings per hectare.

Stage 7: Assessing when and whether housing sites are likely to be delivered

- 2.7 DCLG Guidance suggests this stage be carried out in 4 parts to provide information on which the judgement can be made in the plan making context as to whether a site can be considered deliverable, currently developable for housing.
- 2.8 A site will be considered **deliverable** if it is available now, offers a suitable location for housing development now and there is a reasonable prospect that housing will be delivered on the site within five years from the date of adoption of the plan. For the Assessment a judgement was made that if a site had come forward through the 'Call for Sites' process then it could be assumed that there was a willing landowner and therefore it could be considered deliverable.
- 2.9 A site will be considered **developable** if it is in a suitable location for housing development, and there should be a reasonable prospect that it will be available for and could be developed at a specific point in time.
- 2.10 Where it is unknown when a site could be developed, then it should be regarded as not currently developable. This may be, for example, because one of the constraints to development is severe, and it is not known when it might be overcome.
- 2.11 The decision whether a site is deliverable, developable or not currently developable is based on the *degree* of availability and achievability, and, in particular, when any known constraints can realistically be

overcome.

Stage 7a: Assessing suitability for housing

- 2.12 A site is suitable for housing development if it offers a suitable location for development and would contribute to the creation of 'sustainable, mixed communities'. Sites allocated in existing plans for housing or with planning permission for housing will generally be suitable, although it may be necessary to assess whether circumstances have changed which would alter their suitability.
- 2.13 Factors to be considered when deciding whether a site would be considered as suitable include:

Policy restrictions – such as environmental or conservation designations, protected areas, existing planning policy and corporate, or community strategy policy.

Physical problems or limitations – such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;

Potential impacts – including the effect upon landscape features and conservation; and

The environmental conditions – which would be experienced by prospective residents.

Stage 7b: Assessing availability for housing

- 2.14 A site is considered available for development, when, on the best information available, there is confidence that there are no legal or ownership problems, such as multiple ownerships, ransom strips, tenancies or operational requirements of landowners. This means that it is controlled by a housing developer who has expressed an intention to develop, or the land owner has expressed an intention to sell. Because planning applications can be made by persons who do not need to have an interest in the land, the existence of a planning permission does not necessarily mean that the site is available. Where problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome.

Stage 7c: Assessing achievability for housing

- 2.15 Achievability is a test as to whether housing can be developed on a site within a given timescale. The factors which affect this include: the current market conditions, development costs and timescale for the build.

Stage 7d: Overcoming constraints

- 2.16 Some sites may struggle to be achievable where constraints have been identified. It may be possible to mitigate some of these constraints and the Assessment has made note of any such action(s) required. Constraints may include: investment in new infrastructure, fragmented land ownership or environmental improvement for contaminated land.

Stage 8: Review of the Assessment

- 2.17 At this stage a trajectory was plotted identifying housing sites and at which point in the future they could be brought forward for development.
- 2.18 The review also makes a judgement whether sufficient supply has been identified to satisfy both the Guidance and the target set out in the RSS or whether further sites need to be sought.
- 2.19 Whether the level of housing on identified sites with housing potential is sufficient will be monitored as part of the AMR (Annual Monitoring Review). This review will assist in ensuring that the supply of achievable sites is maintained and/or 'topped up' where necessary. It is an intention of the SHELAA that it should be and remain a fluid document in order to maintain the 5, 10 and 15 year land supply.
- 2.20 If the review identifies a supply shortfall then the Local Authority will investigate and plan how to meet this shortfall. It may be that this can be met by windfalls, the identification of broad locations for future growth or seeking additional sites in areas of housing need. The results of the Assessment should be viewed as a snapshot in time. The SHELAA will be reviewed annually as part of the Annual Monitoring Report. Any changes will then be accommodated in the projected land supply.

The Results of the Assessment

- 3.0 In total, 154 sites were examined offering approximately 700 hectares of land with a potential yield of 21 000 houses or mixed residential and commercial uses.

Table 1 'List of all sites considered in the Assessment'

- 3.1 All those sites are listed in *Table 1 'List of all sites considered in the Assessment'*. The name of each site is highlighted in 'Blue' providing a link to the map and assessment result of each site. Sites appear in the order in which they were submitted. Any gaps in numbering are the result of technical issues with the software used for the submissions during the 'Call for Sites' and not omissions.

- 3.2 The 'Location' section refers to the LDF sub-area in which a particular site is located. Therefore, C refers to Central Area, NR to North Richmondshire and LW to Lower Wensleydale.
- 3.3 The 'Code' section refers to where a site fits in terms of the proposed settlement hierarchy set out in SP1 of the emerging Core Strategy.

Code	Designation	Location	Name of Settlement
1	Joint Principal Town		Richmond
2	Joint Principal Town		Catterick Garrison
3	Local Service Centre:		Leyburn
4	Primary Service Village	C	Catterick Village. Brompton on Swale, Scorton
		NR	Middleton Tyas, Barton, Melsonby
		LW	Middleham
5	Secondary Service Village	C	None
		NR	Newsham – Ravensworth – Dalton (Cluster)
			Eppleby – Caldwell – Aldbrough (Cluster)
			North Cowton
	Gilling West		
6	Other		

- 3.4 The Colour-coding refers to the results of the Assessment Panel. Sites coloured 'green' are those which the Panel thought suitable for development. Those coloured 'Amber' have some degree of constraint or an issue about which the Panel require further investigation before making a determination. Sites in 'red' were discounted as unsuitable for inclusion in the SHELAA.
- 3.5 Following the Assessment 564 hectares were identified which would contribute to the land supply as described below.

Table 2 'The Land Supply Site List'

- 3.6 Table 2 demonstrates the results of the Assessment. The Assessment Panel categorized sites into 'slots' for inclusion in either the 0 – 5 year, 6 – 10 year and 11 – 15 year land supply.

Land Supply Year Category

- 3.7 Following the Assessment, sites which were colour-coded green and were submitted by the owner i.e. 'called for' were placed in the 0 – 5 year land supply.
- 3.8 Those sites which were colour-coded green but were 'uncalled for' (sites identified by Richmondshire District Council Development Management and Policy Officers) or sites colour-coded amber but were 'called for' were placed in the 6 – 10 year supply. The rationale being that these sites had constraints which need to be resolved before being classed as deliverable.
- 3.9 The remainder of sites identified in broad locations and /or colour-coded amber and 'uncalled for' were placed in the 11 – 15 year supply.

Broad Areas

- 3.10 RDC Policy and Development Control officers identified areas surrounding settlements which may contain potential development land. These broad areas suggest areas which may be suitable for development in the long term that is, for use as reserve land supply in the 11 to 15 year category from which specific sites could be assembled to meet future housing and employment land requirements. These sites are categorised as 'uncalled for (UCF)' examples of which include site nos. 204,205,206.

The Call for Sites

- 3.11 The Call for Sites yielded approximately 200 hectares of land which reduced to 127ha following Assessment.

Military Related Development and the Catterick Garrison Long Term Development Plan

- 3.12 The 2008 Review of the Catterick Garrison Long Term Development Plan (CGLTDP) identified capacity for 2200 housing units, of which, 497 would be on MOD owned land released for open market housing. Of the remainder, 1108 would be reserved for Service Families Accommodation (SFA) and the remaining 595 would be reserved for a mix of SFA and open market housing dependent on future SFA take-up rate.
- 3.13 In January 2010 Defence Estates produced an update of its proposed housing sites. These have been mapped and incorporated into the assessment.

- 3.14 Sites 119 to 125 inclusive are incorporated as contributions to the open market provision for the District while sites 187 to 191 and 192 to 195 are proposed for SFA or open market housing dependant upon the take up of SFA. Sites 196 to 201 are proposed SFA sites.
- 3.15 The Assessment revealed that the MOD has sufficient capacity to provide for the differing scenarios of military related growth and have contributed to the open market land supply.

Outstanding Permissions

- 3.16 At the time of the assessment six sites with outstanding full planning permissions were identified. No further permissions have come forward since the SHLAA of 2008 nor have any been developed out with the exception of site no. 8 'Land South West of Bishops Way, Catterick Village which is under construction for 31 dwellings. The assessment panel had concerns about further phases of the Gatherley Road development coming forward as ransom strip issues still had not been resolved.

Local Plan Allocations

- 3.17 Three allocated sites for housing remain undeveloped from the local plan:

No. 41 Maythorne Farm, Leyburn

Nos. 91/92 Brentwood, Leyburn

No. 37 Pilmoor Hill, Richmond

All three sites were submitted by the existing landowners for consideration.

Live Applications

- 3.18 At the time of this assessment there were five live applications of sufficient size to warrant inclusion in the SHELAA. These included:

No. 179 Former Arriva Bus Depot, Richmond

No. 81 Highways Depot, Green Howards Road, Richmond

No. 119 Town Centre Redevelopment, Catterick Garrison

No. 120 Somerset Close, Catterick Garrison

No. 156 Former Colburn Pipeworks, Catterick Garrison

The Employment Land Supply

- 3.19 Spatial Principle SP5 of the emerging Core Strategy of the Local development Framework establishes the overall scale of employment land provision needed for the plan period. Reflecting the rural nature of the District, and the nature of its economy, this is a relatively small quantity – what is likely to be more important is the location and role of a small number of individual key sites and locations. The overall scale proposed is consistent with the recommendations of the Employment Land Review (ELR), and also with the context provided by the Regional Spatial Strategy (RSS), and reflects projections of land need based on employment forecasts, rather than past take up rates (which have been very small scale, and variable, and thus unreliable as a basis for forecasting). A small allowance (10 hectares) has been added to roll forward the ELR projections to cover the whole plan period to 2026, resulting in the estimate that 70 hectares of employment land would be an appropriate total scale of provision for the full period 2004 - 2026.
- 3.20 Updating the ELR figures, since the start of the projection period in 2004, it is estimated that some 12.7 hectares have already been developed for employment purposes. Taking account of developments for other uses, around 24.5 hectares remain undeveloped, in appropriate locations identified in SP5. This suggests a shortfall of around 33 hectares.
- 3.21 Very few sites were identified through the Assessment for employment use and few were submitted for consideration except those already identified in previous Plans. However, the nature of mixed use development particularly along Catterick Road suggests that sufficient land has been identified through this process to accommodate future requirements for employment land.

Conclusion

- 4.0 The results of the Assessment indicate that Richmondshire District Council has identified sufficient land to accommodate the housing and employment requirements over the next 15 years.

The Housing Land Supply

- 4.1 Sites proposed for the 5 year land supply contain 69.67 hectares which, at a density of 30 dwellings per hectare, equates to 2100 dwellings. The requirement is 1110.
- 4.2 The supply for years 6 to 10 contains a similar amount of land at 70.52 hectares with potential to deliver another 2100 dwellings. The

Assessment panel identified constraints on a number of these sites which require further investigation.

- 4.3 The supply for years 11 to 15 which includes broad locations contains 308 hectares with the potential to deliver 9240 dwellings.

The Employment Land Supply

- 4.4 As detailed in the results section above at the time of the Assessment there was a suggested shortfall of 33 hectares for employment uses. Few specific sites came forward through the Call for Sites. However, where broad locations for future development were identified, particularly along Catterick Road, the Panel felt that these should incorporate mixed employment/housing uses similar to the proposed development at the former Colburn pipeworks. Therefore sufficient land is available to cater for the employment land requirements of the LDF period.

Military Related Growth

- 4.5 As described previously the MOD have identified sufficient land on their own estate to accommodate their requirements for military related housing across the variety of growth scenarios. In addition, other than the sites put forward for open market housing there may be spare capacity in land allocated for SFA to provide further open market housing subject to military growth scenario requirements.

Further Investigation

- 4.6 It is recognised that further investigation is required to qualify the total amount of land available from the pool of sites with constraints. Although sufficient capacity is available on sites which are unconstrained or which require a minimum level of mitigation it is essential to have as wide a palette of deliverable sites as possible to ensure a successful development programme.
- 4.7 This further investigation will be a continuous process and the SHELAA will be updated annually to reflect the results of those investigations.