

EAST RIDING OF YORKSHIRE COUNCIL

Report to: The Cabinet
21 September 2010

Wards:

All wards

Strategic Housing Land Availability Assessment and Managed Release of Residential Sites

Report of the Director of Policy, Partnerships and Improvement

A. Executive Summary

This report sets out the Council's Strategic Housing Land Availability Assessment (SHLAA), for 2009-10, incorporating the Interim Policy Guidance on the Managed Release of Residential Development Sites. The 2010 Assessment concludes that there is an existing housing supply across the East Riding of 5.1 years. However there is a shortfall in the Northern sub area, which has only a 4.8 year supply. The report also highlights that there is a potential 38-year supply of developable sites in the East Riding. This is more than enough to meet the current housing requirement.

To meet a minimum five year supply of available sites in the northern sub area it is recommended that one allocated Local Plan site in Market Weighton be released. The total capacity of the site is 45 dwellings. With this release the Council will be able to show it has an average of 5.2 years supply of deliverable housing sites in accordance with national planning policy.

It is important to note the distinction between the SHLAA and the Local Development Framework Core Strategy and Allocations documents. The SHLAA is a technical 'theoretical capacity' exercise: it does not allocate any sites for development, nor does it create policy. It is part of the evidence base which informs the Core Strategy and Allocations documents.

B. Corporate Priorities 2008-2011

Safer Communities
Valuing our Environment
Reducing Inequalities
Revitalising our Communities
Retaining the East Riding Character
A Well Managed Authority

C. Portfolio

Key Strategic Issues
Community Engagement
Economic Development and Regeneration
Cultural Services, Housing and Public Protection
Environment and Planning
Highways and Emergency Planning
Performance, Improvement and Partnerships
Children, Young People and Schools

D. Recommendation and Reason for Recommendation

It is recommended that:

- a) The Strategic Housing Land Availability Assessment be approved and that it be used as a material consideration in the determination of planning applications and to inform the emerging East Riding Local Development Framework.
- b) A copy of the Strategic Housing Land Availability Assessment be published on the Council's website and be sent to Government Office and to other key stakeholders.
- c) The allocated site listed below be released for housing development:
Market Weighton – Land south of Holme Road (SHLAA: Market Weighton6. Allocation MARK12 in the East Yorkshire Borough Wide Local Plan). Capacity: 45 dwellings.
- d) It is recognised that non-allocated greenfield sites may come forward for residential development that perform better or equally as well as released allocated sites in the same sub area when assessed against the criteria in the Council's Housing Site Assessment Methodology. These could involve sites in the following settlements in the respective sub areas: Northern – Driffield, Market Weighton and Pocklington; Central – Anlaby, Cottingham, Hessle, Kirkella, Willerby, Beverley, Elloughton/Brough, Hedon, Leconfield, North Cave and South Cave; Eastern – Bridlington and Hornsea; and Western – Goole, Howden, Snaith, Gilberdyke, Newport and Rawcliffe. In such circumstances the application will be determined in accordance with the Development Plan and all other relevant material planning considerations.
- e) With the exception of recommendations (c) and (d), the prevailing approach to the release of residential development sites as set out in the Council's adopted Interim Policy Guidance (IPG) on the 'The Managed Release of Residential Development Sites' October 2003 be reaffirmed.

1. Background

- 1.1 Planning Policy Statement 3: Housing, states that local authorities must identify both a 5-year deliverable supply of housing sites and a developable 15-year supply of housing sites. Where the latter cannot be identified, broad locations for growth should be identified. The mechanism for assessing potential housing supply in local authorities is a Strategic Housing Land Availability Assessment (SHLAA). The East Riding SHLAA forms an important part of the evidence base supporting the production of the Local Development Framework (LDF), and in particular evidence for the distribution of housing numbers set out in the Core Strategy and the allocation of sites in the Allocations DPD. National guidance states that the primary role of the SHLAA is to:

1. Identify sites with potential for housing;
2. Assess their housing potential; and
3. Assess when they are likely to be developed.

- 1.2 It is important to note the distinction between the SHLAA and the Core Strategy and Allocations DPDs. The SHLAA is a technical 'theoretical capacity' exercise: it does not allocate any sites for development, nor does it create policy. It is part of the evidence base which informs the Core Strategy and Allocations documents. The Allocations document will set out, in detailed map form, where the Council proposes to allocate land for housing and will be subject to various stages of public consultation.
- 1.3 The SHLAA also helps with the broad selection of locations of new housing as part of the Core Strategy, in that it helps identify the capacity of settlements (primarily the Major Haltemprice Settlements west of Hull, the Principal Towns and potential Local Service Centres and rural settlements) to accommodate housing growth.
- 1.4 The annual housing target for the East Riding of Yorkshire was determined in the Yorkshire and Humber Plan (Regional Spatial Strategy (RSS)), adopted in May 2008, which stood at 1,190 (gross) dwellings per annum. Although central government has revoked RSS, interim guidance produced by DCLG gives local authorities the option of maintaining the housing target. The Cabinet resolved on 7 September 2010 (minute 3981 refers) to take this option in the short term until a new local target is established through a Strategic Housing Needs and Market Assessment as part of the preparation of the Core Strategy.
- 1.5 The East Riding currently distributes this figure across its four sub areas in accordance with the Joint Structure Plan and Managed Release policy. The SHLAA adopts this sub area approach, alongside its figures for the authority as a whole, when outlining potential and existing housing supply.
- 1.6 In 2009, the Annual Report on the Managed Release of Residential Sites was incorporated into the SHLAA. A copy of the September 2010 draft SHLAA has been placed on deposit.

2. Methodology and Consultation

- 2.1 The PPS3 Practice guide identifies several core outputs, and how they should be achieved. Consultation for the previous (December 2009) SHLAA showed that the Council had met these, so the basic methodology is unchanged. The only exceptions to this rule relate to significant constraints such as functional flood plain areas or to national/international nature conservation and heritage designations, such as SSSIs and national monuments.
- 2.2 In accordance with national guidance a working group, comprising a range of key stakeholders, has continued to support the SHLAA process. The group agreed that the effects of the housing market downturn were still being felt and the factors below should still be taken into account.
 - Longer lead-in times to get sites ready for development (largely due to negotiation and financing issues)
 - Slower build-out rates (less annual completions)
 - Sites that had stopped building should be held out of the supply for one year, with an annual review of these sites.

3. Report findings

- 3.1 Around 1,500 suggested housing sites were originally submitted as part of the LDF process. This figure includes sites with planning permission and allocations identified in the existing Local Plans. Around 700 of these sites have been assessed as part of the SHLAA process. These have been re-assessed to reflect the Working Group's considerations of slower development rates. The other sites were excluded from this exercise in accordance with the PPS3 practice guide, largely on the basis that they were not considered to be of 'strategic' significance: sites being too small or in inappropriate locations; or they met the national exceptions criteria (discussed in paragraph 2.1).
- 3.2 The 5-year land supply position in East Riding includes sites with planning permissions with a dwelling capacity of 3,998. It also includes a further 30 sites that have been released for housing as a result of previous managed release reports. These 30 sites have a combined dwelling capacity of 1,994 which can be delivered in the first 5 years. 101 homes can be built on allocated brownfield sites in the first 5 years. Together these give a total capacity of 6,093 dwellings, or 5.1 years of supply.
- 3.3 However there was a 0.2 year shortfall in the northern sub area, which equates to a supply of 41 dwellings which will need to be released to meet the 5 year supply in that sub area. This equates to approximately 1.3 hectares of land (using a density of 30 dwellings per hectare). Failure to release sites can lead to 'decision by appeal' as developers appeal against any refusal where there is a known shortfall in the 5 year supply of housing land and the Local Planning Authority has failed to act. A further 10.8 years supply of housing (or 12,852 dwellings) will be required to be identified to cover the timeframe of the Core Strategy (16-years). This equates to approximately 428 hectares of land based on a density of 30 dwellings per hectare.
- 3.4 As indicated in 2.2 above, assumptions have been made in relation to how the housing supply will be delivered (in terms of e.g. the 'pace of development' on specific sites) over the course of the plan period. This has enabled a trajectory of existing supply (planning permissions and released allocations) to be produced. The trajectory assumes it is likely that in the first year (2010-2011) there would be a recovery in the number of completions, to just under the 1,190 housing requirement. The next 3 years would see housing completions over 1,190 a year. However, in the fifth year (2014-2015) there is likely to be a marked under provision, with housing completions of around 900, largely as existing sites are built out but before new sites start to produce significant completions. Housing completions from all existing supply trail off and finish in 2018-2019.
- 3.5 The identified supply is not evenly distributed across the four JSP sub-areas. The estimated supply periods for each are:
- Northern: 4.8 years supply (0.2 years deficit)
 - Eastern: 5.5 years supply
 - Central: 5.1 years supply
 - Western: 5 years supply
- 3.6 In relation to the 16-year supply, of the 700 sites assessed, around 380 are considered to have potential for housing and have been assessed to be developable. These sites have a combined capacity of over 45,000 dwellings (equivalent to approximately 38 years of supply). This would easily meet long term housing targets. Such a large supply of potential deliverable housing sites means that broad locations for growth do not need to be identified (a PPS3 requirement if there is insufficient likely capacity).

- 3.7 With regard to Previously Developed Land (brownfield) the assessment has shown that the total number of dwellings that could theoretically be built on it is 5,420; this equates to 28% of the total 16 year housing requirement. This assumes that all brownfield land identified would be prioritised for development and is, therefore, an upper limit. This represents a large reduction in the amount of brownfield land identified in the previous SHLAA due to the Government reclassification of garden land to greenfield in June 2010.
- 3.8 In the financial year 2009-10 housing completions were 386, a continued decline after completions of 618 in the year 2008-09. This is significantly below an average of 1,396 in the 4 years before the downturn.

4. Conclusions and next steps

- 4.1 The assessment of available housing land confirms that there is a 5.1 years supply in the East Riding as a whole, however there is a 0.2 year shortfall in the northern sub area, equating to 41 dwellings. Therefore, to continue to comply with PPS3, it is necessary to release a further site. The method for doing this is the 2003 Managed Release of Residential Development Sites interim policy guidance (the annual update of which is now incorporated into the SHLAA). Individual sites have been judged using the 2007 Housing Site Assessment Methodology. It is, therefore, recommended that an existing East Yorkshire Borough Wide Local Plan allocation, with a capacity to add 45 dwellings to the 5 year supply, should be released. This is in excess of the minimum requirement, but there is the need to consider lead-in times, annual build rates on individual sites, and provide an element of choice.
- 4.2 The supply of such sites is constrained in the Principal Town of Driffield in the northern sub-area, (because all allocated greenfield sites have already been released), so it is necessary to look to sites lower down the settlement hierarchy. The release of these sites would bring the number of dwellings delivered in the first 5 years of the plan period from 6,093 to 6,138, which equates to 5.2 years of supply overall. The site suggested for release is:

Market Weighton □ Land south of Holme Road (SHLAA: Market Weighton6. Allocation MARK12 in the East Yorkshire Borough Wide Local Plan). Capacity: 45

- 4.3 This site was chosen before others in Market Weighton because others had significant constraints in the form of flooding and being well used community resources (e.g. allotment gardens). If the site is agreed for release the supply in the northern sub-area will be increased from 4.8 to 5.0 years;
- 4.4 The assessment also highlights that there are sites with a potential capacity of just over 45,000 dwellings and 38 years of supply. This exceeds the former RSS requirement for 19,040 homes to be delivered in the East Riding between 2010 and 2026.
- 4.5 The LDF will need to consider the identified deliverable sites further with a view to allocating as much as 428 hectares of new land for residential development in order to meet the remaining 10.8 years of the former RSS requirement (to provide a choice of sites).
- 4.6 Because of the plethora of potentially available sites it will be necessary to be able to prioritise potentially competing sites. A sustainability appraisal, building upon the Housing Site Assessment Methodology, is being developed for the Allocations DPD, which will do this. It is inevitable that many land bids will be rejected at this stage. It is therefore vital that a robust process is in place to justify such decisions; the SHLAA is seen as a vital first stage in this process.

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Background Papers

1. Strategic Housing Land Availability Incorporating the Managed Release of Residential Development Sites (September 2010)