

Annexe 7: Draft Methodology

Envision

Regeneration and Planning Solutions

Craven District Council (outside the YDNP) Local Development Framework

Strategic Housing and Employment Land Assessment

Summary of Methodology

1. Planning the Assessment

The planning of the SHELAA starts with this methodology, but will also take into account the comments of key stakeholders involved through the partnership approach.

It has been decided that the assessment should be undertaken for the planning authority area only, rather than in conjunction with adjoining councils.

The Housing Market Partnership (HEMP) group is to be used to guide the SHELAA. By including it as a key item on the agenda of their first meeting we will seek to establish:

- Key principles, procedures and project plan.
- Roles and responsibilities of different partners.
- Methodological issues, particularly in relation to which types of sites should be excluded and included and how to assess the potential and market viability of sites.

The HEMP group will involve the key landowners, local estate agents, developers and/ or their representative bodies operating in the area. Statutory undertakers and public bodies will be consulted separately to inform them of the methodology and timetable and seek their views and cooperation, including any information on potential surplus land.

Resources for the project will be provided by consultants Envision working in close collaboration with staff in the policy team, especially the GIS officer. The financial resources required are understood to be available from Planning Delivery Grant. The Envision team brings experience and skills and will provide support and guidance to in-house staff who will assist with both the desk-top review and the survey work.

Monthly project monitoring arrangements will ensure milestones are met, work is being undertaken in accordance with this methodology and any emerging quality issues addressed. The HEMP group will also have a role in scrutiny but not in day to day management. The key to ensuring quality will be close collaboration with the client and in-house staff to ensure that the consultants' expertise and experience is complemented by local knowledge.

The work programme and project milestones will be subject to change following consultation with stakeholders, particularly the HEMP group, and as part of the ongoing project monitoring with the client. Key dates in the programme are as follows:

- Desk top review of existing information: wb 20th August - wb 1st October 2007
- Meetings with CDC officers: wb 1st - wb 8th October 2007
- 1st HEMP meeting: 11th October 2007
- Site surveys: wb 8th October - wb 5th November 2007
- Estimating housing potential: wb 12th - wb 19th November 2007
- Assessing developability/ deliverability: wb 12th - wb 17th November 2007
- Developability Workshop: wb 3rd December 2007
- Draft Report to client: wb 17th December 2007
- Final Report to client: wb 7th January 2008
- Present to Spatial Planning Committee: wb 21st January 2008

2. Determining which sources of sites will be included

The new guidance places less emphasis on allowances and more on the identification of sites. Sources no longer listed in the guidance (sub-division of existing housing, flats over shops and empty homes) will be dealt with as part of any windfall allowance. The main sources of sites are as follows:

A. Sites in the planning process

- 1) allocated or permitted employment land no longer required for such use
- 2) existing housing allocations
- 3) unimplemented/outstanding planning permissions for housing
- 4) planning permissions for housing that is under construction

B. Sites not currently in the planning process, e.g.

- 1) vacant and derelict land and buildings
- 2) surplus public sector land
- 3) land in non-residential use which may be suitable for re-development for housing/ mixed use, such as commercial buildings or car parks,
- 4) opportunities in established residential areas, such as under-used garage blocks
- 5) large scale redevelopment and re-design of existing residential areas
- 6) sites in rural settlements and rural exception sites
- 7) urban extensions (broad locations normally identified in RSS)
- 8) new free standing settlements

B.6, B.7 and B.8 sites would not previously have been included in an urban capacity study since they lie outside the urban area. In addition the small-scale extension of urban areas and other settlements will be included in Stages 3 to 5 of the main study and an extra category, "Land adjoining Settlements", will cover such sites.

Identification of such land implies no commitment to granting planning permission, but judgement and selection at Stage 4 will focus attention on those sites/ broad locations with a realistic chance of allocation. This selection would be based on the Environmental Capacity Study already undertaken.

Particular types of land or areas can be excluded from the assessment provided the reasons are justified and agreed by the partnership. Except for clear-cut designations such as sites of Special Scientific Interest, the scope of the assessment should not be narrowed down by existing policies. This would mean, for instance, that the Green Wedges in South Craven and Bentham should not be a reason for excluding sites from consideration.

3. Desktop review of existing information

The Guidance suggests various sources of information to be used in the desk-top study. The key sources for the Craven SLAA include:

- The in-house housing land availability information, which is updated monthly to take account of new planning permissions and completions.
- The Annual Monitoring Report 2006 for allocated/permitted employment sites and allocated housing sites.
- A search of the planning register for sites refused permission for housing development and for sites recently granted permission for employment uses.
- Database of sites submitted in response to consultation on the Allocations DPD.
- The previous Urban Potential Study 2003.
- The draft Employment Land Review.

- Surplus public sector sites identified through consultation with key stakeholders.
- Any commercial property databases identified via the HEMP group.
- Ordnance Survey maps as a basis for discussion with development control officers and other staff with local knowledge.

The sites identified from the above sources will be recorded on GIS software and cross-related to an Excel database setting out a range of characteristics. Some of this information will be entered at desk top study stage and the remainder after site survey.

During the establishment of this initial data base, duplication and overlap of sites will be eliminated. A unique referencing system will ensure that a particular site features in only one site source category.

4. Determining which sites and areas will be surveyed

It is proposed that all sites currently within the planning process (A 1-4 above) will be included in the database but that only those sites of 0.1 hectares and above be surveyed. Moreover, the survey of sites identified by the desk top study as not yet in the planning system, together with identifying any further potential sites, will be confined to areas in or adjoining sustainable settlements.

These are based on the settlement strategy in the Core Strategy Preferred Options and involve the service centres of:

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|---------------------------------|----------------|
| • Skipton; | • High Bentham |
| • Glusburn/ Crosshills / Sutton | • Ingleton |
| • Settle with Giggleswick | • Gargrave |

and the larger villages of:

- | | |
|---------------------------------------|----------------------------|
| • Burton in Lonsdale | • Embsay |
| • Carleton | • Hellifield |
| • Clapham (outside the National Park) | • Kildwick (with Farnhill) |
| • Cononley | • Low Bentham |
| • Cowling | • Low Bradley |

For these settlements, we will look for sites in or adjoining the settlement boundaries defined in the adopted Local Plan, taking account also of the suggested sites put forward for the Allocations DPD. We would use the results of the Environmental Capacity Study to sieve the latter down to those which are most sustainable and which would have the least environmental impact and concern.

We will not explicitly map special survey areas such as development hotspots, town and district centres, and principal public transport corridors, but special attention will be given to Skipton town centre and the main public transport routes into it. Based on the size threshold and the locational criteria, a list of sites will be prepared and a survey schedule drawn up which will minimise travel time.

A questionnaire and site plan will be sent to the key statutory consultees/ infrastructure providers and to HEMP members who have agreed to help, seeking information on physical constraints or other factors affecting the sites and on whether they can be overcome, at what cost and in what time frame. Information will also be sought on legal and ownership problems and on market, cost and delivery factors affecting the sites.

5. Carrying out the survey

The survey form will be split into a section for completion in the office and a part to be filled in on site. As much information as possible will be completed before undertaking the

survey, including any available information on constraints from the GIS and CDC staff which can then be checked on site where possible. CDC would provide a large scale plan of each site to be surveyed.

Generally each site will be visited by one Envision member, following a pilot exercise. Smaller sites may be surveyed by in-house staff, as agreed. Sites will be viewed from the public highway or from footpaths, unless they are in public ownership or there appears to be general public access to them.

The surveys will accurately map the boundaries of each site, note any constraints either on site or from adjoining land uses and character of surrounding area, and note other relevant factors such as existing land-use, buildings, topography, vegetation, water-courses, pylons, accesses and public rights of way. Where appropriate this will be annotated on the plan as well as on the form. Digital photographs will be taken.

On return to the office, the exact site boundaries will be entered onto the GIS and a revised site area calculated, together with any sub-divisions of the area (e.g. to take account of undevelopable parts). For each site, an initial assessment will be made of its suitability for housing and other development in order to classify it as either:

- A housing site
- A mixed use site
- An employment site
- A site not suitable for development.

6. Estimating the potential of each site

6.1 Housing

Capacity of housing and mixed use sites will then be calculated by subtracting undevelopable areas and then applying an appropriate net density to the remaining site, based on site size and location. The larger the site, the lower will be the gross to net ratio, while there will also be a decrease in density with distance from town centre and facilities along the lines of Table 1.

Table 1: Illustrative Density Assumptions

Location	Site size	<0.4 has	0.4 -2 has.	>2 has.
	Gross to net ratio:	100%	90%	80%
Town / service centre	Gross density	60 dph	60 dph	60 dph
	Net density	60 dph	54 dph	48 dph
Edge of town centre	Gross density	50 dph	50 dph	50 dph
	Net density	50 dph	45 dph	40 dph
Suburban	Gross density	40 dph	40 dph	40 dph
	Net density	40 dph	36 dph	32 dph
Rural	Gross density	35 dph	35 dph	35 dph
	Net density	35 dph	31.5 dph	28 dph

All identified sites will be assessed in the same way, but we will select (in discussion with Council officers and HEMP partners) sites for further design-led study, using the sample scheme approach recommended in the guidance. It may be necessary to identify innovative sample schemes from outside the district in some cases.

Where there is an existing sketch scheme of brief which can be used as a basis for assessing capacity, this will be used unless, in discussion with the client and/ or HEMP, there is reason to believe that a higher density could be achieved.

In the case of identified opportunities for *Conversion of Industrial and Commercial Buildings* a site visit will be made to identify site boundaries and constraints, but the

assessment of capacity will be based on a yardstick approach using a gross to net ratio to determine the usable floor area (60-80% depending on the depth of the building) which is then divided by an assumed unit floorspace (say 70 sq.m.).

6.2 Employment

Sites identified for employment and mixed use will be assessed for their potential by reference to the market sector for which each site is considered suitable (e.g. small business units, warehouse and distribution, general industry), applying a plot ratio and employment density applicable to that sector. Where a mixed use site involves more than just a simple split of the land between residential and employment use (i.e. genuine integration of uses on different levels), then some form of design-led approach as discussed above may be necessary.

7. Assessing when and whether sites are likely to be developed

For all sites identified as developable (for housing, mixed use or employment) in the initial assessment at the end of Stage 4, we will assess whether it is deliverable, developable or not currently developable (as defined in paras. 54 and 56 of PPS3). This will involve assessing whether each site is:

- **Suitable**, i.e. in terms of sustainable development and as a location for housing/ employment/ mixed use, taking into account policy restrictions, physical problems or limitations, potential impacts and environmental conditions for future residents. This assessment will have already been done at stage 4, but will be checked in the light of the work done at stage 6.
- **Available**, based on information on owner's intentions and on legal and ownership problems, as obtained through discussion with CDC and through the consultation with members of HEMP undertaken at Stage 4. An assessment of how and when any problems can be overcome will be used to classify the site as either: available (i.e. within 5 years from the date of adoption of the Allocations DPD), available in 5-10 years, available in 10-15 years or not available for at least 15 years.
- **Achievable**, i.e. whether the site is economically viable and saleable over a given period, taking account of market factors, cost factors and delivery factors. Information on these factors will be sought from HEMP members at an early stage (see 4. above). In addition we will undertake basic residual valuations of the major sites sharing them with the HEMP members to check that they are reasonably accurate. Depending on the number of such sites, this may be done through allocating sites between HEMP members or by asking all members to look at all sites in order to obtain a spread of views on each. Depending on the number of major sites, this approach may be used for just for a sample of them, combined with a more general request for HEMP views on the other sites.

For each site where constraints have been identified we will provide a schedule of actions needed to remove them, drawing on the response to the questionnaire of key statutory consultees/ infrastructure providers and HEMP members issued at the end of Stage 4.

8. Reviewing the Assessment

All the above information will be entered into the Excel spreadsheet and this will be used to produce a trajectory of anticipated completions each year from 2006/7 to 2020/21. This will then be reviewed to assess the extent to which it meets the aspirations in the Core Strategy Preferred Options report for the 15 years to 2021 (with indicative additional development for 2021- 2024) and to identify the extent to which sites in the Land adjoining Settlements category can be either put back or brought forward to bring the two

into line. This may involve identifying alternative land releases in order to meet the requirement.

It is anticipated that there will be more than enough land to meet this requirement, but if not consideration will then be given as to whether an additional Stage 9 assessment is needed.

At this stage we will call together the HEMP partners and the key statutory consultees and infrastructure providers in the form of a “**Developability Workshop**” in order to report back on the work done so far, seek views on the above factors in relation to the larger sites identified and on the windfall allowance (see below), and seek consensus as far as possible that the findings and assumptions are reasonable.

9. Determining the housing potential of windfalls

Windfalls should not be included in the first 10 years of land supply unless there are genuine local circumstances that prevent specific sites being identified. Craven relies on such sites in arriving at its current housing land supply but it would have been possible to identify most of such sites in advance through the methodology outlined above.

Nevertheless there remains an element of small windfall sites for which allowance must be made. The Preferred Options report refers to such small windfalls as part of total supply. They comprise small infill plots within the built up areas; conversions of existing small buildings, including former farm buildings; and subdivision of existing houses.

An analysis will be done of the completions on these and other sources of windfall sites over the last 10 years and these average completion rates used to determine the realistic housing potential from each source, taking into account whether these rates are likely to increase or decrease in the light of market conditions and the availability of suitable premises. This consideration will be informed by a consultation with HEMP members, the Strategic Housing Market Assessment and the calculation of potential for sub-division based on Census data that was undertaken for the UPS 2003.

We will review the survey of flats above shops was undertaken for the UPS 2003 and the calculation made based on this. This will be done in discussion with relevant Council officers and HEMP but the survey remains generally valid and will not be repeated.

We will use the information from the Council’s Empty Homes Strategy and the CDC Housing Officer to arrive at a reasonable estimate of the amount of currently vacant private housing which can be expected to be brought back into use over the plan period.

10. Reporting

The results of the survey, consultations and assessments will be written up and the conclusions drawn together in the form of a full report with Appendices. An Executive summary will also be included.

A consultation statement will also be prepared as an appendix to the report. All correspondence/ records will be electronically scanned and made available on disk in a searchable format.

A draft report will be provided for review by the client and any comments fed back into a final draft. This will then be reported to the Spatial Planning Committee. We will attend the committee meeting to present and explain the assessment.