



LOCAL DEVELOPMENT FRAMEWORK FOR CRAVEN
DISTRICT OUTSIDE THE YORKSHIRE DALES NATIONAL
PARK

Craven District Council

EXECUTIVE SUMMARY

**STRATEGIC HOUSING AND
EMPLOYMENT LAND AVAILABILITY
ASSESSMENT**

**FINAL DRAFT REPORT FOR PUBLIC
CONSULTATION**

August 2008

Consultation Guiding Questions

This is the first Strategic Housing and Employment Land Availability Assessment (SHELAA) that has been carried out by Craven District Council and we need to know whether we have got it right.

The study has been prepared using guidance issued by the Government department, Communities and Local Government, but we need to know whether there are any local issues that may have been overlooked when preparing the study. The study gives a list of sites that may have the potential for future development up to the year 2026. That is not to say they will be definitely be developed because other factors such as planning permission, economic viability, location and constraints may prevent them from coming forward. This study is the first stage in trying to ascertain what land is potentially available and where.

There are some sites included in the study that are currently under construction but not yet complete. Appendix 6 (Housing Trajectory) needs to take these sites into consideration when identifying where and which year dwellings will be completed. It is not necessary to comment on these sites because they have already started.

However, there are some sites with planning permission that have not yet started and you may wish to comment on whether they have a realistic chance of being developed, and when that is likely to happen.

We need your comments on the following areas of the study:

- a) Is the document user-friendly? How can it be improved?
- b) Are there any sites that are not included in the study that should be? When would they realistically become available for development?
- c) Are there any sites that have been included in the study but do not have a realistic chance of being developed by 2026? What is the reason? (physical constraint; ownership etc)
- d) Are there any other comments you would like to make that would help Craven District Council improve the document?

All comments on the Strategic Housing and Employment Land Availability Assessment and Employment Land Review are welcomed.

When making comments please refer to the chapter, paragraph and page number, where relevant.

Please send your comments Planning Policy Team at the Council Offices, Granville Street, Skipton or telephone 01756 706472 or e-mail ldf@cravencd.gov.uk.

Introduction and Background

The purposes of the study are:

- To identify specific, deliverable housing sites which will help the Council to establish a five year supply of land for residential development;
- To inform the preparation of the Core Strategy and Site Allocations Development Plan Documents (DPD's) by identifying sufficient specific housing sites for the plan period to 2026;
- To provide robust evidence for the inclusion of an appropriate level of housing windfall allowance in accordance with Planning Policy Statement 3: Housing;
- To identify sufficient potential employment sites to meet Regional Spatial Strategy (RSS) requirements and to inform the preparation of the Core Strategy and Site Allocations DPD.

The study represents an important part of the evidence base supporting the Local Development Framework. Whilst the SHELAA will ultimately inform the Core Strategy and Site Allocations DPD, work undertaken on the early stages of both DPD documents has fed into its preparation. The SHELAA will in turn form part of the pre-production stage and inform the preparation of the Site Allocations DPD.

It is a hybrid study combining the requirements of Government guidance on the consideration of housing and employment land into one comprehensive study. The housing land element of the study has been prepared in accordance with the requirements of Planning Policy Statement 3: Housing (PPS3) and the Strategic Housing Land Availability Assessments Practice Guide (July 2007).

The assessment has also had regard to the Guidance on Employment Land Reviews (ODPM 2004), in particular Steps 2 ("Collate Data on Land Stock and Demand"), 8 ("Quantify Employment Land Supply") and 13 ("Identify additional sites to be brought forward").

The study has been prepared having regard to the emerging Development Plan and other local policy documents as follows:

The Yorkshire and Humber Plan Regional Spatial Strategy to 2026: in terms of housing and employment land requirements and related policies for the District. Relevant policies are set out in the main report.

Craven LDF Core Strategy Preferred Options Report: in terms of the settlement strategy and general distribution of housing and employment development. The Settlement Strategy Policies SS 1 to 5 establish the overall proposed settlement hierarchy, based on the priority to be given to development on previously developed land and within existing Settlement limits before Greenfield sites. In accordance with these policies, Policy HO2: Housing Provision within settlements, and Policy EC 1: Employment Land Provision, set out proposed distribution targets for Housing and Employment land.

Craven Environmental Capacity Study Consultation Draft: this was used to identify key environmental constraints, particularly at the fringes of existing settlements. The report was used as a first sieve when considering sites outside the existing development limits of Skipton, South Craven, Settle with Giggleswick, High Bentham, Ingleton and Gargrave. In particular those sectors categorised as 'red' were in most cases ruled out for future development.

Methodology

The study followed the National Practice Guide which sets out 10 key stages:

Stage 1: Planning the assessment: A draft methodology was published on the Council's web site in September 2007 and was sent out for consultation with key partners. As a result the Parish Councils were included in the consultation exercise. It was decided that the SHELAA should be undertaken for the planning authority area only and to use the Craven Housing and Employment Market Partnership to guide it. This group includes key landowners, local estate agents, developers and/or their representative bodies. Various statutory undertakers were consulted separately. The consultants, Envision, worked with the GIS officer and other in-house staff as necessary to ensure that all necessary skills were available to carry out the study.

Stage 2: Determining which sources of sites will be included: The main sources of sites considered were existing allocations, planning permissions, vacant and derelict land and buildings, surplus public sector land, land in non-residential use which may be suitable for re-development, housing opportunities in established residential areas and the extension of urban areas and other settlements. The latter category comprised the majority of sites identified by the SHELAA. The Environmental Capacity Study was used to focus the search for greenfield sites, however the scope of the assessment was not narrowed down by existing policies, so that the policy designation of Green Wedges in South Craven and Bentham were not considered a reason for excluding sites from consideration.

Stage 3: Desktop review of existing information: Seven main sources of information were used to initially identify sites. 1000 sites were recorded on GIS software and cross-related to a Microsoft Access database setting out a range of characteristics. Duplicate entries were identified and noted, a number of entries were marked as complete and over half of the employment applications were not relevant. Deletion of these sites reduced the total to about 700. An extensive list of known policy constraints was identified and mapped.

Stage 4: Determining which sites and areas were surveyed: All sites currently within the planning process were included in the database but only those sites of 0.1 hectares and above were surveyed. Moreover, the survey looked only at sites within the settlement strategy, namely Skipton, South Craven, Settle (with Giggleswick), High Bentham, Ingleton, Gargrave and 10 larger villages (Hellifield, Cowling, Cononley, Embsay, Low Bentham, Low Bradley, Carleton, Kildwick, Clapham and Burton in Lonsdale). Within each settlement, the study team looked for sites in or adjoining the settlement boundaries defined in the adopted Local Plan, taking account of those sites put forward by owners under the proposed Site Allocations DPD, although not

all of these sites were included. As a result, the sites in Stage 3 were further reduced to 350. Each was given a unique survey reference number.

Stage 5: Carrying out the survey: 350 sites were surveyed over a 4 week period during November/December 2007. The boundaries of each site were accurately mapped and any physical constraints noted, together with the character of the surrounding area and other relevant factors such as existing land use, buildings, topography, vegetation, watercourses, pylons, accesses and public rights of way. Digital photographs were taken and data entered into the SHELAA database. In some cases the information was queried and checked with Craven District Council staff. Following the survey and mapping work, a first sieve of sites was carried out to remove 59 sites, using various criteria such as existing gardens and open space and severe environmental constraints. This brought the revised total for consultation to 291.

Stage 6: Assessing when and whether sites are likely to be developed: The next stage was to determine which of the sites remaining in the SHELAA were deliverable, developable or not currently developable. This involved looking at suitability, availability, and achievability. This was informed through consultation with key statutory consultees/infrastructure providers, the Craven Housing and Employment Market Partnership members, Parish Councils and key Council Officers. This consultation was undertaken during December 2007 and January 2008 and involved each consultee being sent relevant information for all 291 sites, together with an assessment questionnaire.

Responses were received from a total of 54 consultees. A further assessment was then carried out with regard to site suitability, availability and achievability, using the knowledge gained from the survey process together with detailed information from the consultation. This second sieve resulted in a further 73 sites being removed, reducing the number to 218. In addition the consultation provided information to suggest that certain sites should be amalgamated. Also some sites now fell below the 0.1ha. threshold or would only deliver 1 or 2 houses and so were placed in the small sites category. This third sieve reduced the number of sites to 183.

Stage 7: Estimating the potential of each site: To assess the capacity for housing on relevant sites an initial calculation was made of the developable area followed by the percentage of the site that could be developed for housing. An appropriate housing density for each site, reflecting site size and distance from town centre and facilities, was then applied. Where there was a planning permission or sketch scheme for the site, this was used instead. Sites identified for employment and mixed use were assessed for their potential by reference to the market sector for which each site is considered suitable, applying a plot ratio and employment density applicable to that sector.

Stage 8 & 9: Reviewing the assessment: In order to assess the adequacy of the housing land supply identified by the SHELAA, a trajectory was prepared which projects completion of housing development over the plan period of the RSS and LDF, up to 2026. The trajectory (as well as looking at total supply to 2026) looks at the plan period divided into 6 time bands. The date identified for each site is the earliest time band in which it is estimated that development can be completed. This can spread over 2 or 3 time bands.

The trajectory includes an assessment of housing provision requirement, both for the whole plan period and for each time band, for two scenarios based on the RSS, and an extra 20% for flexibility and slippage. This enables the analysis of the supply against requirements for the district as a whole and by settlement for the whole plan period and for time bands within it. The conclusion was drawn that sufficient sites were identified to meet requirements for both housing and employment land throughout the plan period, so Stage 9 of the methodology (*Identifying and assessing the housing potential of broad locations where necessary*) was not required.

Stage 10: Determining the housing potential of windfalls: An analysis was undertaken of the completions on windfall sites over the last 7 years and these average completion rates used to determine the realistic housing potential from windfalls. The analysis looked at sites emerging within the settlements used for the SHELAA, in three size bands. It also looks at sites coming forward as windfalls in locations outside the settlement strategy, excluding holiday homes and dwellings tied to a business (such as agricultural worker's dwellings). Assumptions about flats above shops and empty homes were also reviewed.

FINDINGS AND CONCLUSIONS

Characteristics of SHELAA Sites:

Proposed Use:

The SHELAA identified sites for development amounting to some 358 hectares, although some of this is undevelopable as a result of physical constraints. About 204 hectares (57%) is suitable for housing development, providing 7768 dwellings, and a further 72 hectares (20%) is suitable for employment development. The remaining 25% is either not developable or is suggested for other uses such as retail, town centre uses, public open space or car parking.

A total of 134 sites is proposed for **housing** use only or for **housing plus open space or car parking**, constituting 73% of all sites, although a rather lower 64% of land area. 24 sites are proposed for **employment** use with no residential element. While these constitute only 13% of all SHELAA sites, they make up 18% by land area. They are concentrated in Skipton and South Craven, although there is also a substantial amount of employment land identified in Ingleton. There are only 10 sites for **housing and employment** (5.5% of the total) but they make up 14% of the SHELAA sites' area. They are mostly in Skipton and South Craven; but there is also one large such site in each of Settle and High Bentham. 15 sites were identified for **mixed use development**, almost all in Skipton, but with a few opportunities in Settle and one each in High Bentham and Gargrave.

Size:

43 SHELAA sites, 23% of the total, were **small** (between 0.1 and 0.4 hectares) and these only accounted for 381 dwellings (5% of the total) and 1.48 hectares of employment land (2% of the total). The largest proportion of small sites is to be found in Settle and Ingleton/ Gargrave, with a fairly large percentage also in High Bentham. Relatively few of them were identified in South Craven and the "other villages". The 95 **medium** sized sites (between 0.4 and 2 hectares) made up just over half of all sites identified and contributed 2,675 dwellings, which is over 34% of all dwellings on SHELAA

sites. This size of site contained 16 hectares of employment land, 22% of the total, a relatively small amount given the number of medium sized sites.

29 sites fell within the **large** category (between 2 and 5 hectares), 16% of the total but accommodating 2,115 dwellings, which is 26% of the provision on SHELAA sites, and over 16 hectares of employment land, 22.5% of the total. Two thirds of these large sites were in Skipton and South Craven, with only one in Settle and relatively few in Gargrave/ Ingleton and the other villages. While there were only 16 **very large** sites (over 5 hectares), these made up 53% of employment land identified (approximately 38 hectares), almost entirely within Skipton and South Craven. There are 7 very large sites identified in Skipton, one to the south but the rest mostly to the north west and east of the town, and 5 such sites in South Craven. There is also a very large site identified in each of Settle, High Bentham, Gargrave and Ingleton.

Location by settlement:

Skipton has the greatest concentration of sites, 30% of the number, but 41% of the land area. It has one third of the dwelling capacity identified (2,600 dwellings). The town has by far the largest amount of employment land, 41 hectares or 57% of the total.

South Craven has the second highest concentration of land, although the number of sites (28 or 15% of the total) is smaller than the proportion of land area and of dwelling capacity. 25% housing land is identified in South Craven (about 1,900 dwellings), together with 15 hectares of employment land, although the two largest employment sites are heavily “discounted” to take account of flood risk and their site area may be increased following more detailed analysis. This makes up 21% employment land in the SHELAA.

Settle has 13% of the SHELAA sites, but these represented only 7% of the land area. Nevertheless this would still accommodate 595 dwellings and 4.63 hectares of employment land.

High Bentham has significant potential identified on 17 sites, accommodating over 800 dwellings and 3.3 hectares of employment land. While the latter is in line with requirements, the former is likely to be significantly in excess of requirements.

Gargrave and **Ingleton** have a combined requirement in the Core Strategy Preferred Options report. The SHELAA found significant amounts of both housing and employment land in Ingleton (about 550 dwellings and 4.5 hectares) but rather less in Gargrave, which is heavily constrained by environmental factors. Nevertheless more than enough housing land was identified in each settlement. Options for employment land in Gargrave are more constrained. Ingleton, on the other hand, has a significant amount of employment land, in line with that in Settle and more than in nearby High Bentham.

Very little employment land was identified in the **other villages** and, in terms of housing land, there was a mixed picture. **Cowling, Low Bentham** and **Hellifield** have significantly more housing sites and capacity identified than is likely to be required. Although less extreme, the situation is similar in **Low Bradley**. All other villages have only 1, 2 or (in the case of **Embsay**) 3 sites identified by the SHELAA for housing.

Location within and around Settlements:

The SHELAA has identified 84 sites **within the current development limits** and a further 12 which are **partly within the limits**. In all these constitute 53% of all SHELAA sites. However, they only accommodate 28% of dwellings (2,132) and 16% of employment land (11.3 hectares) on SHELAA sites. The 87 sites **outside the current development limits** are estimated to be capable of accommodating 5,636 dwellings and include 60.57 hectares of employment land.

The main source of sites within the development limits is Skipton, which has 37% of its SHELAA sites within or on the edge of the town centre, comprising 584 dwellings and 4.4 hectares of employment land, as well as a further 367 dwellings and 1.68 hectares of employment land elsewhere within or partly within the current development limits.

Settle also has a relatively high number of sites identified within the development limits, comprising 73% of all SHELAA sites in the town, although accounting for only 48% dwellings and 13% employment land. Ingleton is also characterised by a high proportion of sites within the development limits.

Brownfield/ Greenfield:

81 SHELAA sites, 44% of the total, are either wholly or partly previously developed land, while 102 (56%) are greenfield. However, in terms of land area the proportion of greenfield sites is much higher. 82% employment sites in the SHELAA are greenfield. In terms of numbers of dwellings, 67% are on greenfield sites, with only 33% on previously developed or part previously developed sites. However this proportion will increase in the Site Allocations DPD as a result of preference being given to previously developed land while many greenfield sites are not allocated.

There is relatively little difference in the greenfield/ previously developed land distribution between settlements. However, Skipton has a somewhat higher amount of previously developed land amongst its SHELAA sites, amounting to 55% of sites, although this only amounts to 32% of dwellings and 13% employment land. Settle is the only other settlement with a higher than average proportion of previously development land sites (52%) and here 43% of dwelling capacity is on previously developed, or part previously developed, land.

Housing Land Supply

In addition to SHELAA sites, the trajectory includes small sites (below 0.1 hectares or for just 1 or 2 dwellings), sites outside the settlement strategy (above and below 0.1 has), windfall allowances and a flats above shops allowance.

Windfall sites are broken down into site size and location, with only smaller sites allowed for in the short term. About 500 dwellings are projected over the plan period on sites below 0.1 hectares in urban areas and villages, a further 500 in rural areas outside the settlement strategy and 170 on 0.1 - 0.4 hectare sites (the latter after 2019 only). Of the 670 windfall sites within the settlement strategy, 40% are assumed to be in Skipton, 15% in each of South Craven and Settle, and 10% in each of High Bentham, Gargrave/ Ingleton and the other villages based on past trends.

The trajectory compares the total housing supply from the SHELAA and these other sources against the various requirements based on (a) final RSS (250 dwellings per annum), (b) 20% above the RSS (300 per annum). These targets are split between settlements based on the apportionment in the Core Strategy Preferred Options report, i.e. 35% to Skipton, 26% to South Craven, 10% to Settle, 6% to High Bentham, 8% to Ingleton and Gargrave (together) and 15% to the “other villages”.

Craven DC (outside the National Park)

Overall the SHELAA identifies sites for 9,345 dwellings, which is nearly double the amount of housing required by the RSS (4,750) and exceeds the target of RSS plus 20% (5,700) by 3,645. Nearly 2,900 (61%) of the requirement could be met by sites within the current development limits, with about 1,850 dwellings needed from greenfield release over the plan period to meet the RSS, or 2,800 to meet RSS+20%.

While there may be a shortfall in relation to requirements in 2007- 08, this could be more than made up for in 2008 - 2010, with the identified sites exceeding even the highest requirement (RSS + 20%) over the Plan’s first three years by about 250 dwellings.

Looking at the 5 year supply situation from April 2008 onwards, 1,682 dwellings could be built on sites within the development limits (or already committed outside), compared to a requirement of 1,250 (final RSS) or 1,500 (RSS + 20%).

Skipton

In Skipton there are sites for nearly 3,000 dwellings which exceeds even the highest level of requirement (RSS + 20%) by more than 1000 dwellings.

The number of sites expected to be developed across the plan period is erratic when judged against RSS requirement. The Site Allocations Development Plan Document will need to consider a phasing policy to ensure sufficient supply of sites are available to meet expected demand across the plan period.

With regard to the 5 year supply, virtually all the RSS requirement could be provided on previously developed land and sufficient land is identified in the SHELAA in relation to RSS +20%. The Site Allocations Development Plan Document will need to consider allocating sites in the most sustainable and environmentally sensitive manner to ensure sufficient supply over the plan period.

South Craven

The identified supply of about 2,000 dwellings in South Craven exceeds RSS by nearly 800 dwellings and RSS+20% by about 500 dwellings.

With regard to the 5 year supply from 2008 for South Craven, there is a more than sufficient land identified to meet RSS requirements and RSS+20%.

Settle (with Giggleswick)

The identified supply in Settle and Giggleswick (680) exceeds RSS by 205 dwellings and the highest level of requirement (RSS+ 20%) by some 110 dwellings. Nearly 300 of the identified supply is on previously developed land and/or within the development limits.

The number of sites expected to be developed across the plan period is erratic when judged against RSS requirement. The Site Allocations Development Plan Document will need to consider a phasing policy to ensure sufficient supply of sites are available to meet expected demand across the plan period.

The 5 year supply of land in Settle to meet RSS requirements can virtually all be provided on previously developed land or within development limits and sufficient land is identified in the SHELAA in relation to RSS +20%.

High Bentham

The identified supply in High Bentham (913) is well in excess of what is required to meet RSS and RSS +20%. Indeed supply on brownfield sites and within the development limits is only about 50 short of RSS and 110 short of RSS+20% for the whole plan period up to 2026.

There is sufficient land within the development limits for the period up to 2016 and phasing policies in the Site Allocations DPD could be considered to ensure a continuous supply of land to meet demand in the most sustainable locations.

There is also more than enough land in High Bentham to provide a 5 year supply from 2008.

Gargrave and Ingleton

The identified supply in Ingleton and Gargrave (923) is more than double the highest level of requirement (RSS plus 20%). Moreover, 84% of this maximum requirement can be met from sites on previously developed land and other land within existing development limits.

There is therefore a more than adequate 5 year supply on previously developed land or land within existing development limits.

Other Villages

Within the other villages the SHELAA has identified a potential of 1,141 dwellings which is greater than the highest level of requirement (RSS +20% 855 dwellings). Only 364 of this potential is on previously developed land, and land within development limits.

Employment Land Supply

The Employment Land Review is a three stage assessment firstly of existing employment land supply; secondly of the future demand for employment land; and thirdly, the identification of the most suitable sites to meet future demand. This third stage is fully integrated with the SHELAA. Having assessed the retention and release of existing sites and the extent to which they will meet future demand, future additional sites are identified and appraised and recommendations made as to which additional sites are to be brought forward.

The SHELAA reaches a set of conclusions about the sites which are suitable for employment use either exclusively or as part of mixed use development. The ELR update has further appraised these potential employment sites against demand, local need and according to market segment, enabling

conclusions about priorities for future employment land allocations in the Core Strategy and Site Allocations Development Plan Document.

Recommendations for Further Action

A series of further actions are recommended in relation to:

New or significantly changed sites since last consultation: While there will be a general public consultation on the SHELAA, it is suggested that, in addition, the CHEMP and the technical and statutory consultees be specifically asked for their views on new sites and those that have changed significantly since the last consultation, as well as being asked to broadly ratify the SHELAA findings.

Sites needing frameworks/briefs/design studies: As part of the preparation of the Site Allocations DPD, consideration should be given to the particular implementation and design requirements of each SHELAA site; particular attention should be paid to urban redevelopment and large greenfield sites.

Conservation Area Appraisal: these should be prepared for the priority settlements of Settle, Giggleswick and Skipton (all already underway), Gargrave, Cowling, Low Bradley, and Embsay. This is because these settlements include sizeable SHELAA sites within the Conservation Area boundaries and possible release through the Site Allocations DPD would need to be made in the context of an up to date CAA.

Relocation Sites: Several SHELAA sites are dependent on alternative sites being found for other uses, which the Site Allocations DPD will need to identify. For employment uses, the ELR will take this on board. Other uses are:

Education: i.e. Skipton Girls, Craven College and Bentham Primary School.

Emergency Services: i.e. fire and ambulance station for Skipton and fire, ambulance and police station for Settle.

Hospitals: i.e. Skipton General and Castleberg in Giggleswick.

Transport Infrastructure: transport studies will be required for areas or groups of sites, including a detailed assessment of the cost of provision and of the ability of development to deliver infrastructure in South Craven, a similar strategic approach for Skipton, and the feasibility of delivering a new access road on the back of development in High Bentham.

Flood Risk: a Stage 2 Flood Risk Assessment will be needed for key locations, especially South Craven. This will then inform a sequential test for these areas and an exceptions test for any site proposed for release.

Sewerage: United Utilities have identified the need for additional infrastructure in some areas. Further work is required on the cost and programming of this.

Education: discussions are required on the need for new schools to support development. Some sites (in addition to those for replacement schools) may be needed, which could reduce the amount available for housing.

Retail: the SHELAA has already identified some possible sites for retail use in South Craven and High Bentham. A retail study is needed to check and

quantify this. There may also be a need for some local shopping on large housing sites.

Other Infrastructure: the Site Allocations Development Plan Document will need to establish whether sites are needed for other local infrastructure, such as health centres, community centres and sports facilities.

Areas of Search: if the requirements increase or the supply reduces dramatically, or if the sites (in South Craven) are not enough to deliver the required infrastructure, or if major sites prove undeliverable, then it may be necessary to consider further land release. The study has identified two possible areas of search, north-west of Skipton and west of Glusburn/Sutton.

Area Action Plan / Supplementary Planning Guidance: the Council may wish to consider a more formal detailed planning framework for areas of major change. The prime candidate for this would be South Craven.

Revisions to Settlement Strategy: work for the submission Core Strategy may wish to consider a minor change in the apportionment of the RSS need between settlements and groups of settlements, in order to reflect land availability more closely. An alternative would be: Skipton 35%, South Craven 25%, Settle 10%, High Bentham 10%, Ingleton and Gargrave 10% and other villages 10%.

Monitoring and Maintenance: A methodology for reviewing and updating the SHELAA should be established to review any changes to site suitability, and availability, review development of sites, monitor windfall sites, keep a record of emerging or submitted surplus sites and buildings and issue a review document on a regular basis.