

# Craven District Council



## Strategic Housing and Economic Land Availability Assessment (SHELAA)

### Methodology

Published February 2020

## **1. Introduction**

- 1.1 The Strategic Housing and Economic Land Availability Assessment (SHELAA) and each annual update provides the Council's current position on the availability, suitability and achievability of potential development sites over the next twenty-year period. The Council has prepared a Strategic Housing Land Availability Assessment (SHLAA) in the past, however in order to be in line with recent national planning policy and guidance the Council has now prepared a SHELAA, which is an assessment of both housing and economic land. A draft of this methodology was subject to a period of public consultation from Thursday 28<sup>th</sup> Nov – Thursday 19<sup>th</sup> December 2019, during which time, responses were received from 9 organisations/individuals. Following this consultation, the draft methodology was updated as necessary, with the final SHELAA Methodology published on the Council's website in February 2020. Going forward this methodology will be applied to all sites included in the SHELAA annually. This SHELAA only relates to the part of Craven District that falls outside the Yorkshire Dales National Park. This is the Craven Local Plan area.
- 1.2 The SHELAA is an important piece of evidence to inform plan making and provide plan monitoring data. Inclusion of a site in the SHELAA does not determine whether it is to be allocated for housing or employment purposes in a future review of the adopted the Local Plan. It is important to recognise that the SHELAA is an evidence base which informs the decision making process of the Local Plan. The role of the SHELAA is to provide information on the range of sites which are available to meet housing and employment needs in the plan area, but it is for the development plan itself to determine which of those sites are the most suitable to meet needs. Sites which are considered 'suitable' in the SHELAA are still required to undergo further assessment before a decision can be made on whether they should be allocated in any future review of the Local Plan. A site's inclusion in the SHELAA does not preclude development for other purposes, nor does it mean that the Council would grant planning permission for its suggested use. Equally, sites excluded from the SHELAA may be granted planning permission for housing or employment development.

## **2. Policy Context**

### **National Planning Policy Framework (NPPF)**

- 2.1 The requirement to undertake a SHELAA is contained in the NPPF (February 2019), which supersedes previous statements on this topic. Paragraph 67 of the NPPF states that Local Planning Authorities should have a clear understanding of available land in their area through preparation of a SHELAA to establish realistic assumptions about the suitability, availability and the economic viability of land to meet the identified need for housing over the plan period.
- 2.2 In accordance with the NPPF, the Council prepares a SHELAA to identify potential opportunities for residential and economic development. The NPPF also requires the Council to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of the housing requirement set out in the Craven Local Plan, as well as identify a supply of specific deliverable sites or broad locations for growth for years 6-10 and where possible, for years 11-15. The Council produces an Authority Monitoring Report which includes both housing and employment monitoring information.

### **Planning Practice Guidance (PPG)**

- 2.3 PPG provides guidance on housing and economic land availability assessment and, in relation to potential housing land, sets out a methodology to identify a future supply of land which is suitable, available and achievable for housing over the plan period. This SHELAA Methodology has been prepared in the context of the latest guidance contained in the PPG updated in January 2019.

### **Local Policy Context**

- 2.4 The Craven Local Plan period runs over a 20-year period from 2012 – 2032. The Publication Draft Craven Local Plan was submitted to the Secretary of State on the 27<sup>th</sup> March 2018 and was examined by a local plan inspector. The Craven Local Plan was adopted formally by Craven District Council at a meeting of the Full Council on 12th November 2019. Each SHELAA update is published alongside, and supports the new Craven Local Plan.

## **Full Objectively Assessed Housing Need (FOAN) & Housing Requirement for the Craven Local Plan.**

- 2.5 The Craven Local Plan Strategic Housing Market Assessment (SHMA) Nov 2017 Update concludes that the full Objectively Assessed Housing Need (FOAN) for housing from 2012-2032:
- **for the Craven Local Plan Area**, which excludes the Yorkshire Dales National Park (YDNP) is 206 dwellings per annum (dpa) (4,120 dwellings).
  - **For the Craven District as a whole**, which includes part of the YDNP, is 242 dwellings per annum (4,840).
- 2.6 Craven Local Plan Policy SP1: Meeting Housing Needs sets out that to meet the housing needs of Craven, provision is made for 4,600 net additional dwellings in the plan area over the period 1<sup>st</sup> April 2012 to 31 March 2032. This equates to an annual average housing requirement of 230 net additional dpa, which will more than meet the FOAN for the plan area of 206 dpa. Furthermore, when the housing requirement for the Craven Local Plan (230 dpa) is combined with the likely housing delivery of 27 dpa in the part of Craven lying within the Yorkshire Dales National Park Authority (257 dpa), the FOAN of the District as a whole, of 242 dpa, which represents the housing market area, will more than be met. Policy SP1 sets out a housing figure (230 dpa) that is higher than the FOAN of 206 dwellings for the Craven Local Plan area in order to significantly contribute to meeting the affordable housing need that exists across Craven District.
- 2.7 The housing requirement set out in Craven Local Plan Policy SP1 will be provided through net dwellings completed since 1<sup>st</sup> April 2012, sites with planning permission or under construction, new site allocations identified in the Craven Local Plan and a small site housing allowance for tier 5 settlements and open countryside. Craven Local Plan Policy SP1: Meeting Housing Needs and Policy SP4: Spatial Strategy and Housing Growth, which lists tier 1-5 settlements, can be viewed [here](#). Craven District Council will monitor the implementation of Policy SP1 through the preparation of a housing trajectory.

## **Employment Land Requirement for the Craven Local Plan**

- 2.8 The Council's Employment Land Review (March 2017) sets out the range of employment land requirements in the plan area at between 27 ha and 32 ha in order to align with the housing needs of the area. Craven Local Plan Policy SP2: Economic Activity and Business Growth sets out that growth of the economy will be achieved by making provision for a

minimum of 32 hectares (gross) of employment land over the plan period for B1, B2 & B8 uses through:

- Safeguarding existing employment land and existing employment land commitments for B1, B2 & B8 uses; and
- Allocating 15.6 ha gross of additional employment land for B1, B2 & B8 uses in Skipton (Policy SP5), Settle (Policy SP6) and Ingleton (Policy SP9).

2.9 The effectiveness of Craven Local Plan policies, including SP1: Meeting Housing Need and SP2: Economic Activity and Business Growth are monitored through the Authority's Monitoring Report. Section 9 of the Craven Local Plan sets out a list of indicators that will be used to measure the delivery of each of Plan Objective and the local plan policies linked to each of those objectives.

### **3. Methodology**

3.1 The following methodology is used to prepare the SHELAA and subsequent updates:

#### **Stage 1: IDENTIFICATION OF SITES & BROAD LOCATIONS**

##### **Determining the assessment area**

3.2 This SHELAA only relates to the part of Craven District that falls outside the Yorkshire Dales National Park. This is the Craven Local Plan area. The Yorkshire Dales National Park (YDNP) Authority is the local planning area for the entire YDNP and is responsible for preparing its own SHLAA. The YDNPA is currently in the early stages of preparing a new Local Plan for the part of the District within the NP and will undertake its own assessment of housing land availability in due course. The YDNPA can be notified of any available sites in its area by emailing to [localplan@yorkshiredales.org.uk](mailto:localplan@yorkshiredales.org.uk).

##### **Determining Site Size**

3.3 All sites, regardless of their size are recorded in the SHELAA, however in general conformity with the PPG, the SHELAA uses a size threshold below which sites have not been further assessed. This size threshold for housing sites is 0.1 hectares, which is consistent with the threshold applied in the Council's previous SHLAA. In terms of employment sites the threshold of 0.25 hectares (or 500 square metres of floor space) is applied in line with the PPG. Paragraph 68 of the NPPF (2019) has introduced a requirement for local authorities to promote more small and medium size sites in order to ensure a wider mix of housing sites. It requires authorities to identify at least 10% of their housing requirement on sites no larger than one hectare. The SHELAA site size threshold of 0.1ha will allow the identification of sufficient supply of housing land on small to medium sites.

## Site Identification

3.4 Sites included within the SHELAA have been and are identified from the following sources:

- Any sites allocated in the Craven Local Plan (adopted 1999) which have not been delivered;
- Land allocated for housing in the adopted Craven Local Plan (2012-2032) or 'made' Neighbourhood Plans;
- Land allocated for employment in the adopted Craven Local Plan (2012-2032) or 'made' Neighbourhood Plans;
- Land allocated for a mixed of uses in the adopted Craven Local Plan (2012-2032) or 'made' Neighbourhood Plans;
- Land allocated as regeneration opportunity sites in the adopted Craven Local Plan (2012-2032) or 'made' Neighbourhood Plans;
- Sites with extant and implemented planning permissions for housing or economic development;
- Refused applications – whilst a site may have been refused planning permission it has still been included as it may be possible to overcome the reason(s) for refusal at a later stage and the land is still considered available;
- Withdrawn applications as the land is still considered available;
- Sites identified in the Council's Employment Land Review with potential for employment development.
- Sites put forward during the Council's 'call for sites' process;
- Sites on the Council's Brownfield Land Register which are not already contained within the SHELAA.

## Call For Sites

3.5 The Council has prepared and maintained a SHLAA/SHELAA since 2008, from the outset of preparing the new local plan and following a 'call for sites' process. This process relating to the submission of sites for inclusion in the Council's SHLAA/SHELAA has taken place throughout the Craven Local Plan (2012-2032) preparation's extensive community engagement and informal consultation. Sites have been, and continue to be, put forward by individuals and organisations that own or manage land or buildings, including residents, businesses, farmers, estates, utility companies, public bodies (including health authorities) and local authorities (including CDC & NYCC). Craven District Council encourages sites to be put forward for inclusion in the SHELAA at any time. Sites can be submitted online via the Council's SHELAA webpage at [www.cravencd.gov.uk/shelaa](http://www.cravencd.gov.uk/shelaa) This webpage provides details

of what needs to be submitted with a site for inclusion in the Council's SHELAA, including a site plan, clearly showing the boundaries of the site, together with a completed Land Availability Questionnaire. Details of the type of information requested on the Land Availability Questionnaire is set out at paragraphs 3.18-3.20 of this methodology document.

### **Site Survey**

- 3.6 All sites included in the SHELAA and subsequent updates are included within the SHELAA database and shown on site maps. All sites are plotted on the Council's Geographical Information System (GIS) so that site constraints can be identified including an assessment made against local plan policies.
- 3.7 Sites are assessed against the constraints set out in within the suitability section of the methodology (see below).

### **Stage 2: SITE ASSESSMENT**

- 3.8 A detailed assessment of each SHELAA site is carried out to gain an up to date view on development progress (where sites have planning permission), together with an assessment of the overall deliverability of each site, which includes an assessment of availability, suitability and achievability as outlined below. Site survey and assessment information for the SHELAA is set within the SHELAA Site Assessment Database and published within the Council's annual SHELAA Update.

### **Assessing Suitability of Sites for Development**

- 3.9 The PPG suggests that assessing the suitability of sites or broad locations for development should be guided by:
- The development plan, emerging planning policy and national policy
  - Market and industry requirement
- 3.10 Assessing the suitability of sites for development will therefore be guided by relevant policies from the adopted Craven Local Plan (2012-2032), as set out at paragraphs 3.16 of this methodology. If assessment of a site against one of these relevant local plan policy concludes that a site does not comply with the principle aims of the policy, the site will be recorded as not suitable. The role of the SHELAA assessment is to provide information on the range of sites which are available to meet housing needs. It is the role of the development plan to determine which of those sites are most suitable to meet those needs.

However, at the time of a future review of the Craven Local Plan the suitability of all SHELAA sites will be reviewed.

3.11 Physical constraints, the potential impacts of development on the landscape and the environmental/amenity impacts experienced by prospective residents and neighbouring areas are also considered in assessing a site's suitability. In addition to the above considerations, the PPG advises that the following factors should be considered to assess a site's suitability for development:

- 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 conservation;
- Appropriateness and likely market attractiveness for the type of development proposed;
- Contribution to regeneration priority areas (where relevant);
- Environmental/amenity impacts experienced by would be occupiers and neighbouring areas.

3.12 The details of how SHELAA sites are assessed in terms of suitability is a two-part process, which is used for assessing a site put forward into the SHELAA in terms of suitability. It is based on a simplified Sustainability Appraisal process, which establishes if sites put forward are suitable or not for consideration within the SHELAA.

3.13 **PART 1**

Sites put forward are firstly subject to a screening exercise in relation to the following points (a), (b), (c) and (d) - as outlined below.

- (a) Sites that are less than 0.1 hectares in area and are not capable of accommodating 5 or more dwellings are not deemed as suitable;
- (b) Sites located wholly or largely within any one of the following designations are not deemed as suitable:
  - Ancient Woodland
  - Sites of Importance for Nature Conservation (SINCs)
  - Sites of Special Scientific Interest (SSSIs)
  - Special Protection Areas (SPAs)
  - Special Areas of Conservation (SACs)
  - Scheduled Ancient Monuments



- (c) If the site does not contain at least 0.1 hectares of land within the lowest risk area of flooding (flood zone 1), it is not considered as suitable;
- (d) Sites that do not comply with the principle aims of policy SP4, in terms of location, are not considered suitable. Where one or more of the other policies listed in table 1 below relates to the whole or the majority of a SHELAA site (less than 0.1ha remaining), it is not considered as suitable:

**Table 1 – Local Plan Policy**

Local Plan Policy	Assessment
SP2: Economic Activity and Business Growth & EC2: Safeguarding Existing Employment Areas	Sites allocated for employment land and safeguarded as existing employment land are not considered suitable for housing development, however would be suitable for employment development. Sites within the protected route of the Skipton to Colne railway line and safeguarded land at the former Cross Hills Railways Station are not considered suitable at the end of Part 1.
SP4: Spatial Strategy and Housing Growth	Sites that are not within or adjoining the main built up area (MBUA) of Tier 1-4 settlements, sites that are not within or adjoining the MBUA of Tier 5 settlements and sites within the open countryside are not considered to be suitable at the end of Part 1.*
ENV10: Local Green Space	Sites designated as LGS are protected from incompatible development and not considered to be suitable at the end of Part 1.
ENV13: Green Wedges	Sites located within the Green Wedge and their development would compromise the gap between settlements are not considered to be suitable at the end of Part 1.
INF2: Community Facilities and Social Spaces	Sites that contain existing community facilities and social spaces that are used and valued by local communities are safeguarded and are not considered suitable at the end of Part 1.
INF3: Sport, Open Space and Recreation Facilities	Sites that contain existing sport, open space or built sports facilities community facilities are safeguarded and are not considered suitable at the end of Part 1.
EC5: Town, District and Local Centres & EC5A Residential Uses in Town, District and Local Centres	<p>Sites with an existing commercial, retail, leisure, cultural and community function within the Skipton Primary Shopping Area, the Skipton &amp; Settle Town Centre Areas, Bentham &amp; Cross Hills District Centres and Ingleton Local Centre are safeguarded. Residential uses are not permitted at ground floor level within the Skipton Primary Shopping Area where this would lead to a significant adverse impact on vitality and viability. Residential uses within Skipton &amp; Settle Town Centre Areas, Bentham &amp; Cross Hills District Centres and Ingleton Local Centre are supported where the proposal will not undermine the retail function of the centre.</p> <p>Sites within the following areas <u>and</u> falling within the following listed uses are not considered suitable at the end of Part 1:</p> <ul style="list-style-type: none"> <li>• Skipton Primary Shopping Area – retail function.</li> <li>• Skipton &amp; Settle Town Centre Areas, Bentham &amp; Cross Hills District Centres and Ingleton Local</li> </ul>

	Centre – commercial, retail, leisure, cultural and community functions.
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\*In line with policy SP4 which aims to achieve a sustainable pattern of growth to deliver the spatial strategy of the local plan.

Sites may be considered suitable at the end of part 1 if the SHELAA site is submitted with evidence to demonstrate that the specific policy requirements are met.

3.14 In addition, Part 1 of the suitability assessment records the planning status of each SHELAA site. Existing planning permissions, lapsed permissions etc are recorded. If planning permission on the site has been implemented and fully completed, i.e. the site has been developed, the SHELAA site is not considered to be suitable.

3.15 **PART 2**

Sites considered suitable in Part 1 are then assessed in Part 2, against the criteria set out in Table 2 below:

**Table 2 – Suitability Assessment Criteria: Constraints**

<b><u>Constraint</u></b>	<b><u>Criteria</u></b>	<b><u>Action</u></b>
<b>Neighbouring Land Uses</b>	Would housing on the site be compatible with surrounding land uses?	<p>(a) Yes. The site is considered to be suitable for housing.</p> <p>(b) No. For the purposes of the SHELAA, the site is not considered to be suitable for housing. Further consideration would be required when looking at allocations during a local plan review, which will include identification of potential mitigation measures.</p>
	<p>Would employment use* on the site be compatible with surrounding land uses?</p> <p><i>*Employment use – B1 (offices), B2 (general industry) and/or B8 (storage &amp; distribution) Uses.</i></p>	<p>(a) Yes. The site is considered to be suitable for employment use.</p> <p>(b) No. For the purposes of the SHELAA, the site is not considered to be suitable for employment use. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures.</p>
	Is the site located within or adjacent to an existing employment area identified under local plan policy EC2?	<p>(a) Yes. The site is considered to be suitable for employment use.</p> <p>(b) No. The site is considered to be suitable for housing or employment use.</p>

<p><b>If employment use on the site would be compatible with surrounding land use the site will be assessed as follows:</b></p>	<p>Is the site accessed by free moving goods roads (A road) avoiding residential areas/difficult junctions?</p> <p>Does the site have access to, or potential for access to, the rail freight network?</p>	<p>(a) Yes. The site is considered to be suitable for employment uses.</p> <p>(b) No. The site is not considered to be suitable for employment use.</p> <p>(a) Yes. The site is considered to be suitable for employment use.</p> <p>(b) No. The site is considered to be suitable for housing or employment use.</p>
<p><b>Access</b></p>	<p>Is there an existing safe access point to the site? (determined by NYCC Highways)</p> <p>If there is no safe existing access point to the site, is there a feasible opportunity to create a safe access to the site at a new/alternative point? (determined by NYCC Highways)</p>	<p>(a) Yes. The site is considered to be suitable;</p> <p>(b) No. Further investigation is required before suitability can be established (see question below);</p> <p>(a) Yes. The site is considered to be suitable;</p> <p>(b) No. The site is not considered to be suitable.</p>
<p><b>Surface Water Flooding</b></p>	<p>Does the site have extensive areas of surface water flooding?*</p> <p><i>*In practice, the meaning of 'extensive' is open to judgement, based on the size and shape of the site within its boundaries. Generally, 'extensive' means at least 80-90% of the site at risk of surface water flooding.</i></p>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
<p><b>Land Contamination</b></p>	<p>Is the site affected by any land contamination issues, which potentially could affect deliverability of the site?</p>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
<p><b>Conservation Areas</b></p>	<p>Is the site within the Conservation Area or setting of the Conservation Area?</p>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to</p>

		be suitable.
<b>Listed Buildings &amp; Designated Heritage Assets, which include Historic Parks &amp; Gardens and Schedule Ancient Monuments</b>	Is there a Listed Building or Designated Heritage Asset (DHA) on the site or is the site within the setting of the Listed Building or DHA?	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
<b>Tree Preservation Orders</b>	Are there any Tree Preservation Orders within the site?	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) Yes. In circumstances where the site is fully covered in TPOs and there is hence an impractical area of less than 0.1 hectares available for any residential development, the site is not considered to be suitable;</p> <p>(c) No. The site is considered to be suitable.</p>
<b>Agricultural Land</b>	The Craven Local Plan area generally has Grade 3, Grade 4 and Grade 5 agricultural land within its boundaries. What agricultural grade is the land?	<p>(a) Grade 4 or Grade 5 land. The site is considered to be suitable;</p> <p>(b) Grade 3 land. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which can include a comparison of sites within a settlement where possible.</p>
<b>Minerals</b>	Is the site within: <ul style="list-style-type: none"> <li>• BGS &amp; Coal Authority Coal Resource Area?</li> <li>• An area, identified by the Coal Authority, where past coal mining activity has taken place but poses a low risk to new development.</li> <li>• An area, identified by the Coal Authority, where past coal mining activity has taken place but poses a high risk to new development.</li> </ul>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
<b>Waste</b>	Is an existing/past waste transfer station or waste management facility located within the site's boundary?	<p>(a) Yes. The site is considered to be suitable. Further consideration is required</p>

		<p>when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
<b>Wastewater</b>	<p>Is the site within close proximity* to an operational wastewater treatment works?</p> <p><i>*where the proximity of an existing wastewater treatment works would have a significant negative impact on new development in terms of odour and noise, as advised by United Utilities &amp; Yorkshire Water.</i></p>	<p>(a) Yes. The site is not considered to be suitable.</p> <p>(b) No. The site is considered to be suitable.</p>
<b>Groundwater Source Protection Zones</b>	<p>Is the site within the inner (SPZ1), outer (SPZ2) or total catchment (SPZ3) of a ground water source protection zone?</p>	<p>(c) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(d) No. The site is considered to be suitable.</p>
<b>Gas or Ethylene Pipeline</b>	<p>Does the site have a gas or ethylene pipeline running through it, or is it within a buffer zone where relevant?</p>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
<b>Area of Outstanding Natural Beauty (AONB)</b>	<p>Is the site located within the Forest of Bowland AONB or within the setting of the AONB?</p>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
<b>Yorkshire Dales National Park (YDNP)</b>	<p>Is the site within the setting of the YDNP?</p>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>

<p><b>Landscape Appraisal</b></p>	<p>Does the site fall within one of the landscape types identified in the Craven District (outside the Yorkshire Dales National Park and Forest of Bowland AONB) Landscape Appraisal (2002)?</p>	<p>(a) Yes. The site is considered to be suitable. Further consideration is required when looking at allocations during a local plan review, which will include identification of potential mitigation measures;</p> <p>(b) No. The site is considered to be suitable.</p>
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3.16 The outcome of the assessment of SHELAA sites in terms of suitability is reflected within the SHELAA database and set out at within the annual SHELAA update document, which is separate to this report. The sites not taken forward for further assessment, in part 1 and 2 of the suitability assessment, due to the fact that they are not considered suitable are set out at Appendix 1 to the SHELAA Update document.

**Assessing Availability of Sites for Development**

3.17 The PPG states that ‘A site is considered available for development, when, on the best information (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems...’ Therefore, dependent upon landowner intentions, and legal or ownership constraints, including unresolved multiple ownerships, ransom strips, tenancies or operational requirements of land owners, a site could be available now or sometime in the future.

3.18 Suitable SHELAA sites are considered in terms of their availability. The assessment of availability is informed by the development status of each suitable SHELAA site. The existence of planning permission can be a good indication of the availability of sites. A site which benefits from planning permission is considered to be available, because the scheme with planning permission may not be implemented and persons who do not have an interest in the land can submit planning applications on the site. If a site with planning permission has been completed the site is recorded as no longer available.

3.19 Information on site availability is based on the responses to Land Availability Questionnaires (LAQ’s) sent to landowners and interested parties of suitable SHELAA sites every two years. LAQs provide information about land ownership, site availability etc. They are sent out to

obtain up to date information for sites already in the SHELAA that are considered suitable and are required to be completed when new SHELAA sites are submitted.

3.20 The following information is requested via Land Availability Questionnaires (LAQs):

- Details relating to land ownership, including details of developers with a development option on the site;
- The full extent of the potential development site (shown on a site plan);
- Details of planning permission and pre application discussions;
- Type and scale of development envisaged for the site;
- Details of any existing site constraints and details of how these can be overcome;
- Details of the broad timeframe when it is anticipated the site could become available for the commencement of development.

3.21 Where an updated LAQ for an existing suitable SHELAA site is not provided by the landowner/agent within the last two-year period or where individuals and organisations state that the site is no longer available, the site is recorded within the SHELAA database as being unavailable.

3.22 In addition to the LAQs sent out to land owners the Council also sends out questionnaires annually to developers and agents of sites with planning permission and sites allocated in the adopted Craven Local Plan to ascertain when sites will be developed. Both responses to the LAQs and questionnaires relating to sites with residential planning permission and residential site allocations will inform judgement on suitability.

### **Assessing the Achievability of Sites for Development**

3.23 Achievability is about whether there is a reasonable prospect that a site will be developed for housing at a particular time in the future. This is essentially a judgment about the economic viability of a site, and the capacity of the developer to complete, let or sell the development over a certain period.

3.24 Consultation and partnership working are an important part of the assessment of site achievability. The Craven Housing and Employment Market Partnership was formed in 2007. This is a partnership of internal officers and external members, bringing the private and public sectors together, with the primary aim of developing a Strategic Housing Market Assessment (SHMA). This group also had input into the first SHLAA prepared in 2008. The Council also organises an Agents Forum, where Planning Delivery Officers and developers

who work closely with CDC in Craven meet every six months to discuss a range of issues including the Development Management process and planning policy issues, including the achievability of SHELAA sites.

- 3.25 A viability assessment of the Draft Craven Local Plan was prepared in June 2017 and an addendum report to the appraisal was prepared in November 2017, which, in accordance with the NPPF, focuses on ensuring that the sites and scale of development identified in the plan should not be subject to such a scale of obligations, standards and policy burdens that cumulatively threaten their ability to be developed viably. In March 2017 a viability workshop was held where representatives from the development industry were invited to discuss the scope of this work, including the assumptions made, and looked in detail at proposed site examples. Periods of consultation were then carried out relating to this work from March – April 2017 and during October & Nov 2017, which allowed those active in the industry to feed into the viability assessment of the emerging local plan, specifically relating to viability and housing density/mix. The Viability Assessment June 2017 and the addendum report (Nov 2017) of the Local Plan can be viewed via the following link:

<https://www.cravencd.gov.uk/media/8631/z-local-plans-website-2019-update-viability-clp-viability-evidence-base.pdf>

- 3.26 In terms of achievability, the Local Plan Viability Assessment: Addendum (Nov 2017) provides evidence that in meeting the policy requirements for affordable housing within the adopted local plan policy H2, alongside other relevant policy requirements set out in the local plan, both greenfield and brownfield sites are viable. These assumptions relating to viability are also applied to sites that are part greenfield and part brownfield. The Council's Local Plan Viability Assessment: Addendum (Nov 2017) will therefore be used to inform the judgement on the achievability of SHELAA sites.
- 3.27 The responses from the LAQs, questionnaires sent to developers and agents of sites with planning permission and sites allocated in the adopted Craven Local Plan will inform judgement on achievability.
- 3.28 In terms of achievability of employment sites, paragraph 2.42 of the Council's Employment Land Review (March 2017) (Ec002) states that *'The District is characterised by relatively positive labour market indicators including high levels of economic activity, low claimant unemployment and generally low levels of deprivation. It is reasonable to consider the district is a functional economic area in its own right.'* This evidence therefore indicates that



Craven has a relatively healthy economy and informs the assessment of achievability of employment sites in the SHELAA.

3.29 Table 3 below sets out the criteria used for assessing the achievability of sites, which is informed by details provided by landowners and developers via the questionnaires and existing evidence relating to Local Plan Viability and employment land.

**Table 3 – Achievability Assessment Criteria**

<b>Constraint</b>	<b>Criteria</b>	<b>Action</b>
Legal Constraints	Are there any legal issues which may prevent the site from being available and achievable?	Yes – site considered not achievable. No – site considered achievable
Marketability	Existing evidence contained in the Craven Employment Land Review (2017) and the SHMA Update (2017) suggests that development of sites developed for both housing and employment uses in Craven are attractive to the market.	All SHELAA sites are considered to be achievable in terms of marketability.
	Could the current use of adjoining sites impact on the marketability of the site?	Yes – site considered not achievable. No - site considered achievable
Economic Viability	Existing evidence contained in the Local Plan Viability Assessment: Addendum (Nov 2017) concludes that when applying the new Craven Local Plan policy requirements both greenfield and brownfield sites are viable.	All SHELAA sites are considered to be achievable in terms of economic viability.
Exceptional Costs	Are there any exceptional works necessary to enable development?	Yes - Site is considered achievable, with further consideration during a review of the Craven Local Plan, including the identification of appropriate mitigation measures if required. No - Site is considered achievable.
Site Preparation Costs	Are site preparation costs expected to affect the site being successfully developed?	Yes - Site is considered achievable, with further consideration during a review of the Craven Local Plan, including the identification of appropriate mitigation measures if required. No - Site is considered achievable.
Third Party Land	Is third party land required to deliver sites? (e.g. access land)	Yes - Site is considered achievable, with further consideration during a review of the Craven Local Plan, including the identification of

		appropriate mitigation measures if required. No - Site is considered achievable.
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**Can constraints be overcome?**

3.30 Constraints identified through the SHELAA assessment process relating to suitability, availability and achievability may include the need for environmental improvements, investment in new infrastructure, or the need to deal with sites in multiple ownerships. Where constraints on a SHELAA site have been identified, due consideration is given to how these might be overcome. The existence of a specific constraint may mean that a site is considered unsuitable as the constraint cannot be overcome, for example the site does not comply with the principle aims of policy SP4, or where one or more of the policies listed in table 1 above relates to the whole or the majority of a SHELAA site; a site does not contain at least 0.1 ha of land within the lowest risk of flooding (flood zone 1) or a safe access to a site cannot be achieved. When assessing SHELAA sites it is difficult to conclude that the existence of some constraints, such as the fact that a site is within a Conservation Area, is within the Forest of Bowland AONB or where a site has archaeological potential, would mean that a SHELAA site is unsuitable. Where these types of constraints exist the site is considered to be a suitable SHELAA site, however further consideration of the particular constraint together with the identification of any suitable mitigation measures would be done when identifying potential land allocations during a review of the local plan. This process would be informed by consultation with consultees, such as Historic England, NYCC services, Canal & Rivers Trust etc.

**Estimating the Development Potential**

3.31 The estimation of the housing potential of each SHELAA site is identified by applying an indicative net housing density of 32 dwellings per hectare. The Council sets out its approach to housing density and mix in a background paper to the Craven Local Plan titled Approaching Housing Density and Mix (Feb 2017), which can be viewed [here](#).

3.32 It should be noted that the dwelling potential of sites in the SHELAA is indicative only: the true potential of any site can only be assessed by more detailed study, having regard to many factors which are outside the scope of the SHELAA, and which need to be considered as part of the decision making process in the planning application process. It should not be

assumed that planning permission will be granted for the development, or for the number of dwellings identified, on sites included in the SHELAA.

- 3.33 The potential for employment land will be calculated from the gross site area of those sites considered to be available, suitable and achievable in the SHELAA for employment use.

#### **Estimating the Timescale and Rate of Development**

- 3.34 Using the SHELAA site information on development potential, suitability, availability, achievability and constraints, the Council assesses the timescale within which each site is capable of development. This assessment is based on estimated lead-in times and build-out rates for the development of different scales of sites and the responses by landowners/agents to the Council's LAQ's and responses to sites with planning permission & site allocation questionnaires relating to when a site is likely to come forward for development. This information is an estimate based on the landowner/developers view of when the site will be available for development, the yield of the site and any known time constraints that will need to be factored in, for example identified through reasons for refusal of an application. Timescales for the anticipated delivery of residential and economic development on SHELAA sites are shown in the indicative SHELAA trajectory (see below).

#### **Stage 3: ASSESSMENT OF POTENTIAL WINDFALL SITES**

- 3.35 The PPG advises that the housing/economic development potential of windfall sites can be included in the SHELAA where justified. For a windfall allowance to form part of the five-year housing supply there must be compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Where local planning authorities have identified one or more broad locations to provide for housing land in years 6 to 15, a windfall allowance may also be made for these years in those broad locations.
- 3.36 The Craven Local Plan (2012-2032) identifies specific deliverable and developable sites as housing allocations over the whole plan period for all towns and villages with a reasonable level of services. For very small villages and hamlets without basic services and the open countryside, and all small brownfield sites, the plan has made an allowance for new housing on small sites that are likely to come forward from year 1 to the end of the plan period. Further details relating to this small site allowance are set out in Policy SP4 of the Craven Local Plan (2012-2032) and within the evidence base report relating to the Local Plan Housing Trajectory 2012-2032 (2018 update). The Craven Local Plan (2012-2032) does not

make a windfall allowance for sites yielding above 5 dwellings. Sites identified and assessed in the SHELAA database are not windfalls, for the very reason that they have been put forward as potential development sites. If a site identified in the SHELAA comes forward through an allocation in a review of the Craven Local Plan or through a planning application, they are not 'unexpected'. When a site not identified in the Council's SHELAA comes forward and planning permission is granted, it becomes part of the housing supply and would be added to the SHELAA database when it is next updated. The SHELAA trajectory of identified supply from available, suitable and achievable SHELAA sites therefore does not include an allowance for windfall sites.

#### **Stage 4: ASSESSMENT REVIEW**

3.37 This assessment of SHELAA sites in terms of suitability, availability and achievability provides the Council with sufficient information to make an estimation of the development potential of deliverable and developable SHELAA sites and at what point they are estimated to be delivered in the future via an indicative trajectory. In terms of housing and in line with paragraph 67 of the NPPF (2019), this assessment allows the Council to identify a supply of deliverable sites (or parts of sites) over the next five years and those that are developable between years 6-10 and 11-15 of the plan. In terms of economic development, the SHELAA will set out how much economic development can be achieved on deliverable and developable SHELAA sites.

3.38 The glossary contained within NPPF (2019) defines 'deliverable' and 'developable' sites as follows:

***Deliverable:*** *To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:*

*a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*

*b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield*

*register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.*

***Developable:*** *To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.*

- 3.39 The Council's annual SHELAA Update provides the Council's current position on the availability, suitability and achievability of potential development sites, to meet the identified need for housing and employment over the plan period of the Craven Local Plan (2012 to 2032). From 1<sup>st</sup> April 2012 up to 31<sup>st</sup> March 2020 housing completion figures were used in the SHELAA trajectory. From the point of 1<sup>st</sup> April 2020 the SHELAA trajectory will be based on potential future supply. Once the indicative trajectory is prepared the SHELAA Update (prepared as a separate document to the SHELAA Methodology and presents the final evidence base – Stage 5) will set out whether there are sufficient sites capable of meeting the local housing and employment needs identified for the plan area, as set out in adopted Craven Local Plan policies SP1: Meeting Housing Need and SP2: Economic Activity and Business Growth.

#### **Stage 5: FINAL EVIDENCE BASE**

- 3.40 The Annual SHELAA Update, published by the Council as a separate document to this methodology, sets out an estimation of the development potential of deliverable and developable SHELAA sites and at what point they are estimated to be delivered in the future, presented as an indicative trajectory (Stage 4: Assessment Review). In addition, the following outputs are published within the Annual SHELAA Update in line with the PPG and specifically Stage 5: Final Evidence Base:

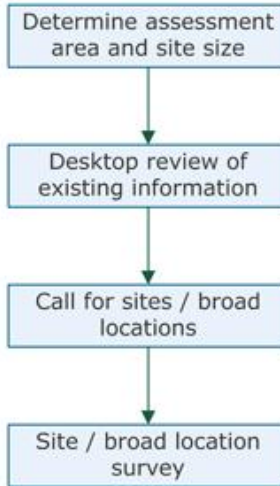
- a list of all sites or broad locations considered, cross-referenced to their locations on maps;
- for those sites that are considered to be suitable, achievable and available the following specific outputs are published:
  - an assessment of each site or broad location, in terms of its suitability for development, availability and achievability to determine whether a site is realistically expected to be developed and when;
  - an assessment of 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;
- an indicative trajectory of anticipated development and consideration of associated risks;
- a list of discounted sites with clearly evidenced and justified reasons.

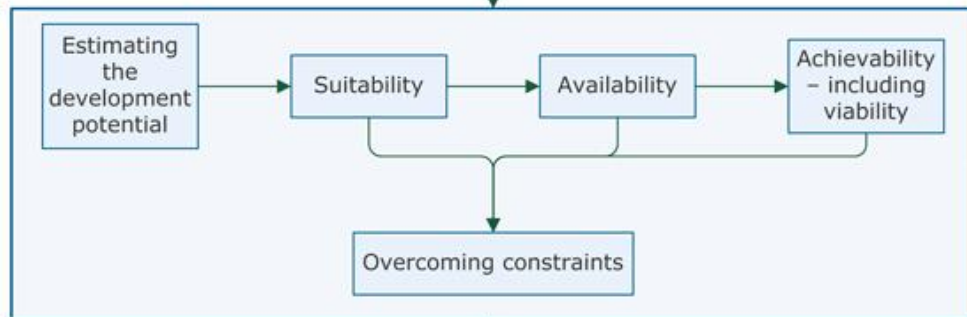
3.41 The Annual SHELAA Update will be published as a written report with accompanying maps grouped by settlement and will be published on the Council's website. For each settlement the Annual SHELAA Update will provide a summary of the potential supply from deliverable and developable sites. Tables will be presented for both deliverable and developable sites, including details of site assessment, and for discounted sites, including reasons why e.g. unsuitable, unavailable or unachievable.

# Appendix A – SHELAA Methodology Flowchart

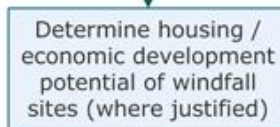
## Stage 1 - Site / broad location identification



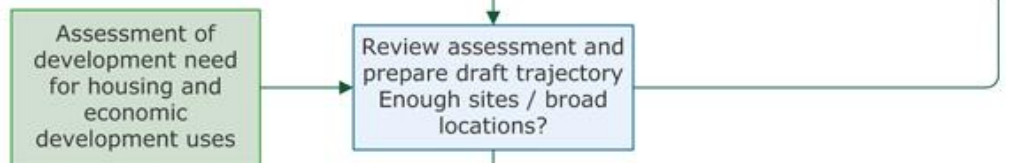
## Stage 2 - Site / broad location assessment



## Stage 3 - Windfall assessment



## Stage 4 - Assessment review



## Stage 5 - Final evidence base

