

Nottingham Core Strategic Housing Land Availability Assessment 2008-2009

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1. Introduction

Purpose of the Nottingham Core SHLAA

- 1.1 The Nottingham Core Strategic Housing Land Availability Assessment (SHLAA) forms an important part of the evidence base to support the delivery of housing to meet the community's needs within the Nottingham Core Housing Market Area (HMA). This assessment forms an essential part of the planning process by assessing the supply of land for housing, using a robust evidence-base. The Nottingham Core SHLAA provides essential evidence for the preparation of each Local Authority's Local Development Framework (LDF) and the aligned LDF being prepared by all authorities together.

Nottingham Core SHLAA – Partnership working

- 1.2 The Nottingham Core SHLAA has been developed through the partnership of the following Local Authorities: Ashfield District Council, Broxtowe Borough Council, Erewash Borough Council, Gedling Borough Council, Nottingham City Council, Rushcliffe Borough Council, and Nottinghamshire County Council. This SHLAA document includes the whole of each Local Authority Area with the exception of Ashfield District, where it includes only the four wards of Hucknall. This area is referred to below as the Assessment Area (AA) as distinct from the HMA¹.

Supply of Deliverable Sites

- 1.3 A SHLAA is intended to identify 'deliverable' and 'developable'² sites for new housing over a period of at least 15 years. In addition a range of potential sites will also be identified. The SHLAA information on all sites will be used to help determine how much, and which land is appropriate to provide for the total housing provision required in the LDF.

2. Context

National context

- 2.1. SHLAA is the process undertaken to identify sites that have the potential for residential development in Local Authority areas. It is designed to ensure Local Authorities maintain a flexible and responsive supply of housing land as required by Planning Policy Statement 3: Housing (PPS3)³. SHLAA supersedes the Urban Capacity Study approach and goes beyond it by asking whether sites are deliverable now or if are they developable at a specific point in the future, once identified deliverability constraints have been overcome.
- 2.2. The SHLAA is designed to be a continuous process of managing a continuous supply of deliverable housing land. PPS3 requires local authorities to demonstrate and maintain a continuous 5 year land supply of deliverable sites, a 6-10 year supply of developable sites and either an 11-15 year supply of developable sites or, where an 11-15 year supply cannot be established, broad locations for future growth.
- 2.3. SHLAA is part of the wider modernisation of housing delivery agenda set out in the Housing Green Paper⁴, where there is a clear emphasis on increasing the supply of new housing and recognition that the planning system is key to the housing delivery

¹ Nottingham Core HMA is made up of the whole of all the partner districts except Ashfield; the AA includes Hucknall in addition.

² As defined by Government guidance: Strategic Housing Land Availability Assessments Practice Guidance (July, 2007)

³ CLG, November 2006

⁴ Homes for the future: more affordable, more sustainable - Housing Green Paper, CLG, July 2007

process. The final government guidance on the SHLAA process was published in July 2007⁵. This has been used to structure the methodology for the Nottingham Core SHLAA and will be referred to as 'the Guidance'.

2.4 The SHLAA approach aims to result in the following core outputs:

- 1.** The identification of a minimum of a 5 year supply of deliverable sites for each of the partner authorities.
- 2.** The identification of a minimum of a 6 to 10 year supply of developable sites supported by identified barriers to delivery where it is known when these barriers can be mitigated.
- 3.** The identification of an 11 to 15 year (or more) land supply of developable sites supported by identified barriers to delivery where it is known when these barriers can be mitigated. Alternatively, where a supply of developable sites up to 15 years cannot be identified broad locations for future growth will be identified.
- 4.** Sites which have been identified by either the partner authorities or stakeholders as having the potential for housing, but development is constrained (either physically or through policy) and it is not known when that constraint can be overcome or if it can be overcome at all.
- 5.** Where planning policy is the only major constraint to development this has been identified with a separate category, called 'Could be Suitable if Policy Changes-Beyond 5 Years'. In many cases, sites of this nature may never be suitable (i.e. if policy does not change). The policies constraining sites in this tranche will be subject to change only through the LDF process described above.

Regional and sub-regional context

2.5 On the 12th March the Secretary of State issued the East Midlands Regional Plan, or Regional Spatial Strategy (RSS). This is the final version of the RSS which has been in preparation for the past three years. The RSS will provide the strategy within which the current set of local development frameworks, including the aligned local development framework (LDF) for the Nottingham Core HMA, will be prepared.

2.6 The RSS requires a total of 57,000 houses to be built in the HMA (60,600 including Hucknall) between 2006 & 26. At least 40,800 of the dwellings should be provided in or adjoining the Principal Urban Area. The SHLAA will contribute to the information needed to establish how much land is developable, and what land may be required from sites not, at present deliverable, for whatever reason. The results of the SHLAA in the light of RSS housing numbers will be a matter for further reports contributing to the evidence base for the various LDFs.

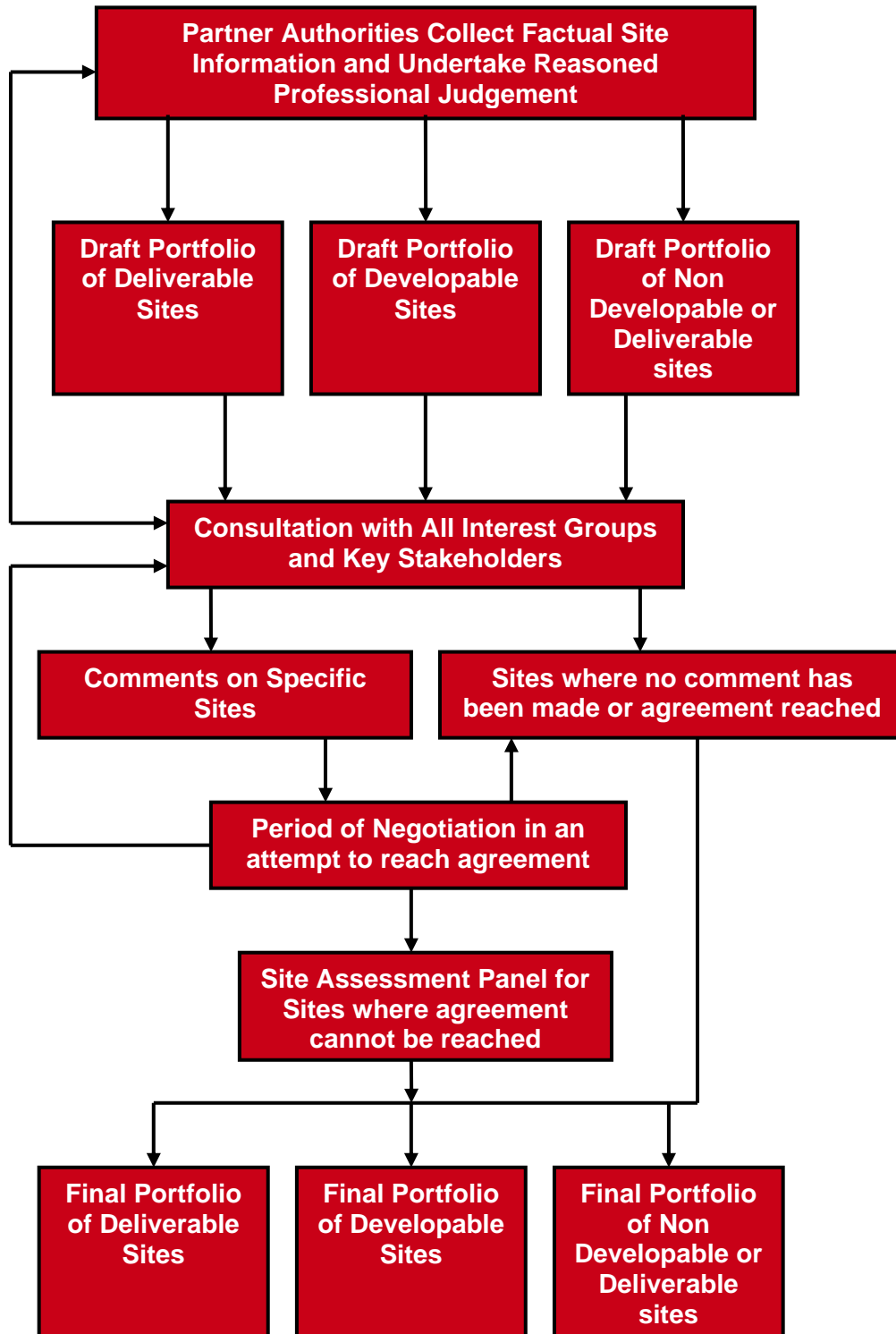
2.7 Work has also been undertaken separately to appraise potential Sustainable Urban Extensions⁶ to the Principal Urban Area (PUA) and Sub Regional Centres (SRCs) in terms of their sustainability and deliverability. This work has informed the SHLAA and will inform the LDF process to determine where the most sustainable options for extensions to the urban areas should be. Any decisions over those locations will be a matter for the LDF process and will not solely use either the SHLAA or the above study. Allocations for housing in the HMA will be decided once the capacity of the existing urban areas has been assessed through the SHLAA.

⁵ Strategic Housing Land Availability Assessments Practice Guidance, CLG. July 2007

⁶ Appraisal of Urban Extensions, Tribal Urban Studio, June 2008

3. The SHLAA Process

3.1 This section summarises the approach taken to the assessment. A more detailed examination of the way the assessment was undertaken can be found in the Nottingham Core SHLAA Methodology⁷.



⁷ Nottingham Core Housing Market Area - Strategic Housing Land Availability Assessment – Methodology, Nottingham Core Authorities & Ashfield, July 2008

- 3.2** Based upon the guidance, the key stages of the SHLAA assessment, required to deliver the core outputs are as follows:
- 1. Site Identification.** Identify all sites from the full range of sources of housing potential across the full geographical area of the AA.
 - 2. Estimating Potential.** Undertake a robust analysis of the housing potential of each site identified using an approach consistent between partnering authorities as well as specific to local development conditions and housing needs.
 - 3. Assessing Deliverability and Developability.** Assess each site identified against a range of criteria contained within a shared database to determine when and whether sites are likely to be developed.
 - 4. Identifying and Overcoming Barriers to Deliverability.** Set out in the reporting process key actions necessary to maintain the rolling five year supply of deliverable sites and the approach to overcoming specific barriers to the deliverability of developable sites.

Site Identification

- 3.3** Site identification is the first stage of the SHLAA assessment. Many sites within and adjacent to the PUA and SRCs have already been identified through EKOS ARUP⁸. In addition, a call for sites was undertaken in October 2007. This involved an advertisement campaign and a mail out to all developers, their agents and landowners with an interest in promoting sites for housing or historically active in the AA.
- 3.4** Additional sites for consideration have also been identified and will continue to be identified on a continuous basis using a broad range of sources. Each partner authority will ensure that all new opportunities emerging from key sources are identified and introduced continuously or at least annually. Key sources of sites are listed in the methodology document.
- 3.5** In addition to these sources each partner authority has a dedicated SHLAA website page which will give officer contact details for the development industry to submit sites to be included within the assessment as and when they are known. Clearly some of these sources can only be identified through physical site surveying, the use of aerial photography or OS maps at a local level. Physical site surveying will be necessary to assess elements of the deliverability and developability assessment. Each respective Local Authority will develop an annual programme of site survey to cover their respective areas and record when this has taken place through the annual reporting process.
- 3.6** It should be noted that it is not proposed to impose a site threshold to site identification. Hence all known sites with residential development potential have been included in the assessment.

Estimating Potential

- 3.7** Where information is held in an existing planning document or the site is already within the development process, the respective figure contained within the document or development scheme will be used to estimate the site's potential.

⁸ Nottingham Principal Urban Area SHLAA, EKOS Consulting and ARUP, April 2007

3.8 Where no information is held an assumption has been made about the amount of housing that could be delivered on a site. A best estimate has been made through the comparison of exemplar schemes delivered on sites with similar characteristics.

Assessing Deliverability and Developability

3.9 The assessment of deliverability and developability is the most detailed element of the SHLAA process. In order to be classed as 'deliverable' a site must be:

- Suitable – the site offers a suitable location for development which would contribute to the creation of sustainable, mixed communities;
- Available – the site is available now;
- Achievable – there is a reasonable prospect that housing will be developed on the site at a particular point in time (within 5 years).

3.10 Developable means a site is in a suitable location for housing and there is a reasonable prospect that it will be available at a specific point in time in the future once known barriers to delivery are mitigated.

3.11 The assessment has been achieved in two parts. In the first part, planning officers of each of the partner authorities have completed an assessment of each site through a consistent deliverability and developability test using a variety of information sources including a physical site survey. This will deliver an initial indication of when and if sites will be delivered. The second part of the assessment will see the results of the SHLAA reviewed with the involvement of stakeholders, partly with the use of an independent panel, to deliver a final assessment for that year.

3.12 Following this two part process each local authority will be in position to identify a land supply of deliverable sites (for minimum of 5 years) and a land supply of developable sites or broad locations for growth, up to a period of 15 years, as well as a number sites considered not developable. The land supply of deliverable sites and the land supply of developable sites will be included in the LDF Annual Monitoring Report (AMR). Factors constraining the deliverability of developable sites will be clearly identified and addressed on an annual basis to maintain the rolling 5 year land supply of deliverable sites.

Identifying and Overcoming Barriers to Deliverability

3.13 Identifying and overcoming barriers to delivery is essentially the final stage of the annual SHLAA process and is designed to ensure the land supply of deliverable sites is maintained.

3.14 For the first annual report of the SHLAA the barriers to delivery will not be known in any great detail. However the position will become much clearer in the second year.

3.15 The barriers to deliverability will be set out in the reasoned judgment, following the deliverability and developability assessment, and agreed by the stakeholders. Each partner authority will be expected to report on the measures taken to overcome these barriers from March 2009 onwards.

4. Reporting and Continuous Monitoring

4.1 All sites identified as deliverable through the deliverability and developability assessment process will essentially comprise the land supply of deliverable sites for

each of the partner authorities. A minimum of a five year land supply will be included and updated at least annually in the AMR of each of the partner authorities. This first round of assessment will inform the monitoring of a 5 year land supply through the AMR's for 2008 which monitor the period from 1st April 2007 to 31st March 2008.

- 4.2 Any deviation from the process set out in the methodology will be agreed between partner authorities at quarterly SHLAA meetings designed to share knowledge, maintain consistency and streamline processes of working.
- 4.3 Keeping the overall assessment up to date is a continuous process which will result in reporting at least annually. Key matters for update will be to monitor the progress of sites through the planning and development process and changes in circumstances regarding any deliverability constraints. Each of the partners is responsible for ensuring this is undertaken as accurately as possible on an annual basis.

5. Site Assessment Results

- 5.1 The site assessment results are available on two web sites. These will give access to the latest details for each site, either the draft stage or final stage results. Information is also available directly from the City, Borough and District councils. Maps and reports of the results are also available from the councils in electronic form.

Web sites:

www.nottinghamshire.gov.uk/strategichousinglandavailabilityassessments.htm

www.nottinghamcity.gov.uk/nomad (under 'add more information', select planning)

Appendix 1: Local Authority Contact Details

Local Authority	Contact	Telephone	E-mail
Ashfield District Council	Lisa Bell	01623 457383	l.bell@ashfield-dc.gov.uk
Broxtowe Borough Council	Dave Lawson	0115 9177777	dave.lawson@broxtowe.gov.uk
Erewash Borough Council	Adam Reddish	0115 9072244	adam.reddish@erewash.gov.uk
Gedling Borough Council	Alison Gibson	0115 9013733	alison.gibson@gedling.gov.uk
Nottingham City Council	David Berry	0115 9155484	david.berry@nottinghamcity.gov.uk
Rushcliffe Borough Council	Phillip Marshall	0115 9148568	pmarshall@rushcliffe.gov.uk

Appendix 2: Report Terms and Evidence Sources

Site Area

The size of the site in hectares.

Eastings and Northings

The co-ordinates of the centre-point of each site, taken directly from the SHLAA map layer.

Draft Reasoned Judgements

This written comment explains why each site has been judged to fall into a particular land supply tranche and the barriers that may need to be overcome for the site to be considered deliverable and developable.

Anticipated Start Period

This field sets out the land supply tranche that each site is judged to fall into after taking into account all other factors considered in the assessment. This is only the anticipated start date for development. Sites not considered developable are recorded as 'Not Deliverable or Developable' or 'Could be Suitable if Policy Changes-Beyond 5 Years' in this field.

Development Period

This records the estimated period of time from site start to site completion.

Dwelling Capacity

This reports the number of dwellings that could be developed on the site. For sites under construction or with Full Planning Permission this number has been sourced from the planning application, with sites under construction stating the number of dwellings originally proposed, rather than the number left to be built. For most other sites the dwelling capacity has been calculated by multiplying the density, as set out above, by the site size. Where sites exceed 2 hectares, 10% of the site size has been deducted to comply with Open Space requirements. Exceptions to this include sites where the application has been for conversion and sites where other constraints dictate the number of dwellings that may be built.

Density

Except where stated, densities have been calculated using appropriate policies. Sites with a full planning permission use the density calculated by taking the site size and number of dwellings planned. Sites recommended as suitable by the SUE Study utilise figures set out in that document.

Planning Policy Status

The status of the site, as set out in the current Local Plan. The Local Plan will continue to be a material consideration in planning matters until the adoption of a Local Development Framework (LDF).

Planning Implementation Progress

The current status of the site in the planning system.

Existing Use

The current use of the site, either as observed during a site visit or known from sources such as written submissions to the SHLAA process. Where appropriate additional comments have been sourced from the 2007 Nottingham City Region Employment Land Study, as prepared by Roger Tym & Partners (referred to in the text as 'Employment Land Study').

Location

The location in relation to the urban area.

Previously Developed?

The extent to which the site is classed as either Previously Developed Land or Greenfield, according to the definition of Previously Developed Land set out in Planning Policy Statement 3: Housing, Annex B.

Material Planning Considerations

This section makes clear how policy designations, as set out in the current Local Plan are likely to affect the suitability of particular sites and gives indications as to how policy constraints might be mitigated.

Area Character

Character has been assessed through observation of notable features such as planting and area character, either from site visits or from aerial/birds eye view photos.

Agricultural Land

The agricultural classification of the land as defined by DEFRA and plotted on the Land Classifications layer, available at www.magic.gov.uk. Additional comments regarding Grade 2 Agricultural Land are based upon the provisions of Planning Policy Statement 7: Sustainable Development in Rural Areas.

Topographical Constraints

This field considers the effect of level changes on a site, as observed from site surveys or assumed a non-constraint where a site has current or lapsed planning permission.

Ridgelines and Site Prominence

Comments in this field are based on observations from site surveys where development on a site would be prominent within the surrounding landscape.

Highways Infrastructure Constraints

This considers access problems, as observed from site visits, or as commented upon by Highways officers.

Highways Recommendation

Further to the above, comments entered in this field suggest possible steps for mitigation, utilising advice and comments from Highways officers.

Utilities

Suitable expertise has not been available to make a judgement on whether utilities provision is likely to constrain the development of a site. Consequently the provision of utilities is generally assumed to be non-constraining, unless otherwise known.

EIAs

Environmental Impact Assessments (EIAs) are required from developers when undertaking development listed under Schedule 1 and often under Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. Generally housing developments are not subject to Environmental Impact Assessments. Consequently this field is currently blank until such time as an EIA may be requested on a site.

Bad Neighbours

Comments in this field are based on observations from site visits and otherwise known adjacent uses, where neighbouring uses may have a detrimental impact on residential development of a site.

Flood Risk

The flood risk present on sites has been measured using GIS map layers showing Floodzones 2 and 3, as defined using data provided by the Environment Agency. Further comments have been compiled utilising Strategic Flood Risk Assessments where available.

Natural Environmental Constraints

This has been assessed through consideration of environmental designations, particularly as defined in the current Local Plan. Further designations, such as Tree Preservation Orders, have been assessed using GIS map layers.

Built Environmental Constraints

This section of the report is concerned with the presence of listed buildings within or adjacent to sites. This has been assessed using GIS map layers that show all listed buildings.

Contaminated Land Constraints

Comments indicate sites where contamination is suspected and the type of contamination that may be present, based on information provided by Council Environmental officers.

Contaminated Land Mitigation

Where appropriate a general comment has been inserted, that has been written after consulting with Council Environmental officers. The comment explains what would be expected if a site is suspected of being contaminated.

Conservation Area Status

This reports whether the site falls within or is adjacent to a Conservation Area as designated in the current Local Plan.

Ownership Constraints

The status of a site's ownership has been established through initial written submissions to the SHLAA process, further contact with those submitting sites where ownership has not been clear and through consultation of planning applications.

Operational or Tenancy Issues

Where possible the status of a site's tenancy has been established from initial written submissions to the SHLAA and, in some cases, from further contact with those submitting sites. Where planning permission has been granted the tenancy status is generally assumed to be non-constraining.

Viability

This considers the economic viability of each site, assessed using the methodology set out in Appendix 2.

Public Transport Accessibility, Proximity to Tram Stops and Facilities within the Locality

The data for assessing these measures has been provided by the Strategic Transport & NET Team at Nottinghamshire County Council. The methods used to compile this data are set out in Appendix 4. Further comments for some sites have compiled using the 2008 Sustainable Urban Extensions (SUE) Study, conducted by Tribal and Partners.

Pedestrian and Cycling Accessibility to Site

This has been assessed subjectively using a publicly available cycle map, published by Nottinghamshire County Council. The map sets out the different routes that are considered to be safe for cyclists.

Green Infrastructure Public Benefit

Where the district has a Green Infrastructure Strategy in place this information is used. Where one will be produced as part of the evidence base for the forthcoming LDF this part of the report will be completed when evidence is available.

Site Source

This refers to how the site has entered the SHLAA process. The sources of sites are set out in the Nottingham Core SHLAA Methodology.