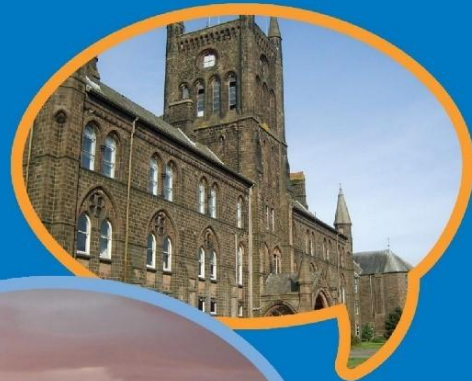




A Local Plan for Lancaster District

Strategic Housing Land Availability Assessment 2015: Report



January 2016

www.lancaster.gov.uk/planningpolicy

Lancaster District Strategic Housing Land Availability Assessment (SHLAA) 2015

Lancaster City Council

October 2015

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1. Introduction

The Study

- 1.1 Lancaster City Council has prepared new a Strategic Housing Land Availability Assessment (SHLAA) for the district. This work has been carried out with reference to the Department of Communities and Local Government's National Planning Policy Framework (2012) and National Planning Policy Guidance (2014) and the council's own SHLAA Methodology (2013). The assessment was carried out between March 2014 and October 2015 and updates information contained within the 2014 SHLAA which was published in March 2014.

The Need for the Study

- 1.2 The Government's guidance, in the form of the National Planning Policy Framework (NPPF), requires that local planning authorities boost significantly the supply of housing. The preparation of Local Plans should be used to meet the full and objectively assessed needs of their district for market and affordable housing, as well as identify land in the form of specific deliverable sites which will meet those needs.
- 1.3 The NPPF places an emphasis on the importance of the delivery of housing sites, advising that sites should only be included as part of local authorities housing land supply where there is genuine evidence that a site is deliverable within the timeframe envisaged. For sites to be considered deliverable, they must be 'available, suitable and achievable'. SHLAA assessments provide one of the principal mechanisms by which potential housing sites are assessed for 'deliverability' in a comprehensive and methodical manner. As such, SHLAAs represent a key part of the evidence base which support the proper development of a Local Plan.
- 1.4 The SHLAA itself is not policy and is not an expression of the council's vision for the district. Moreover the assessment has not been produced with the intention that it will be a rigid document. The assessment will necessarily be subject to change over time as information regarding sites emerges or changes or as new sites become available and old sites are used. The assessment allows for flexibility to take into account changes in both the planning system and housing and employment markets.

2. Background

Characteristics of Lancaster District

- 2.1 Lancaster district covers an area of approximately 565 square kilometres and is home to approximately 140,000 people. Around 100,000 people live within the urban areas of Lancaster, Morecambe, Heysham and Carnforth and a number of larger village settlements (including Bolton-le-Sands, Hest Bank, Caton and Brookhouse and Halton). The remainder of the population live within rural villages and hamlets.
- 2.2 Over 90% of the district is categorised as rural and large areas are protected by a number of international, national and local designations. This includes two Areas of Outstanding Natural Beauty (AONB), as well as Britain's largest area of wetland, Morecambe Bay. The River Lune flows through the district and a large proportion of the district's main communities are located adjacent

to or near the River Lune and/or its tributaries.

- 2.3 Lancaster has seen a steady population growth since the 1970's due to the district's relatively densely developed urban area and increasing employment opportunities. However, the district has historically managed to retain much of its urban form and outer boundaries by directing the majority of new development to previously developed land (brownfield sites).

Historic Housing Supply in Lancaster District

- 2.4 Housing completions since 2003 are set out below:

Financial year	Core Strategy housing requirement	Dwelling completions (Student and other residential institution completions)	Actual over/under completions
2003/04	400	556	156
2004/05	400	348	-52
2005/06	400	253	-147
2006/07	400	182	-218
2007/08	400	350	-50
2008/09	400	330	-70
2009/10	400	121	-279
2010/11	400	79	-321
2011/12	400	99	-301
2012/13	400	243 (68)	-157
2013/14	400	144 (3)	-256
2014/15	400	473 (48)	73
Running total	4,800	3,178 (119)	-1,622

Table 1: Housing completions 2003 - 2015

- 2.5 The table shows that in nine of the last ten years housing completions have been below Core Strategy target expectations. The Core Strategy, adopted in 2008, sets an annual average requirement of 400 new dwellings per annum.

Strategic Housing Market Assessment (SHMA)

- 2.6 Following the revocation of the regional level of planning it is now the council's responsibility to produce evidence to demonstrate what the objectively assessed housing needs within its housing market area are, and through its adopted policies and decisions, deliver those needs. The council commissioned specialist consultants, Turley Associates, to undertake a new independent housing requirements study, which included an update of the council's Strategic Housing Market Assessment (SHMA).
- 2.7 The assessment uses government statistics and forecasts, derived from reliable and credible

sources including the Census and Experian Forecasting, to estimate the number of houses required in the district up to 2031 and goes on to show that we need to build more houses because:

- Our population is growing, we are living longer and more people are living in single households;
- The district holds significant potential for jobs growth however the working age population must grow to meet this:
- This increases the demand for houses. Some of this demand is 'pent up' as a result of recent credit restrictions and some people have been living in unsuitable accommodation; and
- The recent supply of new houses has been significantly lower than demand, meaning there is a backlog that needs to be addressed. (See table 1).

2.8 Based on this assessment the report identifies an objectively assessed housing need in the district for around 13,000-14,000 dwellings for the period 2011 – 2031), equivalent to around 650 to 700 new dwellings per annum. This is a significant increase from the housing requirement figure contained in the Lancaster District Core Strategy. For more information on the council's Objectively Assessed Housing Need please visit www.lancaster.gov.uk/shma.

2.9 In addition the study confirms that whilst the Morecambe sub-market is solely made up of wards within the Lancaster authority area, the sub-market based around the city of Lancaster also covers single wards in Wyre (Wyresdale) and South Lakeland (Kirkby Lonsdale) as well as five wards in the authority of Craven (Bentham, Hellifield and Long Preston, Ingleton and Clapham, Pennyghent and Settle and Ribblesbanks). While having links with these areas the report confirms, following more detailed analysis, that the district can be viewed as a single self-contained housing market area. The objectively assessed housing need figure has been calculated on this basis. The SHLAA has also been prepared on this basis, reflecting the housing market area identified in the SHMA.

3. Policy Context

Introduction

- 3.1 Ensuring that housing is provided in appropriate locations is one of the major roles of the UK planning system. Local planning authorities are required to plan for and identify a continuous supply of housing that is appropriate to the specific needs, characteristics and requirements of local communities.
- 3.2 Following the revocation of the Regional Strategy it is now the council's responsibility to produce evidence to demonstrate what its objectively assessed housing needs are and, through its adopted policies and decisions, ensure those needs are met.
- 3.3 The following section describes the policies within the Development Plan which relate to the development of the SHLAA.

National Planning Policy Framework and National Planning Policy Guidance

- 3.4 The National Planning Policy Framework (NPPF) requires local planning authorities to maintain an adequate supply of housing sites in their area. As part of this process, councils must consider where housing development would be best located and assess all potential opportunities for development locations. The SHLAA is the process of gathering together this information to create a

portfolio of sites which may be selectable as future housing locations in forthcoming planning documents. The assessment will assist the council in identifying potential locations for housing.

- 3.5 Paragraph 159 of the NPPF states that “Local planning authorities should have a clear understanding of housing needs in their area. They should”:

“Prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.”

- 3.6 The NPPF and National Planning Policy Guidance (NPPG) together outline the core methodology for carrying out a SHLAA, the most important part of this being the need to test potential sites in order to assess how the sites might make up a reliable housing supply in terms of timing and certainty.
- 3.7 This SHLAA sets specific tests for sites to be considered ‘deliverable’ (the tests for sites within the 5 year supply) and ‘developable’ (the tests for sites from year 6 onwards). The NPPF introduces to the ‘deliverable’ definition an assumption that sites with planning permission will be deliverable unless clearly evidenced to the contrary. This is expanded further under footnote 11 and 12 of the NPPF.

Footnotes 11 and 12 from the NPPF:

- 11 To be considered deliverable, sites 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 and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.
- 12 To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

- 3.8 For sites to be considered deliverable, they must be ‘available, suitable and achievable’.

National Planning Policy Guidance (NPPG)

- 3.9 The Department for Communities and Local Government published the NPPG to accompany the NPPF and to replace and consolidate previous practice guidance.
- 3.10 This expands on the purpose of the land availability assessment, its relationship to the development plan process and Government’s approach to alternative methodologies.
- 3.11 The NPPG states that an assessment should:
- identify sites and broad locations with potential for development;
 - assess their development potential; and
 - assess their suitability for development and the likelihood of development coming forward (the availability and achievability).
- 3.12 This approach ensures that all land is assessed together as part of plan preparation to identify

which sites or broad locations are the most suitable and deliverable for a particular use (in this case residential).

Local Planning Policy

- 3.13 The Local Plan for the district consists of saved policies within the 2004 Lancaster District Local Plan as saved by the Secretary of State under paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004 (where not superseded by policies within the Core Strategy, Development Management DPD or Morecambe AAP), the Core Strategy adopted in July 2008 and the Development Management DPD and Morecambe Area Action Plan, both adopted on the 17th December 2014.

Core Strategy

- 3.14 The Lancaster Core Strategy was adopted in July 2008 and sets out the council's spatial vision for the district and explains broad locations for new homes and jobs over the period to 2021. The Core Strategy advocates building healthy sustainable communities by concentrating development where it will support the vitality of existing settlements and regenerating areas of need whilst minimising the need to travel.

Forthcoming Plans

- 3.15 The council is proceeding with a replacement to the current Local Plan which on adoption will provide a new planning framework for the area. The preparation of the Development Management Development Plan Document (DPD) and Morecambe Area Action Plan (AAP), along with other key documents including the forthcoming Land Allocations DPD will replace policies and allocations within the current Lancaster District Local Plan, which was adopted in April 2004. Further DPD's relating to the Arnside and Silverdale AONB area and gypsy and traveller accommodation are also in preparation.
- 3.16 In light of the publication of the NPPF the council has reviewed the requirement and need for the Core Strategy and has concluded that the key themes, objectives and policy approaches would be better placed within the forthcoming Local Plan as part of the Development Management DPD, Land Allocations DPD and Morecambe AAP. It is the intention that upon the adoption of these documents, the Core Strategy will be withdrawn as a material planning consideration.
- 3.17 The Development Management DPD sets out the generic policies which will be used by both development management officers and planning committee to determine planning applications. This was adopted by the council in December 2014.
- 3.18 The Morecambe AAP identifies the strategic interventions which will assist in the ongoing regeneration of the town centre. This was also adopted by the council in December 2014.
- 3.19 The council is continuing to progress preparation of its Land Allocations DPD. On adoption this will identify land, both to meet future development needs and also to be protected for a specific environmental, economic or social value. A draft document is scheduled for consultation in early 2016.
- 3.20 Upon adoption, these three documents will form the core documents of a new Local Plan for Lancaster District with a plan period between 2011 and 2031, replacing the Core Strategy and the current 2004 Local Plan.

Development within Rural Areas

- 3.21 Amongst the key changes which have been identified as necessary in the forthcoming plan period is the approach towards development in rural areas. Lancaster district contains large areas of open countryside and a significant number of rural settlements. A large component of the district’s population currently live within these rural areas. The scenic beauty of the district’s landscapes through its natural assets and thriving local communities mean that the rural areas of the district are likely to remain popular, growing and sustainable locations for people to live throughout the plan period. The ability of the district to meet the aspirations and needs of all sections of its population is contingent upon the approach which is adopted towards development in rural areas.
- 3.22 The appeal of the district’s rural areas, combined with the needs of a growing population, mean that the council will need to carefully manage development within rural areas in order to appropriately protect the character and distinctiveness of rural areas whilst allowing for growth. The council therefore aspires to promote sustainable development in rural areas, and support new homes, particularly those which will enhance the vitality of communities.
- 3.23 It is the council’s view as most recently expressed in the Development Management DPD that a number of key villages comprise sustainable locations for residential development and that these settlements can and should make a potentially significant contribution to addressing housing supply issues. This view has been arrived at following consideration of the sustainability criteria within the Core Strategy, the Local Plan evidence base which documents the available services within villages and with reference to the NPPF.
- 3.24 As such, the Development Management policy DM42 Managing Rural Housing Growth sets out that development within listed key villages (table 2) will be supported for residential purposes and introduces a number of criteria against which such proposals will be assessed. Consequently there is no ‘in principal’ objection to residential development coming forward within some rural areas. The NPPF in this regard is clear, it requires authorities to implement an assumption in favour of sustainable development and meet our districts needs unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefit.
- 3.25 It is in the above, substantially changed, planning context that the 2015 SHLAA has been undertaken.

Arkholme	Hornby
Bolton-le-Sands	Middleton
Brookhouse	Nether Kellet
Cockerham	Overton
Caton	Over Kellet
Dolphinholme	Silverdale
Galgate	Slyne
Halton	Warton
Hest Bank	Wray

Table 2: Villages listed as Sustainable Rural Settlements in Policy DM42

4. Methodology and Consultation

Strategic Housing Land Availability Assessment Methods

4.1 The SHLAA has been undertaken in accordance with the staged approach set out within the adopted SHLAA methodology and with reference to revised advice within the National Planning Policy Guidance on Strategic Housing and Economic Land Availability Assessment (figure 1 below).

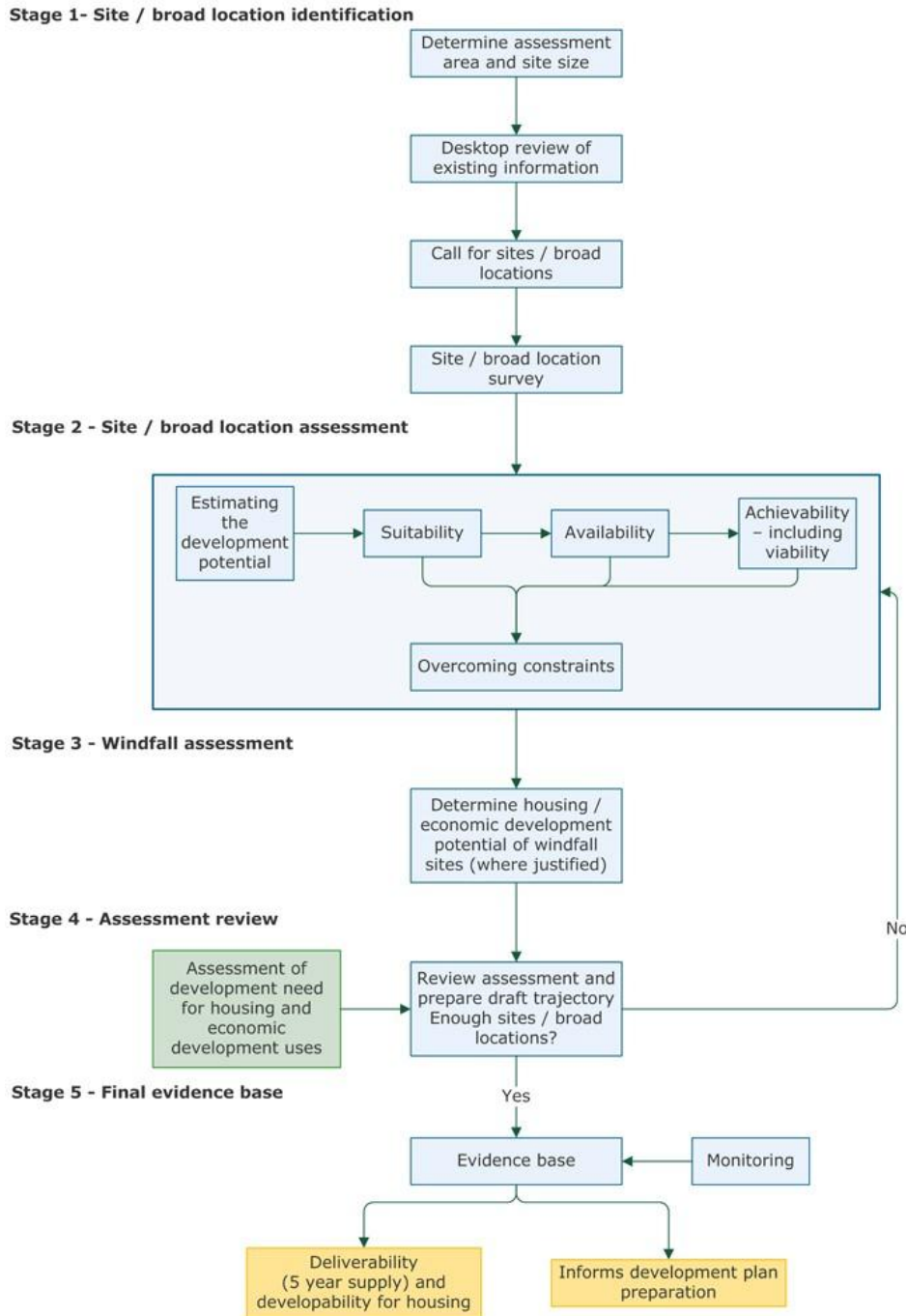


Figure 1: SHLAA methodology flow chart

Methodology for assessing when and whether sites are likely to be developed

- 4.2 As agreed in the SHLAA Methodology sites which either fell below the minimum site threshold (this was identified as sites of 0.15ha or smaller and schemes of 4 dwellings or less) and/or were located in Flood Zone 3b (high probability of flooding) were removed from the assessment.
- 4.3 Council officers surveyed each of the remaining sites and estimated the housing potential of each of these sites under SHLAA stage 5 'Carrying out the Survey' and stage 6 'Estimating the Housing Potential of Each Site'.
- 4.4 Prior to the site visits being undertaken, a site visit pro-forma was developed. The pro forma was designed to ensure that all sites were surveyed in a consistent manner and provided a checklist of issues to be considered when determining the suitability, availability and achievability of each site.
- 4.5 The sites surveyed were then appraised assessing when and whether sites are likely to be developed.
- 4.6 Each site was visited separately by council officers and assessed on the basis of its:
 - Suitability** for housing development;
 - Availability** for housing development; and
 - Achievability** for housing development.

Assessing Site Suitability for Housing

- 4.7 In considering suitability for housing development, sites were assessed on the basis of whether or not the site was situated in a suitable location for housing and whether or not the development of the site for housing would contribute to the creation of a sustainable mixed community. Consideration was given to the location of the site in relation to essential services such as shops, schools and public transport. In addition the following issues were also assessed:

The development plan, emerging plan policy and national policy

- Is the site covered by an existing planning policy specifying appropriate/acceptable use?
- Is the site covered by any local designations?
- Are there any listed buildings on or adjacent to the site?
- Does the site form part of a larger policy/strategy area?

Physical problems and limitations

- Is there an existing access to the site (vehicular/pedestrian), is this adequate, can a new access be provided?
- Is there potential for the site to be polluted or contaminated from existing or previous uses?
- Are there any evident ground conditions which may impact upon development?
- Is the site in an area at risk from flooding/any watercourses on site?
- Are there any hazards on or adjacent to the site?
- Are there any potential noise/air quality issues?
- Would the topography of the site restrict development?

Potential impacts

- Would the development have detrimental impacts upon/loss of landscape features?

- Would the development result in detrimental/positive impacts upon conservation/heritage features?
- Would the development have adverse impacts upon neighbouring uses?

Environmental Conditions

- Would development of the site result in an attractive residential environment?
- Are neighbouring uses appropriate/compatible with residential development?

Assessing Site Availability for Housing

4.18 Each site was assessed on the basis of its likely availability for housing. A number of observations were made whilst undertaking the site visits and supplemented by further investigations. Such measures included:

- Site checks for potential shared access issues, requirements for land take to provide access etc.;
- Site observations checking for Agent's boards supplemented by follow up phone calls to check site availability;
- Follow up of site information provided by landowners who suggested sites for inclusion within the SHLAA;
- Follow up calls to developers with sites currently under construction to obtain an estimate of the number of dwellings left to be built and likely timescales for completion;
- Follow up calls to developers with unimplemented planning permissions to determine if and when such permissions may be implemented; and
- Intelligence gathering from local Agents on sites being promoted by them or which their clients may own or have an interest in.

4.9 The methods set out above enabled a realistic assessment to be made as to whether or not sites were immediately available for development and if they were not considered to be immediately available, when they may become available.

Assessing Site Achievability for Housing

4.10 Once each site had been assessed on its suitability and availability for housing, consideration was given to the prospects of each site being realistically developed at a particular point in time. The following factors were considered:

i. Market Factors

- What is the current market demand?
- What is the potential future market demand?
- What is the land value for residential use on the site versus the existing use and potential competing uses?
- How attractive is the location for residential development?

ii. Cost Factors

- Are there any significant site preparation/remediation costs?
- Are there any measures required to address identified constraints?

- Are there any relevant planning obligation costs which may affect viability?
- • Will public funding need to be sought and if so, is funding available to help to meet any abnormal costs/funding gaps?

iii. Delivery Factors

- What are the realistic build out rates for each site?
- Is site development likely to be phased?
- Is the site going to be delivered by a single developer or several developers?
- What is the size and capacity of the developer?

4.11 The consideration of this information enabled realistic and informed views to be made as to when a site was likely to commence development and how long it would take to build out. This enabled an estimation to be made as to over what period of time dwellings constructed on a site were likely to be contributing to the housing supply in the district.

Overcoming Constraints

4.12 As part of the assessment work undertaken, where constraints to successfully developing a site for residential development were identified, consideration was given to whether it was possible to overcome these constraints. If it was deemed possible to overcome identified constraints, an assessment was then made as to whether the measures required would negatively impact the viability of the site for residential development.

4.13 Identified constraints varied from those which were easy to overcome (e.g. allowing for stand- offs within a development and reducing the overall developable area of a site) to those which were more fundamental (e.g. legal restrictions which could prevent development). In some instances, the measures for overcoming constraints were identified as being easy to implement and not likely to adversely affect viability to unacceptable levels. Therefore, subject to being suitable sites in all other respects, these sites were able to remain in the assessment as suitable, available and achievable sites. Other sites which had constraints that could not be overcome or which would reduce viability to unacceptable levels were removed from the assessment.

Recording of Sites Assessments and Data Collected

4.14 The baseline information gathered at the start of the SHLAA process was recorded in an electronic Access Database designed and produced by the city council. The information gathered for each site assessed was then added to this database following the site visit and each stage of the assessment. The database will continue to be used for the future monitoring of housing sites.

Dwelling Numbers

4.15 Given the methods employed, the information available, and the limitations of such it is not always possible to calculate a definitive capacity for dwellings on each site. As such, dwelling figures for sites should be understood to be provided with varying degrees of certainty. In many cases the information will be indicative and based on the methodologies described below however where more detail has been made available through planning applications or pre- application discussions etc. dwelling figures from those sources have been preferred.

4.16 Site densities were calculated using the density multipliers agreed during the development of the SHLAA methodology and were applied as follows:

Area type	Dwellings per hectare
Rural areas and edge of urban area	30
Sub-urban areas ¹	40
Areas close to the town centre boundary ²	50
Areas on the periphery of the town centre ³	70
City centre ⁴	90

Table 3: Site densities calculation

4.17 Dwelling densities were adjusted where it was considered appropriate based on issues such as, but not limited to:

- Knowledge of the property market in the district;
- In sensitive areas such as AONB's or Conservation Areas or near listed buildings;
- Where historic planning applications suggest it was appropriate to do so;
- Recent development trends;
- Identified constraints which would render parts of some sites un-developable or where stand offs would be required for environmental or amenity reasons etc.;
- Potential section 106 requirements (e.g. provision of public open space etc.);
- Where additional information was provided by landowners/developers.

4.18 It should be noted that the dwelling densities for each site are not rigid and are based on best available information. As such they may be subject to change as sites come forward and more detailed, and in some instances, intrusive investigations are carried out on sites. Detailed designs and layouts may also change densities. It is however considered that such fluctuations are likely to offset one another with losses on one site offset by gains on another. It should also be noted that where appropriate, and in some instances, where considered desirable by the council, section 106 contributions may be made in the form of financial payment rather than physical on-site developments (e.g. open space) or may be provided in more appropriate locations off site (e.g. affordable housing and community facilities). All densities take into account the need to provide estate roads and other infrastructure within developments.

4.19 Generally a cautious approach to densities has been adopted particularly on Greenfield sites. This is intended to ensure that there is not an overestimation of the likely delivery of housing from sites which may need to provide onsite infrastructure and which have not yet been designed in detail.

5. Review of Assessment

5.1 Following completion of the assessment work, a review of the data collected was undertaken. 5.2 The SHLAA database now contains details of 727 sites. Following elimination of sites which have already seen development, those which are in flood zones and those which are too small, 427 sites remained for the assessment to consider in detail. The focus of the assessment was on site

¹ This is defined as areas of medium housing density which are predominantly residential in character.

² This is defined as locations in excess of 300 metres of the town centre boundary but within the main urban area.

³ This is defined as locations within 300 metres of the town centre boundary.

⁴ This is defined as sites within the town centre boundary.

suitability, availability and achievability. The assessment has identified that of the 427 sites, 113 could be deliverable for housing within the forthcoming plan period and that combined those sites offered the potential for 7,156 dwellings.

- 5.3 Of the 113 deliverable sites, 56 were identified as greenfield and 57 were identified as brownfield. The greenfield sites are estimated to hold a capacity of 3,879 dwellings whilst the brownfield land identified holds a capacity of some 3,277 dwellings.
- 5.4 The deliverable identified sites could provide 7,156 dwellings over an area of approximately 363.52 ha.
- 5.5 Table 3 identifies the composition of assessed SHLAA sites and their estimated dwelling capacity. It shows deliverable and undeliverable sites as well as two additional site categories, sites within the Arnside and Silverdale Area of Outstanding Natural Beauty (AONB) and Strategic Sites. Sites within the Arnside and Silverdale AONB and Strategic Sites have not been assessed as part of this SHLAA, this work is being undertaken separately.

	Sites assessed	Dwelling capacity	Area (ha)
Undeliverable	244	17,267	626.32
Arnside and Silverdale AONB⁵	26	637	30.42
Strategic Sites	45	9,648	511.54
Deliverable greenfield	55	3,859	209.36
Deliverable brownfield	57	3,277	153.16
Total	427	34,688	1,530.80

Table 4: Types of SHLAA site and estimated dwelling capacity

- 5.6 The council is preparing a separate Development Plan document for the Arnside and Silverdale AONB area. This is being prepared jointly with South Lakeland District Council. Sites identified within the Arnside and Silverdale AONB area are being assessed through a separate process. The numbers shown in the table indicate the number of potential sites that the council have been made aware of in the Lancaster district part of the Arnside and Silverdale AONB. No assessment has been undertaken on these sites with no conclusion reached on their deliverability. The exception to this is sites which already benefit from planning permission, of which there is only one at Warton. Capacity from this site is included in the overall deliverability category for the district.
- 5.7 Table 3 also identifies 45 strategic sites. These are sites that could, subject to further investigation, be potential contributors to the districts housing needs, but due to a number of factors would require an overarching strategic approach to their delivery, this could only be considered as part of the Land Allocations process. At this point in time the council is unable to conclude on their deliverability. Strategic sites are included in the table to highlight a further potential supply of housing. The deliverability of these sites is currently being investigated by the council as part its October 2015 'People, Homes and Jobs – How can we meet our future development needs?'

⁵ This is the total area of sites that have been identified in the Arnside and Silverdale AONB, where a site has been granted planning permission it has been considered to be deliverable and where a planning permission has been built out, the site is shown as completed.

consultation.

- 5.8 These sites whilst clearly undeliverable at the current time according to the strict SHLAA methodology have been identified separately and a final consideration of their merits has been withheld until such time as further progress on Local Plan development has been made including evidence gathering relating to landscape impacts, infrastructure capacity and Green Belt Review. Until further work is undertaken capacity from these sites is not included within the calculated deliverable supply of this SHLAA.
- 5.9 These sites represent large scale strategic proposals or Green Belt sites closely related to sustainable settlements and as such could not be considered suitable without detailed supporting evidence, an overarching political consensus and were progressed with a commensurate scheme of infrastructure, services and access developments.
- 5.10 The strategic sites identified at this stage are clearly in a far less certain position than those sites identified as 'deliverable' and in some cases are not even fully known to be available. They do however represent site options which represent the principles discussed in the 'People, Homes and Jobs' consultation taking place this October. As such, it should be expected that these sites will remain subject to future scrutiny, evidence gathering and review including extensive discussions with landowners, developers and members of the public. It should be understood that all of the above factors may result in any such site being eliminated from further consideration at any juncture.
- 5.11 Grab Lane (SHLAA 328) is included within the list of strategic sites. This amends the sites previous assessment as described in the 2014 SHLAA. The amended classification recognises that at this point in time officers, in view of potential impacts on the setting of adjacent heritage assets, are unable to conclude on the suitability of this site for development. In view of this it was not possible to consider the site as part of the identified supply for the district. The assessment of this site will be kept under review and amended accordingly as further work on the preparation of the Land Allocations document is undertaken.
- 5.12 A breakdown of the strategic sites is contained in table 4. This shows the illustrative dwelling capacity for these sites as shown in the 2015 'People, Homes and Jobs' consultation.

Site reference	Site name	Dwelling capacity
UE1	South Lancaster	2,000 ⁶
UE2	East Lancaster on land to the east of the M6 Motorway	1,500
UE3	East Lancaster on land to the west of the M6 Motorway	1,500
GB1	North Lancaster Green Belt	850
GB2	East of Morecambe Green Belt	750
GB3	South Carnforth Green Belt	1,250
GB4	Central area of Green Belt (Slyne with Hest)	500
VE1 to VE5	Dolphinholme	500
SHLAA 328	Grab Lane, Lancaster	450
TOTAL		9,300

Table 5: Illustrative table showing potential dwelling numbers on strategic sites

5.13 Dwelling numbers are illustrative; the figures are included in the consultation material to assist the community and stakeholders in understanding the potential scale of development that is suggested by the areas of land shown in the strategic site consultation.

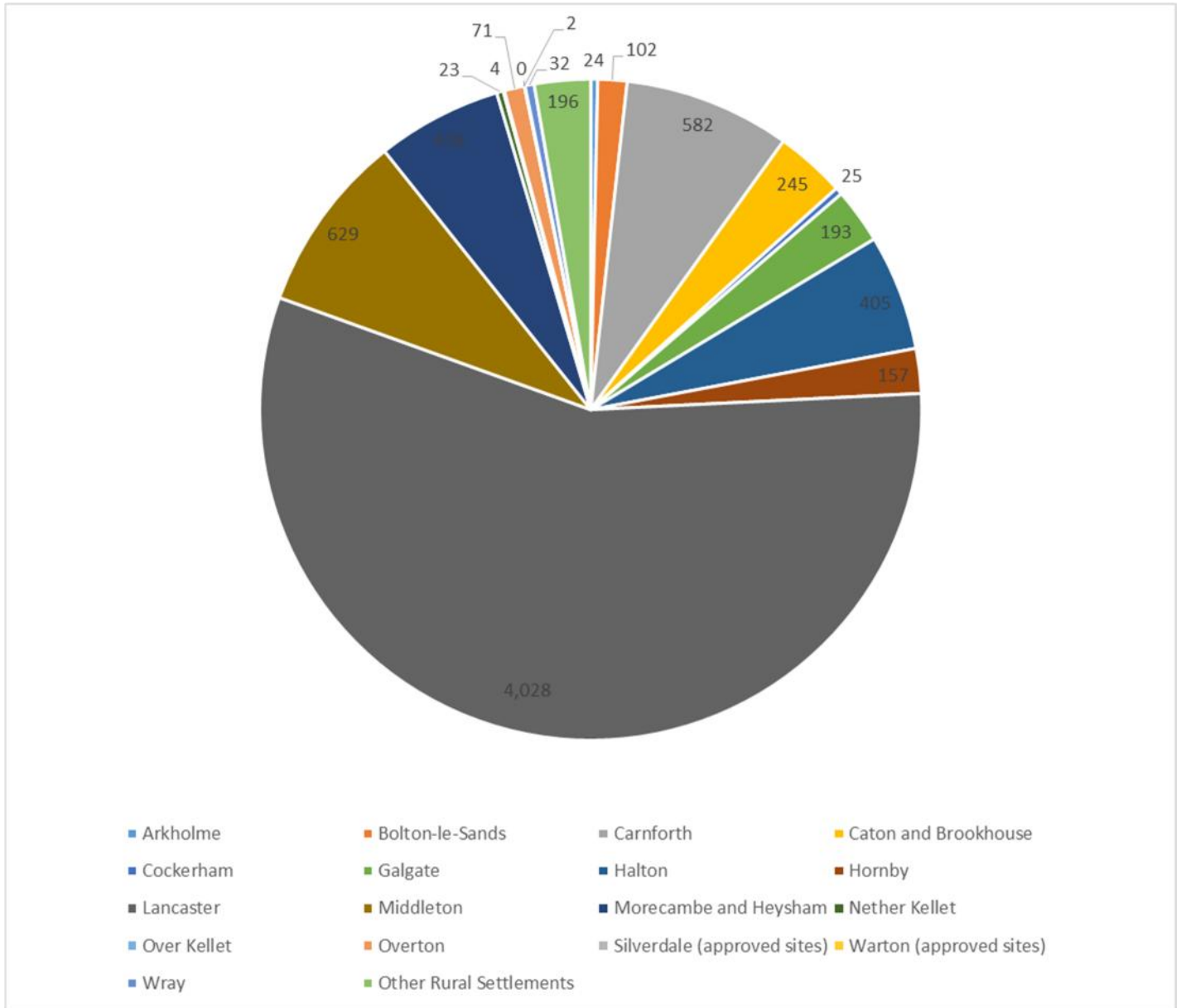
Geographic Distribution and type of Deliverable Sites

5.14 The outcomes of the SHLAA identified a wide range of opportunities in locations across the district but with a very heavy emphasis on sites within Lancaster itself (figure 2). Strategic sites and sites identified within the Arnside and Silverdale AONB area (with the exception of 8 approved dwellings at Warton) are excluded from the phasing table below.

Settlement	Number of dwellings	Settlement	Number of dwellings
Arkholme	24	Middleton	629
Bolton-le-Sands	102	Morecambe and Heysham	438
Carnforth	582	Nether Kellet	23
Caton and Brookhouse	245	Over Kellet	4
Cockerham	25	Overton	71
Galgate	193	Silverdale (approved sites)	0
Halton	405	Warton (approved sites)	2
Hornby	157	Wray	32
Lancaster	4,008	Other Rural Settlements	196

Table 6: Distribution of dwellings across the district's settlements

⁶ This excludes the Whinney Carr site (SHLAA 341), which has a potential capacity of 900 dwellings.



5.15 Both greenfield and brownfield opportunities were found predominantly in and around Lancaster.

Figure 2: Geographical distribution of deliverable sites with dwelling numbers

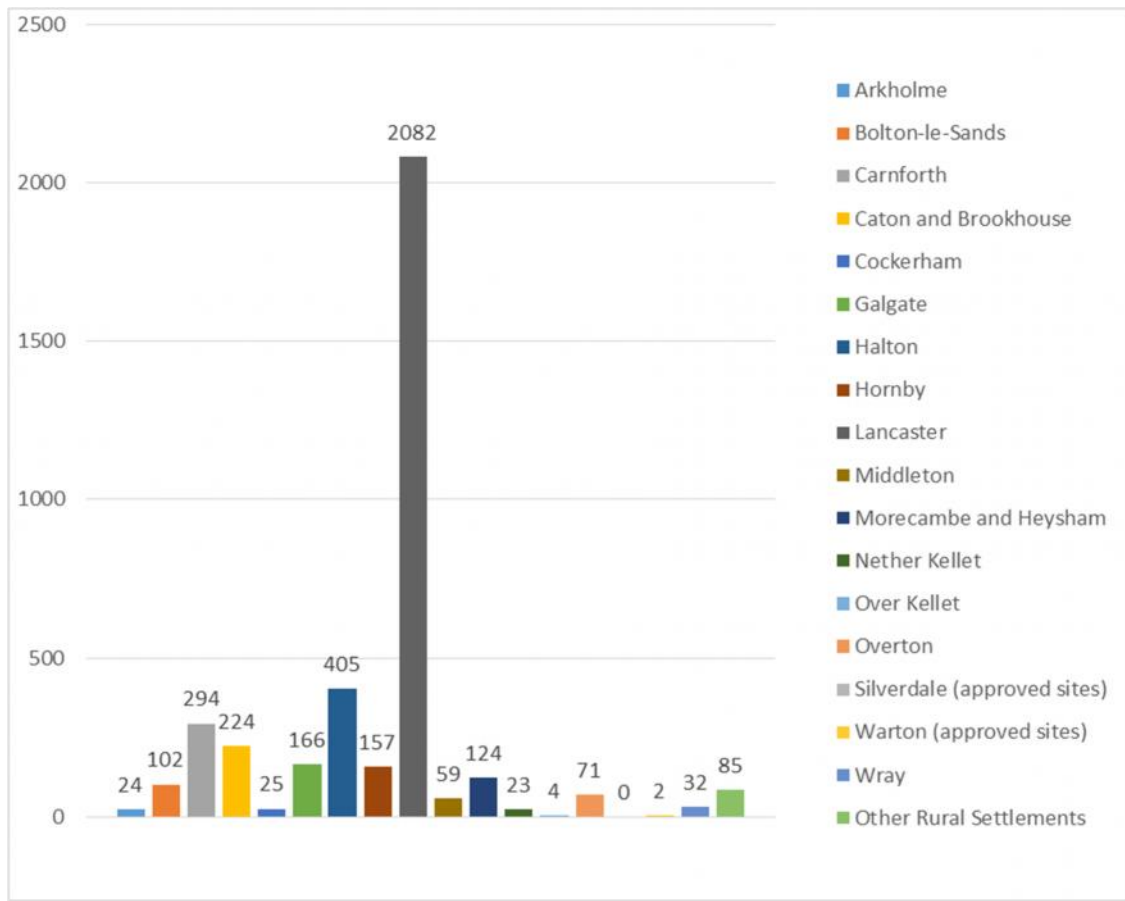


Figure 4: Greenfield opportunities

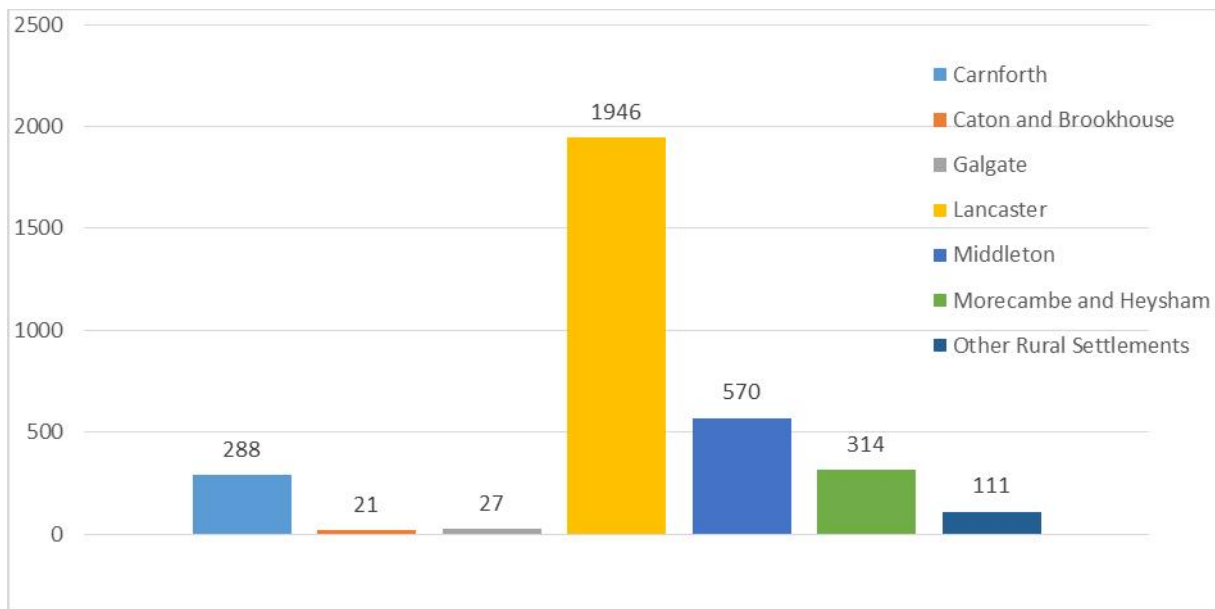


Figure 3: Brownfield opportunities

Phases of Delivery

- 5.16 The SHLAA aimed to assess whether sites could be delivered promptly or whether there may be obstacles which should be overcome prior to delivery.
- 5.17 In cases where a recent planning permission had been granted or on smaller sites in sustainable, less constrained locations an assumption was made that delivery could occur within the first phase of the development plan period. This has been adjusted where information indicates that this might not always be the case.
- 5.18 Where there were a limited number of constraints which may need to be overcome or where sites were larger, more problematic or required infrastructure delivery and where little progress had been made by developers or land owners to address these issues it was assumed that development may not occur until the second phase of the plan period.
- 5.19 Lastly, where there were considered to be numerous challenging planning issues to be addressed through design and/or community consultation, and these issues have not been substantively addressed it was assumed that development may not occur until the final phase of the plan period.
- 5.20 Table 6 below details the outcome of the SHLAA with regard to number of dwellings which may be delivered in each of the Local Plan development phases. Strategic sites and sites identified within the Arnside and Silverdale AONB area (with the exception of 8 approved dwellings at Warton) are excluded from the phasing table below.

Development phase	Number of dwellings
1-5 Year Phase	3,005
6-10 Year Phase	4,102
11-15 Year Phase	29

Table 7: Estimated dwelling completions per development phase

- 5.21 The above table indicates the likely delivery of dwellings within three categories. What is clearly shown is that the call for sites process has been successful in identifying a significant number of suitable sites but that the majority of those sites fall within the earlier stages of the plan period.

Undeliverable Sites

- 5.22 There are 243 sites that have been identified as undeliverable amounting to 625.32 ha of land. This has been for a variety of reasons including falling outside of the SHLAA assessment criteria, non-availability, flood risk, environmental constraints, unsuitable neighbouring uses and restrictive policy provisions. Details of each site will be published in the SHLAA 2015 – Undeliverable Sites Portfolio.

6. Conclusions and Recommendations

- 6.1 In review it is apparent that the total dwellings on sites which are deliverable (i.e. that are suitable, available and achievable) does not amount to a number which fully addresses the districts housing needs. The assessment has identified that of the 427 assessed sites, 113 could be developed for housing within the forthcoming plan period and that, combined those sites offered the potential for 7,156 dwellings.
- 6.2 A further 959 dwellings have been completed during the period 2011/12 to 2014/15 (table 1).
- 6.3 The latest evidence from the council's 2015 Housing Requirement Study indicates a need to plan for around 13,000 to 14,000 new homes for the years up to 2031. Completed sites and sites identified through the SHLAA indicate potential to provide 8,115 dwellings during the plan period, suggesting a need to identify additional land for a further 5,000 to 6,000 new dwellings
- 6.4 It is only once the inclusion of strategic sites are considered that the district's housing requirement figure can be satisfactorily addressed. There are 45 strategic sites (including land at Grab Lane in Lancaster) that were identified amounting to 511.54 ha of land, which for illustration, are indicatively capable of accommodating approximately 9,648 dwellings.
- 6.5 In consideration of the above it is the recommendation of this SHLAA that considerable effort is bought toward further detailing the potential of the strategic options in order to identify a combination of suitable sites and strategic sites which can appropriately form a sustainable strategy to meet the district's housing requirements.