

Strategic Housing Land Availability Assessment (SHLAA) 2014

Important Notice - Disclaimer

In relation to the information contained within this report and any other report relating to the findings of the SHLAA, the Council makes the following disclaimer without prejudice:

THE SHLAA DOES NOT ALLOCATE SITES FOR HOUSING.

It is an evidence base which provides an initial assessment of sites but further detailed site assessments need to be carried out using a local plan methodology to determine which sites should be allocated for housing. **The current allocation of sites will not change until the local plan is adopted.**

THE SHLAA DOES NOT CHANGE THE PLANNING STATUS OF A SITE.

It carries no weight in the determination of planning applications which will continue to be considered against prevailing national and local policies including a detailed assessment of specific proposals and having regard to any other material considerations. For example, planning applications for housing on sites currently being used for employment purposes will need to address the relevant policy requirements.

The assessment of sites including, but not limited to, site boundaries, suitability, availability, achievability and estimated capacity was carried out using information available at the time. It does not in any way prejudice the consideration of any application for housing development that may be received, nor the consideration of development for other uses. For example, redevelopment of existing employment sites for alternative employment uses.

The approach to some elements of site assessments in SHLAA (e.g. density assumptions) are indicative and do not necessarily articulate current council policy requirements nor do they pre-empt the content of future policies which will be determined through the local plan process.

The lack of inclusion within SHLAA does not preclude the possibility of planning permission for residential development being granted on sites. SHLAA site boundaries are not intended to be definitive and do not prevent planning applications being submitted using different boundaries.

PHASING OF SITES IS INDICATIVE

The estimated phasing of sites (0-5 years, 6-10 years, 11-15 years or 16+ years) is based on an assessment at the time of the study. Circumstances or assumptions may change which may mean that sites could come forward sooner or later than originally envisaged. The SHLAA does not prevent planning applications being submitted on any sites at any time.

THE BASE DATE OF THIS REPORT IS 31st MARCH 2014.

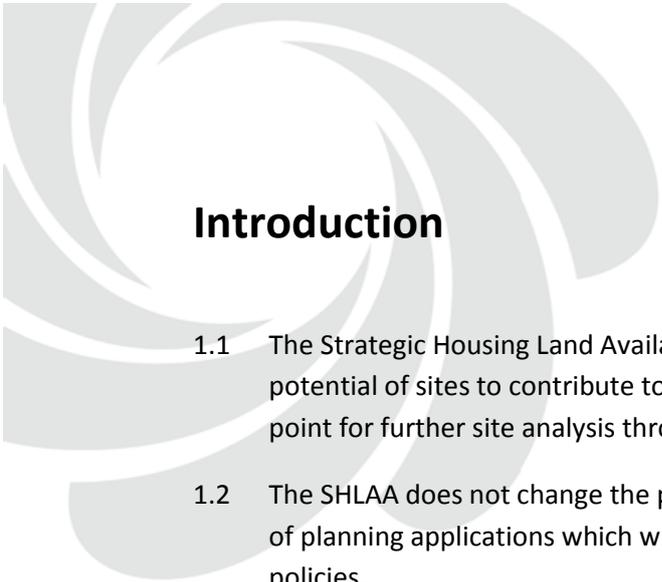
The information within the SHLAA is based on information that was available at 31st March 2014 and the Council does not take liability for any omissions and/or factual inaccuracies. Applicants are therefore advised to carry out their own analysis of sites to identify any constraints or other information for the purpose of a planning application and not rely solely on the findings of the SHLAA. The database is normally reviewed annually as new sites are submitted or new information is received.

Contents

		Page
Chapter 1	Introduction	
	Sources of SHLAA sites	1
	The SHLAA Working Group	2
Chapter 2	Site Analysis	
	Methodology	5
	Assessing suitability	6
	Assessing availability	7
	Assessing achievability	7
	Calculating potential housing capacity on each site	8
	Phasing	9
	Unsuitable, unavailable or unachievable sites	12
Chapter 3	Housing capacity in Kirklees	
	Analysis of capacity	13
	Brownfield and greenfield capacity and site phasing	14
Chapter 4	Conclusion and Monitoring	
	Conclusion	16
	Monitoring and review	16
Appendix 1	SHLAA assessment criteria	17
Appendix 2	Initial recommendations to overcome site based constraints	23
Appendix 3	Housing Market information used for achievability assessment	25
Appendix 4	Matrix for assessing whether sites are achievable	26
Appendix 5	Housing capacity by electoral ward, ward maps and site schedules	27

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Introduction

- 1.1 The Strategic Housing Land Availability Assessment (SHLAA) is a technical exercise to assess the potential of sites to contribute towards the supply of land for housing. It provides the starting point for further site analysis through the Local Plan process.
- 1.2 The SHLAA does not change the planning status of a site. It carries no weight in the determination of planning applications which will continue to be considered against prevailing national and local policies.
- 1.3 The National Planning Policy Framework (NPPF) introduced in March 2012 retained the requirement for Local Planning Authorities to undertake a SHLAA and the current review is consistent with NPPF requirements. In August 2013 DCLG issued draft National Planning Practice Guidance (NPPG), revised March 2014, which sets out a methodology for 'Assessing Land Availability', including the SHLAA. The SHLAA methodology in Kirklees will continue to evolve in subsequent reviews in line with relevant guidance.
- 1.4 The National Planning Practice Guidance (NPPG¹) states that "it is the role of the assessment to provide information on the range of sites which are available to meet need, but it is for the development plan itself to determine which of those sites are the most suitable to meet those needs." As such, the SHLAA provides information on the range of sites but the Kirklees Local Plan will use a site allocations methodology to determine which land is to be allocated for housing and other uses.

Sources of SHLAA sites

- 1.5 Information on sites, and therefore capacity, is derived from a number of sources and these are listed in Table 1.1 along with the number of sites assessed from each source. The council's 'Call for Sites' process remains open and the Call for Sites form is available at www.kirklees.gov.uk/shlaa. New sites received will be added to the SHLAA through the annual review.

¹ <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/about-the-assessment/#paragraph:003>

Table 1.1 Kirklees SHLAA site sources

	Number of sites
Detailed planning permission (including Class J permitted development) ²	620
Outline planning permission	143
Expired planning permission ³	288
Remaining housing allocations from the Kirklees Unitary Development Plan	66
Provisional Open Land (POL) designated in the Kirklees UDP for consideration through a review of the development plan	100
Additional sites proposed through the Call for Sites process and sites suggested by respondents to LDF/ Local Plan consultations	407
Council Owned Land	67
Total	1,595

The SHLAA Working Group

- 1.6 Both the development of the SHLAA methodology and the assessment of sites within its parameters have been undertaken with the involvement of a working group consisting of representatives from the development industry. Adjoining local authorities were also invited to provide comments on the SHLAA methodology. National guidance stresses the importance of working with external partners in order to ensure robustness and transparency.
- 1.7 The terms of reference of the working group were agreed prior to the commencement of the previous SHLAA review in 2013. These included an overview of the approach and scrutiny of the work undertaken. For the 2013 review, discussions concerning the methodology to be followed led to agreement on the use of a standard density, methods for arriving at consistent suitability, availability and achievability assessments, the use of standard build rates and the determination of site phasing. For the current review the methodology has remained the same and the working group were given the opportunity to provide further comments if they so wished.
- 1.8 After initial assessment of each site by Council officers, the working group provided additional knowledge and expertise to aid the assessment of the deliverability and developability of sites. As Table 1.2 shows, some of the working group were only involved in the methodology setting process. For the 2014 review of SHLAA, adjoining local authorities were invited to be part of the working group to make comments on the methodology. More information on the methodology is set out in Chapter 2.

² Class J of the Town and Country Planning (General Permitted Development) (Amendment) Order 2013 valid until 31st May 2016 outlines that the change of use from some offices to housing is permitted for the period of the Order.

³ Includes only those sites where permission expired less than 5 years ago.

Table 1.2 Membership of the working group for the 2014 SHLAA Review

Name	Organisation
The following people were involved in the 2013 methodology discussions and invited to comment on the methodology in 2014. They were also given the opportunity to comment on sites through the SHLAA site assessment process.	
Paul Butler	PB Planning Ltd (representing Barratt and David Wilson Homes)
Paul Leeming	Carter Jonas
Mark Johnson	Johnson Brook
Jonathan Dunbavin	ID Planning
Martin Walsh	Martin Walsh Associates
Howard Mee	Miller Homes
Chris Hull	Persimmon Homes
Lindsay Ramsden	Redrow Homes
Robert Halstead	Robert Halstead
Andrew Rose	Spawforths
David Storrie	David Storrie Associates
Andrew Roberts	Taylor Wimpey
Nolan Tucker	White Young Green
The following people were involved in the 2013 methodology discussions and invited to comment on the methodology in 2014:	
Matthew Good	Home Builders' Federation
John Robinson	Farrar Bamforth
Local authorities invited to make comment on the SHLAA methodology	
Leeds City Council	
Wakefield City Council	
Calderdale Council	
Bradford Council	
Barnsley Council	
Oldham Council	
Peak District National Park	
High Peak Borough Council	

1.9 Each member of the working group who undertook site assessments was assigned a geographic area based on electoral ward boundaries and any previously declared conflicts of interest. The council provided each member of the working group with the following information for their assigned areas;

1. A ward plan showing all sites;
2. A schedule of officer assessments for sites without planning permission;
3. A schedule of sites with planning permission for 15 or more dwellings where development has yet to start, including the planning application reference number, address and site details (e.g. estimated phasing).

- 1.10 The analysis of potential housing capacity that follows in the remainder of this document is the outcome of this assessment and scrutiny process, where responses were received. While the working group provide invaluable input, the final decision on the sites and assessments published in this report remains with the council.
- 1.11 It should be noted that the SHLAA is a technical document which acts as the starting point for the assessment of sites within the Local Plan process. A site allocations methodology needs to be applied to all sites, including a more detailed technical assessment, to determine which sites are to be allocated for housing through the Local Plan. There will be the opportunity for the wider community to provide comments on the draft site allocations through the Local Plan process.

2 Site Analysis

- 2.1 Government guidance states that Local Planning Authorities should assess as much potential development land as possible from a wide range of sources and that the amount of land assessed should not be constrained by the level of need. This ensures that the most suitable and sustainable land can be allocated for development through the Local Plan process. The SHLAA contains sites that have been submitted to the Council for consideration, some of which are located on land where development is restricted by policies contained in the current development plan (Unitary Development Plan), including the green belt and Urban Greenspace (UDP saved policy D5). Where such policy constraints exist they are clearly indicated in the information on sites that follows, however, the SHLAA site assessment does not take account of such restrictions.

Methodology

- 2.2 The Kirklees SHLAA has only assessed sites within the Kirklees district boundary. The different stages of SHLAA and Development Plan production of neighbouring authorities makes it impractical to prepare SHLAA jointly, but each SHLAA can be used to assess the availability of land to meet any cross boundary needs or overlapping housing market areas if identified through the plan making process.
- 2.3 The NPPG states that the SHLAA should consider sites capable of delivering five or more dwellings⁴, but that where appropriate plan makers may wish to consider alternative site size thresholds. The ward plans in Appendix 5 reflect the NPPG threshold of five or more dwellings, however sites of all sizes in Kirklees that have a current planning permission have also been included in the SHLAA analysis and are shown in the capacity information and ward site lists. Expired permissions from the last five years are also shown to provide contextual information. This ensures a thoroughly comprehensive record of potential housing capacity at 1st April 2014. For those sites that do not currently have planning permission the threshold for assessment has been set at 0.2ha.
- 2.4 For sites with planning permission, the working group were provided with a schedule of sites of 15 dwellings or more where development has yet to start. In accordance with NPPF, sites with planning permission are deemed to be deliverable (i.e. likely to be delivered within 0-5 years) unless specific information indicates otherwise. The working group were invited to provide their view on the likelihood of these sites delivering housing within the stated timescales.
- 2.5 Sites without planning permission over 0.2ha in size were assessed for their suitability, availability and achievability in line with national planning guidance. Each of these assessments were

⁴ <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/methodologystage-1-identification-of-sites-and-broad-locations-determine-assessment-area-and-site-size/#paragraph:010>

represented by a 'traffic light' coding system; green indicating no or few constraints, amber representing a moderate level of constraint and red representing a high level of constraint. It is the combination of the three assessments which determines the likely time frame (phasing) in which the site could come forward for development. It must be noted that this assessment has been undertaken on a policy neutral basis therefore policy restrictions may exist which prevent sites coming forward within specific timescales unless changes occur through the development plan process. Sites have been assessed as follows:

Deliverable: sites with no or few constraints, or where any constraints can be overcome in the relevant timeframe and which could contribute to the supply of housing in the short term (0- 5 years). The time needed to achieve planning permission and assemble sites for development (the 'lead-in time'), and build rates achievable per year were also taken into account (see Table 2.1 and Table 2.2).

Developable: sites with a higher level of constraint that would be expected to deliver housing in the medium term (6 - 10 years), long term (11 - 15 years), or later (16+ years). Build rates achievable per year were also taken into account.

- 2.6 The following sections outline the SHLAA site assessment process in more detail. Appendix 1 lists the information collected in relation to sites and how it has been used, as well as a full list of the physical and environmental constraints considered as part of the suitability assessment of each site.

Assessing suitability

- 2.7 Each site was scrutinised to identify the level of any physical, environmental or access constraints using a desk based approach reinforced by site visits. The area of the site assumed to be developable is referred to as the 'net developable area', which is derived through the assessment of suitability and excludes any areas of a site where constraints would preclude development, such as areas subject to flooding or the presence of protected trees. This removes any potential housing capacity within constrained areas of otherwise developable sites. Sites were assessed through the consideration of the following factors:
- Physical constraints: this includes consideration of topography, existing buildings, bad neighbours, protected buildings or areas, ancient monuments, high voltage underground cables or overhead lines, high pressure gas pipelines and strategic sewers.
 - Environmental constraints: this includes contaminated land, fluvial and surface water flood risk, protected species, ancient woodlands, landfill gas and proximity to hazardous installations.
 - Access constraints: whether the site can be accessed from the highway, including whether access would require third party land. The ability of the surrounding highway network to accommodate the traffic generated by the development was not considered through this assessment. This is because the wider highway network and its ability to accommodate cumulative levels of development is a strategic consideration for the Local Plan process.

- 2.8 The 'traffic light' code was then applied to the suitability assessment for each site. A site with few or no physical or environmental constraints with adequate access would be assessed as 'green'. Sites with a moderate level of constraint would be assessed as 'amber' and those with a higher level of constraint would be assessed as 'red'.
- 2.9 If it is considered unlikely that remedial work could realistically overcome severe constraints, or that overcoming any constraints would be undesirable, the site would be assessed as "unsuitable" for housing for the purposes of SHLAA.
- 2.10 The development plan process will be used to assess additional limitations on locations for development, such as the Peak District National Park, the South Pennines Moors Special Protection Area/Special Area for Conservation and other areas where development might detrimentally impact on protected habitats and species.
- 2.11 Appendix 2 sets out ways in which site based constraints to development may be overcome.

Assessing availability

- 2.12 Ownership is recorded as either 'Council owned' (all, majority or minority), 'privately owned' or 'unknown'. Sites owned, or majority owned by the Council were assessed for their availability based on whether the council have resolved to release the site for development. Many privately owned sites have been submitted to the Council through the Call for Sites process where the owner has indicated a likely timeframe for development. Sites where the whole of the site is under the control of an owner who supports development are recorded as 'green' for availability, meaning that there is no perceived ownership constraint. The Council has endeavoured to contact the owners of all SHLAA sites to ascertain the latest availability information. A site that would require the owner or developer to gain control of third party land to achieve adequate access to the highway, including for sight lines, cannot be assessed as 'green' for availability.
- 2.13 Sites that have been recorded as having ownership constraints are largely those in multiple ownerships or where the owner's intentions are unknown. These sites would be assessed as either 'amber' or 'red' for availability depending on the perceived severity of the constraint. Sites where third party land is required to achieve satisfactory access are considered to have a moderate to severe level of ownership constraint, depending on individual circumstances.
- 2.14 In cases where the ownership constraint is such that it is unlikely that the site will become available for housing, the site has been assessed as 'unavailable'.

Assessing achievability

- 2.15 Achievability relates to the economic viability of a site. The assessment is based on the relationship between the broad market area in which the site is located, local market conditions relating to the immediate setting of the site, such as the presence of bad neighbour uses and the costs associated with development. Factors considered included:

Broad market area: this was assessed at ward level and involved analysis of the strength of the housing market based on financial viability considerations⁵.

Local market condition: this included an analysis of the actual sale price of different house types in close proximity to the site compared to average prices across the relevant ward.

The broad market areas and the average sales prices used to undertake the assessment can be viewed in Appendix 3.

Site preparation costs: this includes factors such as whether the developer will need to purchase third party land for access, whether there are site clearance costs, any requirement for engineering works due to topography, previous landfill or quarrying, contaminated land remediation costs, flood risk mitigation and other potential factors affecting the cost of developing the site.

- 2.16 A matrix was used as a starting point to determine whether the site should be assessed as 'red', 'amber' or 'green' (see Appendix 4). There may also be other relevant factors which could impact on the assessment such as issues with configuration, excessive costs or bad neighbours. In some cases these factors have been considered significant enough to warrant a departure from the standard matrix assessment. Typically, a site in an attractive location for housing within a strong market area where development costs would be relatively low could be assessed as 'green'. Sites that would be more expensive to develop could be assessed as either 'amber' or 'red' depending on the relationship between relative costs and the market strength of the location.
- 2.17 In cases where it has been judged that the difficulties of achieving development could not be outweighed by any reasonable return, the site has been assessed as 'unachievable'.

Calculating the potential housing capacity on each site

- 2.18 For sites with planning permission, the capacity assigned through SHLAA reflects the permission minus the number of homes built on the site to date as at 1st April 2014. For sites without planning permission, the potential number of dwellings which could be provided on each site was calculated by multiplying the net developable area by the density at which the site would be expected to be developed.
- 2.19 The density at which homes are expected to be built has been assumed to be 30 dwellings per hectare, unless specific circumstances indicate otherwise. Monitoring has indicated that, on average, development in Kirklees over the past five years has achieved at least 30 dwellings per hectare. The Local Plan may contain a policy which sets density levels but a density of 30 dwellings has been used in SHLAA as a baseline indication of potential capacity.

⁵ Kirklees Financial Viability Assessment (October 2012)

Phasing

- 2.20 The suitable, available and achievable assessments were combined using a further matrix to assess whether a site would be deliverable within 5 years or developable over the medium or longer term (see table 2.3). The phasing matrix is a guide; it provides an indication of the relevant phase for each site, but there are sometimes circumstances applicable to individual sites that are deemed sufficient to require the standard matrix to be overridden. One such eventuality is when the capacity of large sites has to be split between more than one phase and this is dictated by build rates and lead-in times. The build rate is influenced by the number of individual developers likely to be involved on site.

Build rates and lead-in times

- 2.21 As agreed with the working group in 2013, the build rates on each site have been applied as follows:

Table 2.1 Build rates		
Overall dwelling capacity	Likely number of developers	Build rate
Smaller sites: less than 200	1	30 dwellings per year
Larger sites: 200 or more	2	50 dwellings per year

- 2.22 The SHLAA also assumes a lead-in time on sites which removes capacity from earlier years to allow time for planning permission to be secured and for site assembly. Where sites already have planning permission, the lead-in time depends on whether the site has an outline or full planning permission. For sites without planning permission, the lead-in time has been assumed to be approximately 1.5 years. For example, a site with a capacity of less than 200 dwellings assessed as deliverable in phase one (0-5 years) could only achieve a maximum of 105 dwellings in that time ('3.5 years after the lead-in time' x '30 dwellings per year'). There is no lead-in time for sites assessed as developable beyond phase 1. The capacity assigned to each phase for a site is therefore dependant on the site size, lead-in time and build rate.

Table 2.2 Maximum capacity achievable per phase		
	Phase	Achievable capacity <i>in that phase</i>
Smaller sites: Less than 200 dwellings with a build rate of 30 dwellings per year	1 (0-5 years)	105
	2 (6-10 years)	150
	3 (11-15 years)	150
	4 (16+ years)	Any remaining capacity and any site assessed as 'red' 'red' 'red' on the phasing matrix
Larger sites: 200 or more dwellings with a build rate of 50 dwellings per year	1 (0-5 years)	175
	2 (6-10 years)	250
	3 (11-15 years)	250
	4 (16+ years)	Any remaining capacity and any site assessed as 'red' 'red' 'red' on the phasing matrix (table 2.3)

2.23 Table 2.3 below sets out the matrix that has been used as a starting point to determine in which phase the site is likely to deliver residential development, based on a combination of the suitable, available and achievable assessments.

Table 2.3 The Phasing matrix			
Deliverable sites			
Phase 1	Suitable	Available	Achievable
0 – 5 years	Green	Green	Green
	Amber	Green	Green
	Green	Green	Amber
	Amber	Green	Amber

Developable sites (phases 2 and 3)			
Phase 2	Suitable	Available	Achievable
6 – 10 years	Green	Amber	Green
	Amber	Amber	Green
	Green	Red	Green
	Amber	Red	Green
	Green	Amber	Amber
	Amber	Amber	Amber
	Green	Red	Amber
	Amber	Red	Amber

Phase 3	Suitable	Available	Achievable
11 – 15 years	Red	Green	Green
	Red	Amber	Green
	Red	Red	Green
	Red	Green	Amber
	Red	Amber	Amber
	Red	Red	Amber
	Green	Green	Red
	Green	Amber	Red
	Amber	Green	Red
	Amber	Amber	Red
	Red	Green	Red
	Red	Amber	Red
	Green	Red	Red
	Amber	Red	Red

Capacity expected to be delivered beyond 16 years			
Phase 4	Suitable	Available	Achievable
16 + years Plus any remaining capacity from all the categories that cannot be accommodated earlier	Red	Red	Red

- 2.24 In summary, sites deliverable in the short term (0 - 5 years) are generally characterised as having a willing landowner, physical or environmental constraints which could be overcome in the short term and which are of a size and in a location that makes development a realistic prospect (assuming policy neutrality at this stage).
- 2.25 In accordance with NPPF (footnote 11) “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”. Despite this, NPPG⁶, states that because people do not need to have an interest in the land to make a planning application the existence of a planning permission does not necessarily mean that the site is available. Some sites with planning permission may therefore have capacity assigned to later phases. This could apply to;
- sites subject to multiple renewals;
 - sites where monitoring has indicated slower progress than anticipated ;
 - sites where permission has expired; and
 - sites where the build rates and required lead in time mean that all the capacity could not be delivered in phase 1.

Only those sites assessed as ‘green’ for availability can have capacity assigned to phase 1 (0-5 years).

- 2.26 Sites developable in the medium or longer term tend to be those with more constraints, such as difficult access, sites which would be potentially more expensive to develop, for example through a requirement for remediation of contamination or configuration issues, and sites constrained by current operational requirements or ownership.
- 2.27 Due to the policy neutral approach to the Kirklees SHLAA, sites currently constrained by policy, such as sites in the green belt, have been assessed in the same way as other sites. Sites subject to such current policy constraints are clearly identified in the capacity tables. In these cases, although the phasing may for example show that a site is deliverable in 0-5 years, delivery of capacity could be dependent on a change in allocation or designation through the Local Plan process, for example by removing the site from the green belt. The Local Plan will determine which sites are to be allocated for housing. An analysis of the amount of capacity on different Unitary Development Plan (UDP) designations is set out in Chapter 3.

⁶ <http://planningguidance.planningportal.gov.uk/blog/guidance/housing-and-economic-land-availability-assessment/methodology-stage-2-sitebroad-location-assessment/#paragraph020>

Unsuitable, unavailable or unachievable sites

- 2.28 For the purposes of SHLAA some sites have been assessed as being so significantly constrained, in terms of whether they are suitable, available or achievable, that it is unlikely that realistic measures could be put in place to overcome the constraint, or where such measures would be undesirable, for example sites wholly or mainly covered by protected trees. Working group members were provided with the details of these sites, including the reason for the assessment.
- 2.29 The reasons for a site being assessed as unsuitable, unavailable or unachievable for residential development could include;
- Sites where there is no prospect of access off a highway
 - Sites with such steep topography, or so poorly configured, that development is unviable, even in a strong market;
 - Sites subject to 999 year leases;
 - Sites wholly located within the 'inner zones' of hazardous installations, where a recommendation to refuse any planning application for residential development would be received from the Health and Safety Executive;
 - Proximity and type of bad neighbours;
 - Sites within flood zone 3b;
 - A reasonable scheme could not be achieved without significant impact on protected trees.
- 2.30 The SHLAA database contains 27 sites assessed as unsuitable, unavailable or unachievable and these are shown within the ward site lists in Appendix 5.

Housing capacity in Kirklees

- 3.1 This section shows the amount of potential housing capacity identified in the Kirklees SHLAA, assessed using the methodology outlined in Chapter 2 of this report.

Analysis of capacity

- 3.2 Table 3.1 shows the SHLAA capacity identified within Kirklees at 1st April 2014. 3,758 dwellings currently have detailed planning permission but are yet to be built as well as 30 dwellings through permitted development, with a further 2,562 dwellings at outline stage. There is capacity for 2,761 dwellings on the remaining UDP housing allocations and 7,891 dwellings on Provisional Open Land (POL). The high housing capacity shown on land designated as green belt is indicative of the number of green belt sites submitted to the council for consideration for housing. For the purposes of the SHLAA each site has been assigned to just one primary designation. The figures quoted in this table relate to all SHLAA sites including those constrained by current operational uses, flood risk, wider highway capacity constraints, green belt, other open land designations and other policy constraints. The Local Plan process will include a detailed assessment of sites using a site allocations methodology to determine which sites will be allocated for housing.

Table 3.1 Housing capacity by type of permission and UDP designation (at 1st April 2014)

Planning permissions	Number of dwellings
Detailed planning permission	3,758
Outline planning permission	2,562
Class J Permitted Development	30
Total	6,350
Expired permissions	
Expired planning permission (within last 5 years)	1,413
Total	1,413
Other potential capacity	
UDP housing allocations	2,761
Provisional Open Land (POL)	7,891
Unallocated	2,664
Green belt	41,770
Urban Greenspace	4,169
UDP business and industry allocations	964
Total	60,219
Overall total	67,982

- 3.3 The capacity shown in the 2014 SHLAA is lower than the 2013 SHLAA. The reason for the reduction is that the 2013 SHLAA provided background evidence to support the Local Development Framework Core Strategy, the strategic planning document being prepared at that time. If the core strategy had reached adoption, a refined SHLAA would have been required to support the land allocations process. Following the withdrawal of the core strategy, the council is preparing a Local Plan which will contain land allocations. As a result the SHLAA has been refined to place more emphasis on the deliverability of site options. This has removed a large amount of capacity from previously identified areas where the intentions of the landowner were unknown such as areas of search from previous green belt assessments which have now been superseded.

Brownfield and greenfield capacity and site phasing

- 3.4 Each site has been categorised as either greenfield or brownfield (previously developed) using the glossary definition set out in Annex 2 of NPPF. Where there are elements of both greenfield and brownfield land on one site the capacity has been shared between the different landtype elements. Monitoring indicates that between 2007 and 2014 83%⁷ of new dwellings in Kirklees have been built on land defined as brownfield. However, brownfield sites are a limited resource and while every effort has been made to identify potential brownfield capacity, most of the remaining allocated sites are greenfield, as is much of the land submitted by landowners or site promoters for the council to assess. Whether a site is brownfield or greenfield does not determine its phasing.
- 3.5 The amount of greenfield and brownfield capacity assigned to each phase is shown in table 3.2. This table is also reproduced in Appendix 5 for each of the 23 electoral wards in Kirklees. Those figures show that in some wards there is little remaining capacity on sites identified in the Unitary Development Plan. The purpose of the SHLAA is to provide a general assessment of potential housing sites. The Local Plan will consist of detailed site assessments using the local plan site allocations methodology to determine which sites will be allocated for development or protected from development.
- 3.6 It should be noted that not all of the sites shown in the 0-5 year category will be included in the council's calculation of the deliverable five year housing land supply because some are subject to current policy constraints. A phasing of 0 - 5 years indicates that there are few physical or ownership barriers to the development of that site, but there may be policy constraints or other factors not considered within the SHLAA site assessment that prevent sites from coming forward during that period.

⁷ Kirklees Annual Monitoring Reports 2007/08 to 2013/14

Table 3.2 Categorisation of the total housing capacity by land type and phasing

Brownfield*					
	0 - 5 years	6 - 10 years	11 - 15 years	16+ years	Total
Detailed planning permission (including Class J permitted development)	2,358	242	28	125	2,753
Outline planning permission	766	962	97	0	1,825
Expired planning permission	9	895	191	0	1,095
UDP housing allocations	0	0	4	0	4
Provisional Open Land (POL)	11	15	78	53	157
Unallocated	571	456	482	642	2,151
Green belt	139	119	383	21	662
UDP Urban Greenspace	45	158	0	0	203
UDP business and industry allocations	0	15	0	0	15
Total	3,899	2,862	1,263	841	8,865
Greenfield*					
	0 - 5 years	6 - 10 years	11 - 15 years	16+ years	Total
Detailed planning permission	795	65	0	175	1,035
Outline planning permission	719	18	0	0	737
Expired planning permission	2	304	12	0	318
UDP housing allocations	415	1,421	824	97	2,757
Provisional Open Land (POL)	1,852	2,651	1,601	1,630	7,734
Unallocated	114	218	181	0	513
Green belt	10,385	11,465	9,493	9,765	41,108
UDP Urban Greenspace	1,043	1,438	1,378	107	3,966
UDP business and industry allocations	535	375	39		949
Total	15,860	17,955	13,528	11,774	59,117
Overall total					
	0 - 5 years	6 - 10 years	11 - 15 years	16+ years	Total
Overall total	19,759	20,817	14,791	12,615	67,982

*The definition of brownfield (previously developed) land was changed in 2011 to exclude gardens. Where development started, the landtype shown was fixed at the moment the site commenced and has not been changed retrospectively.

Conclusion and monitoring

Conclusion

- 4.1 The Kirklees SHLAA contains sites with the potential capacity to accommodate 67,982 homes. Much of this capacity is subject to existing policy constraints preventing the development of sites at this stage.
- 4.2 The purpose of the SHLAA is to assess land for its capability to contribute housing to the supply. It is therefore a key part of the evidence base used to inform the preparation of a development plan by determining potential supply from a variety of sources. The SHLAA does not allocate sites for housing. It is a matter for the Local Plan to determine which sites to allocate in order to provide sufficient capacity to meet the housing requirement over the plan period. Sites not present in SHLAA could still be granted planning permission or allocated for housing through the Local Plan process.

Monitoring and review

- 4.3 The SHLAA will be reviewed on an annual basis. Monitoring of new permissions and appeal decisions is constant and an annual update ensures new capacity is included and completed dwellings are removed.
- 4.4 As a result, on an annual basis, an update to the SHLAA document will be produced which sets out changes due to planning permissions being granted, dwellings being built and new sites being sent to the council for consideration. This will ensure that land supply calculations are based on the most up to date information available. Updates in relation to SHLAA will be made available to view on the council's website at www.kirklees.gov.uk/shlaa
- 4.5 Local planning authorities are required to publish an Annual Monitoring Report (AMR) to detail the performance of the Council against housing provision policy and particularly to specify whether a five year supply of deliverable housing land can be demonstrated. The SHLAA remains as a key evidence base for the information required by the Kirklees AMR which is published on the council's website annually and can be viewed at; www.kirklees.gov.uk/localplan

Appendix 1

SHLAA assessment criteria

The following tables show the detailed information used in the site assessments. Whether sites have planning permission or not determines the information required for the assessments.

Sites with current or expired planning permission

Database field	Description	How the information is used
Site reference number	Site number	Unique identifier
UDP No.	UDP housing allocation reference number from saved UDP policy H6	Monitoring of uptake of housing allocations
Huddersfield Town Centre	Area contained with the Kirklees UDP Town Centre inset plan	Allows monitoring of permissions granted for housing within Huddersfield town centre
Grid reference	6 figure easting and northing	Indicates the 'centroid', or central point of the site. Used to identify the location on an OS base
Address	Site address given in the BS666 address convention	Location description
Ward	Site location based on 23 electoral wards	Spatial analysis of sites and capacity
Application number	Individual planning application number	Unique identifier and link to details on the Council's web site
Permission and expiry date	Date on which permission was granted and date on which the application will expire if the development is not started. For applications subject to S106 agreements it is the effective date of permission following the signing of the agreement.	To determine time left for commencement of development or time lapsed since last renewal.
Site status	Detailed permission including reserved matters, outline permission, expired permission and extant permission (deemed commenced)	Monitoring of application types
Allocation	Allocation or designation in the Kirklees UDP	Monitoring of permissions on different land designations. Policy monitoring
Current use	15 different land use types, including housing, industry, and agriculture	Provides evidence for categorisation of land as either greenfield or brownfield land and allows analysis of the different types of land where permissions are being granted

Landtype	Greenfield or brownfield	Monitoring of capacity on greenfield or brownfield land
Site area	Site area (hectares). Usually equates to the red line boundary of the application.	
Developable area	Developable area (hectares). Excludes land that may unnecessarily influence an assessment of development density, such as a long driveway, or wider farm land included in the red line boundary of a barn conversion, for example. Public open space and estate roads are included within the net area.	Monitoring of density and site size
Windfall	Selected if the site is deemed to constitute a windfall.	Monitoring of windfalls
Development potential / phasing	High (0-5 years) = phase 1, Medium (6-10 years) = phase 2 Low (11-15 years) = phase 3. Development not expected to come forward within 15 years = phase 4	Monitoring of phasing.
General purpose, institutional and student housing	General housing, including agricultural worker's dwellings and other tied dwellings, institutional housing, student housing and nursing homes	Monitoring of the capacity for each type of housing. AMR and the 5 year supply
Total dwellings	The number of dwellings granted on site	Monitoring of housing numbers. AMR and the 5 year supply
If conversion, number of houses or flats before conversion	Notes the number of existing dwelling units on schemes for the conversion of existing housing to residential units	To prevent double counting when additional or reduced numbers of units are being provided
Demolition and number of houses demolished	Denotes whether existing housing is being demolished as part of the development and if so how many units are being lost	Monitoring of units lost through demolition on sites where new housing is being proposed.
Number of new homes split by newbuild/conversion and flats/houses including the number started and completed	Segregates the units depending on whether they are new build or being provided through the conversion of existing buildings. Numbers started and completed	Monitoring of the number and types of new residential units. Completions monitoring. AMR and the 5 year supply
Owner	Private or Council owned	Monitoring of the take up of land in different ownerships

Sites without planning permission

Database field	Description	How the information is used
Address		
Site reference number	Site number	Unique identifier
Grid reference	6 figure easting and northing	Indicates the 'centroid', or central point of the site. Used to identify the location on an OS base
Address	Site address. Uses the format based on BS666 for address conventions. Some standard identifiers are given as the primary addressable object, such as 'POL' for Provisional Open Land sites	Location description
Ward	Site location based on 23 electoral wards	Spatial analysis of sites and capacity
Site details		
Dwellings	Total dwellings that can be provided on site	Capacity analysis
Gross area	Gross area (hectares)	The area as defined by the site boundary. The gross area may contain land where constraints would preclude housing development.
Net area	Net area (hectares) – takes account of factors such as areas of flood risk or protected trees which may reduce the potential capacity for new homes on sites.	Shows the amount of land that has potential for development. Can be equal to, or less than, the gross area.
Density	Potential number of dwellings per hectare	Capacity and density analysis
Source and primary source	Provisional Open Land, UDP housing allocations, sites for consideration (private individuals, development industry or public bodies), sites for consideration (Council owned).	Shows the sources from which the site originated.
Type of use	Current use and historic use if relevant	Provides evidence for determining whether the site constitutes greenfield or brownfield land and allows analysis of the different types of land being considered
UDP allocations	Allocations and designations in the Kirklees UDP	Provides policy context.
Planning applications	Planning application number, description and decision. If refused, lists reason for refusal.	Can indicate an intention or willingness to develop the site

Assessing suitability		
Environmental constraints	Contaminated land, air quality constraints, fluvial and surface water flood risk, protected species (flora and fauna), green corridors or other open space designations, protected habitats, ancient woodlands, landfill gas and proximity to hazardous installations.	Used to identify any environmental constraints that would result in a reduction in the developable area, prevent development or increase development costs
Physical constraints	Topography, existing buildings, bad neighbours, protected buildings or areas, ancient monuments, high voltage underground cables or overhead lines, high pressure gas pipelines, strategic sewers.	Used to identify any physical constraints that would result in a reduction in the developable area, prevent development or increase development costs
Contaminated land	Shows the level of contamination as 1, 2 or 3 with level 1 being the most severe	Identifies land constrained by contamination
Fluvial flood risk	Identified by flood risk zones 1, 2, 3a and 3b with 3b being the most severe	Identifies land constrained by fluvial flood risk
Surface water flood risk	Identified by high or low risk of surface water flooding	Identifies land constrained by surface water flood risk
Air quality constraints	Selected if the site has a potential capacity of 50 or more dwellings, if the site is located adjacent to an Air Quality Management Area or if the site is located where air quality is known to be poor and problems may be exacerbated by the introduction of new dwellings (area of concern)	Allows analysis of the impacts of new development on areas with known air quality issues or where potential issues may arise
Site access achievable	Details whether satisfactory access to the highway network is achievable	Used to identify where access constraints may prevent development or increase development costs
Network capacity problems	Details areas where the network may be unsuitable to accommodate additional traffic	Identifies areas where strategic resources may be required
Overall assessment	A site may be assessed as either 'green', 'amber', 'red' or 'unsuitable' depending on the constraints identified	Used to indicate the relative level of constraint and to inform the phasing of the site
Assessing availability		
Ownership details	Indicates whether the land is owned privately or by the Council or where ownership is unknown	Indicates potential level of development interest

Overall assessment	A site may be assessed as either 'green', 'amber' or 'red' depending on any ownership constraint	Used to indicate the relative level of constraint and to inform the phasing of the site
Assessing achievability		
Broad market strength	Ward based indicator given as 'high', 'medium' or 'low' based on Financial Viability Assessment ⁸	Used to inform the overall assessment of achievability
Local market condition	Site specific indicator given as 'strong', 'average' or 'weak' based on average prices for transactions by house type since 2009	Used to inform the overall assessment of achievability
Site preparation costs	Site specific indicator given as 'high', 'medium' or 'low' based on an estimation of the likely costs involved in developing the site	Used to inform the overall assessment of achievability
Developer interest	Given as either 'high' or 'low'. Information can be provided by the owner or assumed from the planning application history	Used to inform the overall assessment of achievability
Build rates	The number of units that could be built on site each year.	Used to assign capacity to timescales for development
Links to wider investments	Gives details of regeneration initiatives or other planned works which could act as a catalyst for development	Used to understand the wider context for the site and whether there are factors that may influence the likelihood of sites being made available for development
Planning standards and obligations	Affordable housing, travel plans/funding, education contributions, open space requirements, flood risk assessment, sequential or exception tests, contaminated land survey, noise report, air quality impact assessment, biodiversity or habitat impact assessment	Provides information on current obligations based on policies contained in the UDP, Supplementary Planning Documents or other planning guidance
Overall assessment	A site may be assessed as either 'green', 'amber' or 'red' depending on the likelihood of viability in the context of the indicators above.	Applies a matrix (appendix 4) to the combination of broad market strength, local market conditions and site preparation costs to assign an overall assessment. The overall assessment may be influenced by any known developer interest or links to wider investment programmes. Used to inform the phasing of the site

⁸ GVA Kirklees Financial Viability Assessment October 2012

Phasing and conclusions		
Phasing	Assigns capacity to either 0 - 5 years, 6 - 10 years, 11 - 15 years or 16+ years	Applies a matrix (table 2.3) to the combination of suitable, available and achievable assessments to assign capacity to phasing
Land type	Brownfield or greenfield based on the definitions contained in NPPF	Site and capacity analysis of housing supply from brownfield and greenfield sites
Estimated dwellings	Total number of dwellings for each phase	Uses net area, density, lead-in times and build rates to calculate the number of dwellings per phase
Conclusions	Summarises the overall assessments of suitability, availability and achievability or states why a site may be considered unsuitable for residential development	General information which is published for each site in the SHLAA report site lists set out by ward (appendix 5)

Appendix 2

Initial recommendations to overcome site based constraints

Recommended Approach
Physical constraints
<i>Existing buildings/site clearance</i>
Plan for either clearance or re-use. Give advice to users seeking to relocate to alternative sites or buildings, and provide support on technical and commercial matters.
<i>High voltage power lines</i>
Make use of National Grid design guidelines. Apply a buffer zone around the power lines. For larger sites look at the options for re-routing or moving power lines underground.
<i>High pressure gas pipelines</i>
Apply a buffer zone around the pipelines reducing the net area which could potentially be developed for housing. Take advice from Health and Safety Executive as necessary.
<i>Sites previously used for landfill, mining or quarrying</i>
Awareness of constraints in calculating costs and viability of sites' potential for development. Bring together relevant background information. Plan for practical measures associated with developing on land fill and minerals sites such as monitoring of land fill gas emissions, remediation of potentially contaminated land and engineering work to resolve ground condition issues.
<i>Site access</i>
Full appraisal of constraints and solutions. Council's Transport Service to work closely with developers and consultants. Consider the need for compulsory purchase where additional land is required.
Recommended Approach
Environmental constraints
<i>Noise</i>
Undertake noise assessment in accordance with the National Planning Policy Framework and other available guidance. Council's Environment Service to advise on possible mitigation.
<i>Air quality</i>
Prepare air quality assessment in accordance with the National Planning Policy Framework and other available guidance. Council's Environment Service to advise on possible mitigation.
<i>Bad neighbour uses</i>
Analysis of issues and mitigation measures provided in site development layout.
<i>Sites located in hazardous installation zones</i>
Make use of the Health and Safety Executive's Planning Advice for Developments Near Hazardous Installations process (PADHI).
<i>Sites located in land fill gas zones</i>
Assess the risk and scale of the issue. Apply remediation measures.
<i>Tree Preservation Orders or mature trees on site</i>
Make early contact with the Council's tree officer to secure protection of important trees, woodland and hedgerows.
<i>Presence of green corridor or other environmental designations</i>
Undertake assessment of open land and wildlife value. Make early contact with the Council's Biodiversity Officer where wildlife issues are evident.
<i>Potentially contaminated land</i>
Prepare appropriate level study in consultation with Council's Environment Service. Assess the risk and apply remediation measures.
<i>Flood risk</i>
A sequential approach is required by national planning policy to ensure that land at lower flood risk is

considered for development before land at high flood risk. For housing, an exception test is also required for proposals in flood zone 3a. The Calder Valley Strategic Flood Risk Assessment (SFRA) provides further details of flood risk in Kirklees.

Recommended Approach

Availability constraints

Sites in multiple ownership

Bring together information on ownership. Land Registry investigations may be undertaken. Negotiate arrangements between the interested parties. Consider the need for compulsory purchase.

Sites in active / operational use

Monitoring of usage over time and assessment of likelihood of site being available for alternative uses. For sites outside strategic employment areas, where appropriate look to work with commercial and industrial operations to re-locate to alternative sites within the district.

Sites where covenants apply

Assess basis of the covenants. Work with legal teams on the opportunities for covenants to be amended if appropriate.

Recommended Approach

Achievability constraints

Weak market areas

Undertake viability appraisals. Consider appropriate development mix including the provision of non-market housing. Appraise the opportunities for regeneration, infrastructure provision and environmental upgrading to improve market prospects.

High site preparation costs

Assess the best technical solutions to reduce site preparation costs. Undertake viability appraisals to establish relevant development mix. Examine opportunities for financial support / grant availability.

Appendix 3

Housing market information used for the assessment of achievability

Broad market strength and local market conditions per ward					
Ward	Broad market Strength	Average (Mean) house price paid (2009 to mid - 2013) by dwelling type			
		Terrace	Flats	Semi-Detached	Detached
Almondbury	Medium	£100,279	£112,114	£126,140	£230,322
Ashbrow	High	£93,738	£80,312	£111,723	£247,838
Batley East	Medium	£89,579	£53,957	£131,542	£216,638
Batley West	Low	£99,920	£90,501	£119,058	£191,231
Birstall and Birkenshaw	High	£107,033	£94,028	£135,288	£240,507
Cleckheaton	Medium	£110,731	£85,594	£133,320	£228,225
Colne Valley	High	£114,005	£108,579	£158,224	£253,760
Crosland Moor and Netherton	Low	£76,533	£59,158	£122,216	£220,324
Dalton	Low	£89,344	£68,138	£113,462	£204,311
Denby Dale	High	£145,013	£108,051	£155,234	£266,083
Dewsbury East	Low	£90,571	£69,346	£115,444	£170,023
Dewsbury South	Medium	£109,239	£75,381	£115,683	£219,449
Dewsbury West	Low	£86,955	£72,885	£115,615	£201,674
Golcar	Low	£94,602	£95,492	£122,277	£200,845
Greenhead	Medium	£105,471	£99,258	£140,813	£225,624
Heckmondwike	Medium	£101,245	£84,669	£115,401	£180,593
Holme Valley North	High	£129,656	£117,472	£162,112	£266,374
Holme Valley South	High	£150,901	£121,239	£183,698	£305,583
Kirkburton	High	£145,265	£124,470	£177,612	£313,134
Lindley	High	£122,739	£123,040	£148,444	£270,186
Liversedge and Gomersal	Medium	£105,690	£86,603	£125,445	£237,594
Mirfield	High	£125,511	£99,411	£142,344	£245,638
Newsome	Low	£85,778	£88,465	£129,915	£160,290

Actual sales values in close proximity to the site are compared to the values in the table above and the following judgement is made:

- If generally the sales values are above the average for the 4 dwelling types (terraced, flats, semi-detached, detached) then the local market condition is Strong
- If generally the sales values are below the average for the 4 dwelling types then the local market condition is Weak
- If generally sales values are close to the average (either higher or lower) then the local market condition is Average.

Judgement can also be used based on factors such as local knowledge of the market area. The outcome of this local market conditions assessment is used as part of the achievability matrix in appendix 4.

Appendix 4

Matrix for assessing whether sites are achievable

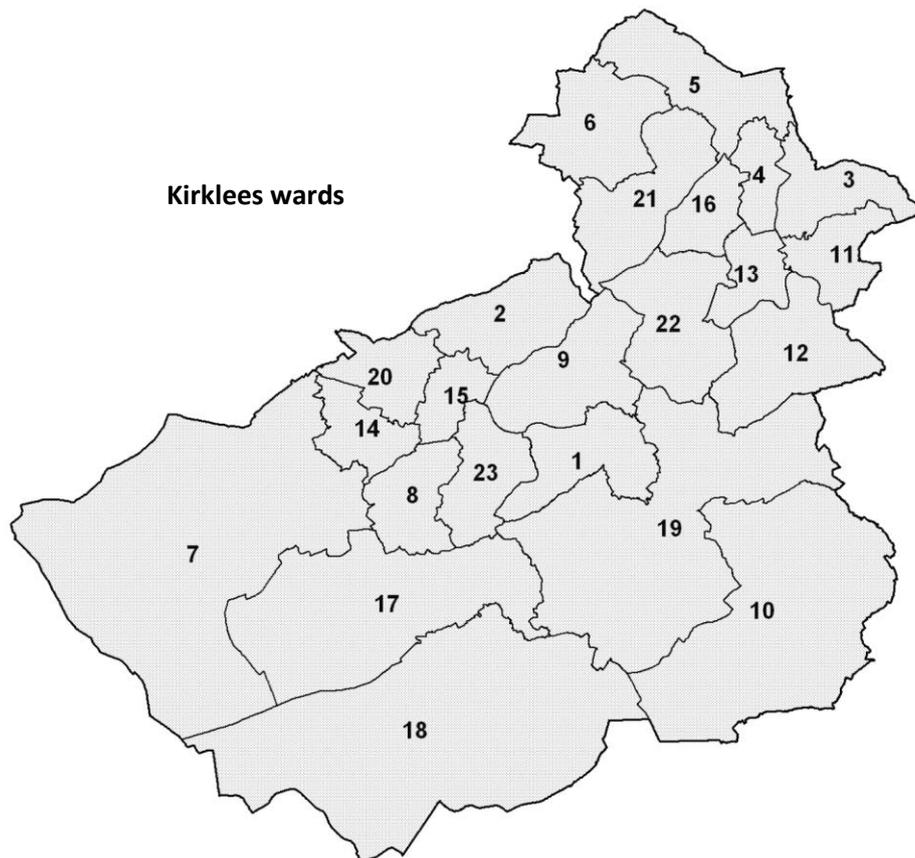
This matrix has been used as the starting point for the assessment of the achievability of sites.

Broad market area	Local market condition	Site preparation costs	Assessment
High	Strong	High	Amber
High	Strong	Medium	Green
High	Strong	Low	Green
High	Average	High	Amber
High	Average	Medium	Green
High	Average	Low	Green
High	Weak	High	Amber
High	Weak	Medium	Amber
High	Weak	Low	Green
Medium	Strong	High	Amber
Medium	Strong	Medium	Amber
Medium	Strong	Low	Green
Medium	Average	High	Red
Medium	Average	Medium	Amber
Medium	Average	Low	Green
Medium	Weak	High	Red
Medium	Weak	Medium	Amber
Medium	Weak	Low	Amber
Low	Strong	High	Red
Low	Strong	Medium	Amber
Low	Strong	Low	Green
Low	Average	High	Red
Low	Average	Medium	Red
Low	Average	Low	Amber
Low	Weak	High	Red
Low	Weak	Medium	Red
Low	Weak	Low	Amber

Appendix 5

Housing capacity by electoral ward, ward maps and site schedules

- | | | | |
|----|-----------------------------|----|-------------------------|
| 1 | Almondbury | 13 | Dewsbury West |
| 2 | Ashbrow | 14 | Golcar |
| 3 | Batley East | 15 | Greenhead |
| 4 | Batley West | 16 | Heckmondwike |
| 5 | Birstall and Birkenshaw | 17 | Holme Valley North |
| 6 | Cleckheaton | 18 | Holme Valley South |
| 7 | Colne Valley | 19 | Kirkburton |
| 8 | Crosland Moor and Netherton | 20 | Lindley |
| 9 | Dalton | 21 | Liversedge and Gomersal |
| 10 | Denby Dale | 22 | Mirfield |
| 11 | Dewsbury East | 23 | Newsome |
| 12 | Dewsbury South | | |



Important Notice - Disclaimer

Please see the "Important Notice – Disclaimer" at the start of the SHLAA document. The information within the SHLAA is based on information that was available at 31st March 2014 and the Council does not take liability for any omissions and/or factual inaccuracies. Applicants are therefore advised to carry out their own analysis of sites to identify any constraints or other information for the purpose of a planning application and not rely solely on the findings of the SHLAA. The database is normally reviewed annually as new sites are submitted or new information is received.