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Urban Capacity Study Methodology Report

For
Greater Exeter Strategic Plan (GESP)



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March 2020 Update
GESP Urban Capacity Study Methodology
For: GESP Local Authorities

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1. Introduction

1.1. Background

- 1.1.1. The Local Authorities of Exeter, East Devon, Mid Devon, Teignbridge and Devon County Council are working together to prepare a strategic plan for the Greater Exeter area (the Greater Exeter Strategic Plan – GESP). This joint Plan will be a statutory planning document, setting out the strategic elements of forward planning for Exeter and the surrounding area. It will cover the period to 2040 in the context of a longer horizon to 2045.
- 1.1.2. National planning policy is very supportive of development on suitable previously developed ‘brownfield’ land and encourages local planning authorities to support the development of windfall sites on suitable sites within existing settlements for homes¹. This approach can have the result of reducing development pressure on greenfield land and encouraging development in locations where local services and public transport are available. Accordingly, the GESP authorities are seeking to undertake an assessment of potential opportunities for growth within the existing main settlements in the GESP area. A number of known urban brownfield sites can be found in the allocations and approvals for each of the GESP Local Planning Authorities (LPAs) and in the Brownfield Registers published by the Councils.
- 1.1.3. Urban Capacity Studies/Assessments (UCS/UCA) have been used for several decades to identify and quantify potential sources of development within the built-up area of cities, towns and villages. The GESP authorities have agreed to undertake a UCS review of their urban areas to identify and quantify potential gains in new development within the current built up urban areas. Prior to undertaking the study there is a need to agree on the methodology. This report sets out the agreed approach to carrying out a UCS for the GESP authorities. Publishing the methodology separately from the UCS report provides a consultation step in which additional ideas can be put forward, which may improve the robustness of the study.

1.2. UCS Methodology Report Brief

- 1.2.1. The scope of the GESP Authorities UCS Methodology report was set out in a Project Specification with the following requirements:

- ◆ Create a bespoke methodology for an Urban Capacity Study for the Greater Exeter area. The methodology will need to be applicable to either a consultant or council officers undertaking the study.
- ◆ Consider the relevance of former and extant guidelines for undertaking Urban Capacity Studies and review the approaches other planning authorities have taken for best practice examples.
- ◆ The methodology should provide an approach to assessing capacity which produces the following;

¹ NPPF Paras 68, 117- 119, 137

- A list of potential new housing sites within existing settlements (including, but not limited to brownfield sites) for possible allocation in local plans, neighbourhood plans and/or brownfield registers.
- Identification of potential development or regeneration opportunity areas which may provide specific density uplift or windfalls.
- ◆ Set out how these outputs will be produced and presented including information sources, assessment approach, estimation methods and an outline report structure.
- ◆ As part of the preparation of the methodology, provide recommendations for:
 - Potential sources of information
 - Resolving any double counting between data supply.
 - Recommended survey or “ground truthing” methodology
 - Likely resources needed
 - The most cost-effective approach to finding urban capacity
 - An appropriate size threshold for potential allocations
 - Approach to stakeholder engagement in the study.

1.2.2. Irrespective of methodology, the principal work of undertaking an urban capacity study involves

- ◆ The collation, review and analysis of data from existing inputs and
- ◆ Targeted surveys of urban areas to update and augment existing data.

The methodology sets out the required steps to make this work effective.

The Methodology Report

1.2.3. This methodology was prepared by a consultancy with specific expertise in data analysis and urban planning and direct knowledge of monitoring planning and delivery in the GESP area. The Draft methodology report was reviewed by a steering group of planning officers of the GESP authorities, and officers of the five authorities have been involved in agreeing its key principles. Amendments have subsequently been made by officers following a series of pilot studies and consideration of feedback from outside bodies such as CPRE.

1.3. Objectives of Urban Capacity Study

1.3.1. The methodology defines *how the UCS will be carried out*. Before that it is important to identify *what the goals and outcomes of the UCS are*. On commencement of the methodology review, officers of the GESP authorities met to discuss the report and to clarify the objectives for undertaking a UCS. The agreed objectives are that the UCS should:

- ◆ Identify and maximise opportunities for development within the current built up area of the City and urban settlements for reasons discussed in para 1.1.2, by assessing known sites and identifying new opportunities.
- ◆ Provide a clear and common statement of possible housing land supply within urban areas. This includes calculating likely yields for specific brownfield and urban sites.

- ◆ Consider issues related to development policies including issues such as density, form, building heights and requirements for car parking, garden space, access, etc.,.
- ◆ Provide evidence to support the Councils' windfall assessments and estimates with specific evidence of potential yield.

Additional Benefits

1.3.2. Each Council understands the primary urban and brownfield opportunities in their area. The Councils' land supply and brownfield registers identify and quantify known opportunities in built up areas. Producing clear UCSs to a common methodology will:

- ◆ ensure any new urban opportunities are identified,
- ◆ provide a focus for engagement with landowners and consultees, and
- ◆ help clarify, quantify and communicate the residual greenfield land allocations required to deliver the housing land supply requirements for an area.

2. UCS Evidence Requirements for GESP and LPAs

2.1. Strategic and Local Plan Making

2.1.1. The Planning authorities of the Exeter sub-region, along with Devon County Council are working together to produce the Greater Exeter Strategic Plan. This statutory DPD will form part of the development planning framework for the four planning areas and will:

- ◆ Set out the strategic approach to meeting the area's housing needs in the right locations,
- ◆ plan for economic growth and development,
- ◆ provide for transport and infrastructure improvements, and
- ◆ help secure area-wide green infrastructure and environmental protection.

2.1.2. This joint strategic plan will help ensure the cross-boundary duty to cooperate is met, that major development proposals are identified, and that an adequate housing and employment land supply across the area is provided.

- 2.1.3. Alongside the GESP, the individual district authorities are at different stages of preparing more detailed Local Plans. These will include additional strategic and non-strategic policies and proposals, including smaller housing allocations. The currently adopted and upcoming Development Plan Documents for the GESP Authorities are set out in Table 2-1, and status of emerging DPDs are listed in Table 2-2.

Table 2-1 Adopted Planning Allocation/Policy DPDs

East Devon Local Plan 2013 - 2031	Adopted Jan 2016
East Devon Villages Plan	Adopted July 2018
Exeter Core Strategy 2012-2026	Adopted Feb 2012
MDDC Allocations and Infrastructure DPD	Adopted Oct 2010
MDDC Devel. management policies DPD	Adopted Oct 2013
Teignbridge Local Plan 2013-2033	Adopted May 2014
Devon Minerals Plan 2011-2033	Adopted Feb 2017
Devon Waste Plan	Adopted Dec 2014

Table 2-2 Emerging Primary DPDs recent progress

East Devon Cranbrook Devel. Plan	Examination Sept 2019 (Sub Aug 2019)
East Devon Gypsy and Traveller Devel. Plan	Publication Draft (Reg 18) Summer 2019
Exeter Devel. Delivery Plan (inc allocations)	Scoping Consultation 2019
MDDC Local Plan Review 2013 - 2033	EiP Hearings underway (Sub Mar 2017)
Teignbridge Local Plan First Review	Issues and Options consultation 2018

2.2. GESP HELAA

- 2.2.1. The Housing and Employment Land Availability Assessment (HELAA) is an important technical document in plan making and monitoring. For more than a decade the GESP authorities, along with Dartmoor National Park Authority, have agreed a common approach to seeking out and assessing land available for development. The GESP joint call for sites in spring 2017 resulted in a large number of responses and results will be published alongside the Draft Plan.
- 2.2.2. The most recently published individual authority S/HELAAAs were:
- ◆ East Devon 2012
 - ◆ Exeter 2015
 - ◆ Mid Devon 2013
 - ◆ Teignbridge 2012 local call for sites/small sites completed 2018
- 2.2.3. The agreed joint S/HELAA methodology focuses on larger sites, with the requirement for submissions to deliver at least 5 dwellings or measure at least 0.15 hectares. Sites suggested for economic development should measure at least 0.25 hectares or be capable of providing at least 500m² of floor space. The GESP HELAA assessment focuses on larger strategic sites. Ongoing individual Planning Authorities' Land Availability Assessments may also focus on smaller sites. This supports the NPPF requirement to identify/allocate enough small sites to provide 10% of the housing requirement.

2.3. UCS for the GESP Area

- 2.3.1. The intention is to produce a single UCS for the four authorities to a common methodology. Individual Authorities will be responsible for assessments in their area, though GESP authority officers will work collaboratively across the full study area. Such joint work presents opportunities for cost savings as some UCS tasks can be done once for all authorities and provides checks for quality and consistency.
- 2.3.2. Having an agreed methodology will provide a clear and common evidence base in relation to overall land supply requirements. Individual UCS reports will identify smaller sites which will contribute to the Local Plan evidence and land supply.

3. UCS Methods

3.1. Background

- 3.1.1. Urban Capacity Studies have been used in town and country planning for decades. *Planning Policy Guidance Note 3: Housing* in 1992, PPG3 revisions, and PPS3 set out requirements for identifying housing land supply, and UCS methods developed in part to fulfil these requirements. With the 2000 update to PPG3, and later PPS3, housing guidance had a very specific brownfield focus. PPG3 required all LPAs to establish a housing supply and to specifically establish how much additional housing can be accommodated within urban areas prior to identifying greenfield development land.
- 3.1.2. Following the publication of PPS3 and SHLAA guidance there was less need for a specific UCS. To an extent UCSs were used as evidence to fulfil tasks which are now carried out through the S/HELAA, Brownfield Land Registers, Housing Land Supply statements and Housing Topic Papers/Examination Statements.

3.1.3. However, this does leave some gaps. Some of the 'typical' UCS housing supply sources which are not *systematically* addressed through the GESP S/HELAA include:

- ◆ COU/CONV/Subdivisions (often e.g., very large dwellings, nursing homes, former hotels, or institutional buildings)
- ◆ Smaller brownfield sites
- ◆ Urban Intensification and Redevelopment
- ◆ Empty properties
- ◆ Homes over shops
- ◆ Density gains; setting out character areas, understanding density achieved on new/regeneration projects; difference in density between windfalls, allocations, etc

3.2. Current Guidance

3.2.1. The NPPF and NPPG provide guidance which is relevant to undertaking a UCS, primarily in relation to housing land supply, but also in relation to windfalls and previously developed land. The process of identifying sites for allocation and setting out a housing land supply can be improved by use of UCS approaches.

3.2.2. The NPPG states that if the HELAA indicates that there are insufficient sites or broad locations to meet objectively assessed need, *plan makers should revisit the assessment, for example by changing the assumptions used to assess development potential* (3-011-20140306). A methodical UCS helps evidence land supply assumptions.

3.2.3. Housing Land supply is a fundamental piece of evidence in plan making and decision-taking. This is made up of identified sites including:

- ◆ extant permissions,
- ◆ sites with a resolution to grant permission,
- ◆ proposed allocations,
- ◆ sites with acknowledged development potential (eg with pre-application discussions), and
- ◆ suitable, available and deliverable SHLAA sites which are considered appropriate for development.

In addition, this can be supplemented by

- ◆ evidenced estimate of future windfalls / allowance for completions on windfall sites that do not yet have permission, based on historic windfall completions.

A UCS can contribute the land supply through identification of additional sites and in providing clearer, more robust evidence of windfall through site identification and uplift from increased density.

- 3.2.4. NPPF para 117 recommends Councils “should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land.” The UCS will provide a basis for policy development, and land supply calculations, for both the sub-regional strategic policies of the GESP, as well as DM and Local Policies for the GESP LPAs.
- 3.2.5. NPPF para 68 requires that local plans accommodate at least 10% of their housing requirement on sites no larger than one hectare. The requirements for detailed PDL and infill assessment for authorities with statutory Greenbelt² are set out in NPPF18 (para 138), and evidence for statutory Greenbelt release is a primary driver in carrying out UCSs.

Definitions

- 3.2.6. The Planning Portal describes **Urban Capacity Study** as Studies undertaken to establish how much additional housing can be accommodated within urban areas.
- 3.2.7. The definition of brownfield (or previously developed land) in the NPPF is:
- "Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for mineral extraction or waste disposal by landfill purposes, where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously developed, but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time."*
- 3.2.8. The exclusion of garden land inside settlements in the definition of brownfield land is purposeful. This was introduced specifically in response to concerns that urban intensification was, and is, considered by some communities as “garden grabbing.” This tension between preservation of private or underused ‘green’ space versus maximising development in the most sustainable locations and minimising land take on the urban fringe continues to be an issue in plan making and decision taking.
- 3.2.9. NPPF para 84 makes provision for previously developed land, and sites that are physically well-related to existing settlements in the context of rural development, not in relation to the urban settlements.

² There are no statutory Greenbelt designations in the GESP area

Windfalls

- 3.2.10. The 2018 NPPF simply defines **windfalls** as:

Sites not specifically identified in the development plan.

This removes earlier references to previously developed land. However, in the interest of proper planning it would be inappropriate to include major greenfield departure sites, and in particular those permitted on appeal, in the windfall calculation.

NPPF 70 states:

Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.

3.3. Review of UCS reports and approaches

- 3.3.1. Reviewing UCSs carried out under earlier guidance and more recent studies provides context for determining the approach to be used by the GESP authorities. An Annex to this document provides reviews and summaries of recent urban capacity studies.
- 3.3.2. In addition the Urban Capacity Guidance from Northern Ireland (Planning Policy Statement 12 'Housing in Settlements' methodology for undertaking urban capacity studies) and Scotland was reviewed.

Early UCS Reports and Methods

- 3.3.3. Urban Capacity Studies prior to ca 2006 had broadly similar scope and reflected the guidance at the time. *Tapping the Potential* is still referenced and is a key document which brings together the best practice from the 90s. The document included detailed consideration of approaches to UCS and, based in part on 15 detailed Case Study reviews, suggested a methodology and set of tools/approaches is suggested. Table 3-1 provides the general methodology set out in *Tapping the Potential*.
- 3.3.4. The output of UCS reports during this period was essentially a statement of housing land supply primarily for plan making purposes.
- 3.3.5. Also of interest is the report *Urban Housing Capacity Potential Review* carried out by DTZ Consulting & Research for the Southwest Regional Assembly in 2006/7. This report provided a summary of UCSs in the SW at that time, with a focus on bringing together the identified land supply across the SW and considering commonality and differences in these studies. The DTZ review found that 19 of the 35 SW Planning Authorities' reports assessed broadly followed the approaches set out in *Tapping the*

Potential. There are specific observations and issues in the document which are worth highlighting:

- ◆ Density assumptions are wide ranging. This is likely to be due to the character and typology of authorities (i.e. more rural or more urban). Some studies acknowledged the need to raise density (cf PPS3) whilst others took a more cautious approach, based upon character and views/likely views of existing residents.
- ◆ The study found that most SW studies applied a fixed **discounting** rate (similar to non-implementation).
- ◆ Some sources of capacity (e.g., conversions or flats over shops) were generally measured by past trend estimation, but the quality of data upon which estimations were made varied. Some authorities had records of the total number, others only had estimates.
- ◆ Market Engagement; the majority of UCSs involved a review stage with home builders and agents – a role now filled by the SHLAA/HELAA panel.
- ◆ The site size threshold was variable. Some assessed all sites in detail, and others used thresholds of 0.1 hectares in area or 6 or 10 dwellings for example. The report suggested that sites surveyed in detail provided more accurate results than basing capacity upon general estimation.
- ◆ The number of sites identified also varied greatly. Many authorities did not detail the number of sites identified but some considered only around 10-15 sites in detail whereas Bristol considered over 600.
- ◆ In most cases, data at named settlement level was not available in the studies. In this respect the reports were similar to current Housing Land Supply Statements or summary topic papers.

3.4. Recent UCS methods summary

- 3.4.1. An Annex to this document provides brief review and summary details from a number of LPAs who have recently undertaken UCS-Style Reviews or Studies. Most of the recent studies are from authorities with statutory Greenbelt who have a need to provide additional evidence of potential urban development to ensure any Greenbelt release is demonstrably necessary. In all cases the objective is broadly to fill evidence gaps and/or pull together some of these land supply issues. The GESP authorities are unique in undertaking a UCS to ensure urban opportunities are identified and pursued, rather than specifically addressing requirements of NPPF para 136-138 (statutory Greenbelt). Recent examples of UCS/UCS-like reports reviewed and summarised in table 3-2 and Annex A to this document provides summaries of several reports.

Table 3-1 Summary Methodology from Tapping the Potential

TRADITIONAL UCS METHODOLOGY	
Adapted from TAPPING THE POTENTIAL (1999)	
Stage A: Identifying capacity sources	
■ identify urban areas to be assessed & ■ consider all sources of capacity - Subdivision of existing housing, - Empty homes, - Intensification of existing areas - Previously-developed vacant and derelict land and buildings (non housing) - Conversion of commercial buildings - Review of existing housing allocations in plans - Review of other existing allocations in plans	
Stage B: Surveying the capacity	
■ quantifying capacity	collate existing permissions, S/HELAA, brownfield reg, windfall data
■ use existing data	GIS- work
■ survey approaches:	
- comprehensive surveys	whole area
- Priority area studies	focus survey work on areas likely to yield a significant amount of capacity, or where housing development would be beneficial or meet policy objectives most fully.
- typical urban areas	categorise areas & make assumptions
Stage C: Assessing yield	
■ using land efficiently	placemaking, design, density etc
■ density multipliers	will be different for eg flats over shops
■ design-led approaches	
■ yardsticks	
Stage D: Discounting / Adjustments	
■ moving from unconstrained capacity	<i>Policy on...</i>
■ discounting	<i>non-implementation/double counting etc</i>
■ testing Assumptions	

UCS Review Findings

3.4.2. A number of common features are found in the reports including

- ◆ All of the reports reviewed referenced Tapping the Potential.
- ◆ All drew heavily on their LAA (SHLAA/HELAA) as a starting place, and some of these were much more comprehensive in approaching and analysing the sources of supply, rather than simply focused on to the call for sites process.
- ◆ Most of the recent UCS reports were in areas with statutory greenbelt. UCS-like statements also accompanied Local Plan exams where greenbelt release was an issue.
- ◆ The Sources of supply were largely common and followed the Tapping the Potential advice. Regeneration and redevelopment schemes were present in some reports, but not the majority.
- ◆ The density assumptions were also quite similar with net densities clustering around the PPS3 recommended practice.

- ◆ Little consideration was given of policy-related impacts (e.g. parking or amenity requirements) was presented. Reflecting perhaps the role of the UCS as objective evidence.
- ◆ The site thresholds seemed to focus on around 0.2 ha and/or 10-15 dwellings. Everything below this was considered windfall.

3.4.3. The conclusion from these reviews is that there is no single, optimum set of densities, thresholds, criteria, attributes, etc. The approach and outputs of each study are contingent on the specific objectives of the study and geographic context of the area being studied.

3.4.4. All studies identified some new sites and some additional capacity, though none identified such significant capacity as to fundamentally alter the strategic approach to forward planning. This reflects the fact that most of the large brownfield opportunity sites are already known to councils and are either allocated or permitted.

Table 3-2 Some Example Recent UCS Reports Reviewed

Area	Study Date	Densities	Results
Belfast	Mar-2018	55 – 300 dph	268 NEW sites were identified (118 suitable). Indicative yield of 4,618 dwellings
Black Country	May 2018	Range of densities (basis performance of past delivery) min 40 dph net	Gains identified through increasing density assumptions. “
Charnwood	Jan-18	30 dph (rural to 50+ dph town centre) discount of 40% has been applied to historic Brownfield and Greenfield windfall delivery rates; Gross to net 50% large sites, 82% for 0.4-2ha.	identified “new” (discounted) 645 dwellings
Crawley	2012 & 2012 update	Site specific	10 new sites and some opportunity areas and town centre areas
Lichfield	Oct-16	Site specific	111 new sites identified; 857 dwellings yield results
Milton Keynes	Feb-17	net density of 35 dph. 250 dph centre 200 dph Bletchley	Not disaggregated by “new” sites – total urban capacity (discount applied) is 4,556 dwellings
Tandridge	Jun-17	From 15 dph (low density) to > 100 dph Discounting via “optimisation” of net density used in calculations	16 new sites and revised windfall estimates; capacity of 723 dwellings
Warrington	Oct 2016 July 2017 (review)		Additional small sites allowance of 435 homes identified

3.5. Proposed GESP UCS Methodology

- 3.5.1. Irrespective of the detail and focus, preparing a UCS includes gathering and analysing several external inputs and outputs. The UCS stages may be organised slightly differently depending on the objectives and scope of the study and how much detailed information is available on commencement, but in general the common study stages, and outputs of those stages are:

	Output from assessment stage
Stage 1 – Setting the Methodology and preparing for the study	Mapped extents of study area with constraints and excluded areas. Mapped density profiles
Stage 2 – Identifying Sources of Supply and Capacity (including windfalls)	Joint dataset all GESP housing supply for the study areas with common set of attributes and flags. Potential new supply sites identified through institutions, assets, property reviews.
Stage 3 – Urban Capacity Survey/Analysis	Mapped sites and opportunity areas with potential for additional land supply with basic attribute data (area, potential yields, etc)
Stage 4 – Reporting	Final UCS Report

- 3.5.2. Some of the work will be carried out jointly and some by the individual LPAs, but it will be important to have a consistent methodology and keep to a common timeline. Work on some stages may take place in parallel rather than as sequential steps, though officer time and technical team capacity may be the limiting factor. Section 9 of this report provides a summary timeline and effort.
- 3.5.3. The agreed steps for the GESP UCS are set out in table 3-3. These stages are described in more detail in Sections 4 to 9 of this report. There will be one GESP UCS report which will include tables and data for the GESP area as a whole and tables for individual Planning Authorities. The results of the study will form part of the evidence base for the GESP examination as well as LPA development plan documents.

Table 3-3 Overview of Proposed UCS Methodology

Stage 1 –Methodology and preparing	
1A	Agree Methodology (this document)
1B	Map settlement boundaries for study areas
1C	Map areas of statutory exclusion (flood zones, statutory environmental designations)
1D	Map areas of institutional constraints
1E	Map areas of constraint
1F	Identify density profiles
Stage 2 – Within Defined Settlement Areas Compile Sources of Supply & Opportunity	
2A	Planning and Monitoring Inputs ♦ Brownfield Land Register ♦ S/HELAA Sites (inc. under-threshold or discounted) ♦ DM Approvals, Refusals ♦ Existing allocations in plans
2B	Council Identified Opportunities ♦ Council Assets (including car parks) ♦ Housing Officers referrals ♦ Empty / non-decent homes
2C	Institutional Assets and Opportunities; Approach to potential owners across GESP area including e.g., SWW, Church Commission , Police/Courts, Network Rail, etc
2D	Targeted buildings from NNDR Vacant and derelict land and buildings (non housing)
2E	Vacant Residential Property
2F	Additional potential UCS sites including ♦ Intensification / Redevelopment ♦ Private car parks ♦ Subdivision of existing housing ♦ Flats over shops ♦ Vacant and other land not previously developed
Stage 3 – Urban Capacity Survey/Analysis	
3A	Initial Survey/Analysis of identified sites including policy considerations
3B	Internal Consultation including with specialist officers
3C	Site review including expert feedback, access/sunlight/elevations/street scene/ownerships
Stage 4 – Adjustments and Collating Results ('discounting' & 'policy on')	
4A	Quantify potential yield and timelines
4B	Review of UCS Outputs
Stage 5 – UCS Reporting	
	Summary Findings (maps, tables)
	Updated Housing Land Supply Inputs
POST-STUDY WORK	
	Consideration in plan making
	Update GESP Brownfield Register
	Implement GESP wide monitoring and reporting of land supply

4. Stage 1 Methodology and Preparation

4.1. Step 1A - Agreeing the Methodology

- 4.1.1. This document sets out the methodology for the study. Steps and recommended approaches are set out for agreement with the GSEP authorities. Some details are specified, though much of the technical detail (GIS attributes, thresholds, data formats, etc) will be agreed among the Council technical professionals and/or their contractors.

4.2. Step 1B - Selecting the Study Area; Mapping boundaries

4.2.1. The four LPAs have different characteristics, with Exeter being almost fully urban and much of Exeter, East Devon and Teignbridge's population being in "urban" market towns (ie, those with > 10,000). Due to the different character of the city and districts, as illustrated in figure 4-1, there will be some differences in outputs and approach to the UCS across the GESP area. The UCS considerations arising are:

- ◆ should site size thresholds be different in the city and the more rural areas³, and
- ◆ what are the settlement size thresholds for settlements to survey?

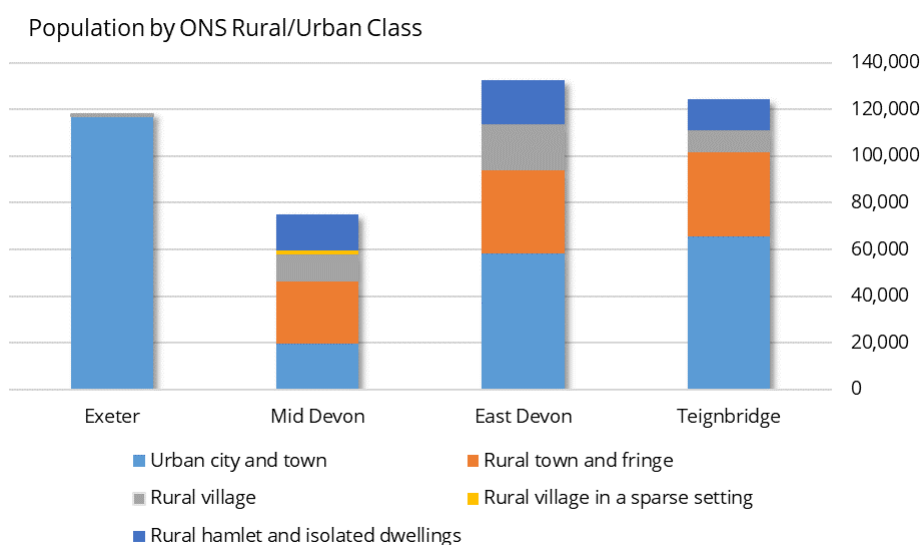


Figure 4-1 Urban / Rural Population of the GESP Council Areas⁴

- 4.2.2. For the GESP it is important to be consistent in the approach across all Council areas whilst being sensitive to the differences. Not only are settlement sizes different, but the planning policy approach to define settlement boundaries and allocating development is different among the three district council areas.
- 4.2.3. The City, and perhaps the larger market towns, may offer strategic brownfield regeneration opportunities of a significant scale (dozens to hundreds of homes and mix of uses) whilst many of the urban opportunity sites in the smaller towns and villages will be smaller scale. A government report in 2002/3⁵ suggested that for rural areas a definition of urban settlements should be:

computer readable boundaries of all built up settlements with a minimum population of 1,000 and a minimum land area of 20 hectares.

With this threshold, there would be almost 40 settlements to survey, many of which would have no or only small brownfield sites available.

³ For example in the Cheltenham, Gloucester and Tewkesbury Joint planning area, different site size thresholds were used wherein sites for 1 or 2 net dwellings were identified in the rural districts but only larger sites identified in Gloucester

⁴ Teignbridge population includes several thousand from within the National Park Planning Authority area.

4.2.4. A number of alternatives were considered and it was agreed that the study area for the UCS should include defined boundaries of settlements with a population of more than 4,000. Given the presence of fewer larger settlements in Mid Devon, Willand has also been included in the list despite not strictly reaching that threshold. Whilst it is noted that there will be a variety of suitable windfall opportunity sites located in areas outside the main settlements, this approach will focus survey resources on settlements with likely the most capacity. It Due to the lack of a defined settlement boundary for Exeter, a study area will be created for the built-up area using the OS Basemap and broadly based on existing Middle Super Output Areas (MSOAs).

4.2.5. Table 4-1 lists those settlements which will be included in the study.

Table 4-1 GESP Area Settlement Population

	OS/ONA area	ONS Pop ⁶
ECC	Exeter	117,800
EDDC	Exmouth	34,400
EDDC	Sidmouth	12,600
EDDC	Honiton	11,200
EDDC	Seaton	8,400
EDDC	Axminster	5,800
EDDC	Budleigh Salterton	5,200
EDDC	Ottery St Mary	4,900
EDDC	Cranbrook	~4,000 ⁷
MDDC	Tiverton	19,500
MDDC	Cullompton	8,500
MDDC	Crediton	7,800
MDDC	Willand	3,400
TDC	Newton Abbot	25,600
TDC	Kingsteignton	10,600
TDC	Teignmouth	15,100
TDC	Dawlish	11,300
TDC	Bovey Tracey & Heathfield	6,600
TDC	Kingskerswell	4,800
TDC	Chudleigh	4,000

UCS Site Size Threshold

4.2.6. Given the geographic and density diversity of urban sites it is not practical to consider all housing sites with potential of a net gain of 1 (ie a single subdivision). From UCS reviews the thresholds range from around 0.1 to 0.3 ha in size, and for the GESP UCS it was agreed that a minimum site capacity threshold of 5 would be applied. As a guide this will generally be sites with an area greater than 0.15 ha, although there will likely be exceptions in Town and City Centres where higher densities exist. This is also consistent with the agreed HELAA methodology.

⁶ 2011 census built up area

⁷ 2011 census data not available

- 4.2.7. Where there is a significant brownfield/urban site with potential that is overlapping with the adopted settlement boundary this may be included in site and area assessments if the LPA wishes.
- 4.2.8. Smaller sites, delivering a net increase of between 1-4 dwellings, make up a significant proportion of urban windfalls, and these are often part of the standard sources of supply including:
- ◆ Flats over shops
 - ◆ Subdivisions
 - ◆ Empty/ sub-standard property renovations
- 4.2.9. The capacity of these smaller sites will be represented in the GESP HELAA report through refined windfall assessment calculations which will clarify on a per-district basis the average windfall attributed to conversions etc.

Summary

- 4.2.10. The Study Area will comprise the defined urban boundary of GESP area settlements with a population of more than 4,000, plus Willand in Mid Devon.

4.3. Step 1C – 1E: Mapping Exclusions and Constraints

- 4.3.1. Setting out the approach to exclusions and constraints requires balancing the objectives of maximising urban and brownfield development with goals of preserving important urban heritage and greenspace, and providing a healthy and sustainable environment.
- 4.3.2. As there is a separate stage in the UCS process which explores policy considerations and weighing balance of planning objectives, it has been agreed that initial assessments should consider the widest possible view of potential sites. However, there are statutory areas of exclusion (e.g. Habitats Regulations Sites) in which there would be no benefit in undertaking detailed assessment work.

Step 1C Exclusion areas

- 4.3.3. There are a number of areas of statutory exclusion which will not be considered in any event. The following will be mapped as exclusion areas:
- ◆ SACs, SPAs and Ramsar sites (Habitats Regulation Sites)
 - ◆ Ancient woodlands (including 15m buffer as recommended in NPPG)
 - ◆ SSSI
- 4.3.4. The mapped extents of these areas will be applied to the UCS settlement areas (set out in step 1B) and will not be considered further as potential land supply, though these areas may be considered in future plans for example as part of plans for green infrastructure or enhanced biodiversity sites..
- 4.3.5. Flood Zone 3 represents a significant constraint and is often suggested as an area of exclusion. However, flood zone 3 covers large areas of the GESP area major urban areas including much of Newton Abbot town centre and St Thomas and areas

around the River in Exeter. The environment agency has provided specific advice to Councils about flood response and defence in major regeneration projects. Consequently, Flood Zone 3 is being identified as a constraint (step 1E) rather than an exclusion.

Step 1D Institutional Constraints

- 4.3.6. Where land provides a specific public benefit (e.g. recreational land, playing fields, sports facilities etc) these will be identified. Due to the difficulties of applying exclusions without also excluding potential suitable sites, no blanket exclusions are being applied at this point. Rather, the sites should be taken into account as part of stage 3a and where mapped as a potential site, a judgement should be made as to whether the site should be excluded based on its importance, or taken forward to stage 3b.
- 4.3.7. Useful documents which may want to be referenced at stage 3a are open space studies/playing pitch strategies or other local authority documents which give an indication as to the importance of each mapped asset.
- 4.3.8. The OS Open Greenspace layer for England will also be a useful reference at this stage. Each Local Authority will also have a number of important public facilities mapped in Local/Neighbourhood Plans.

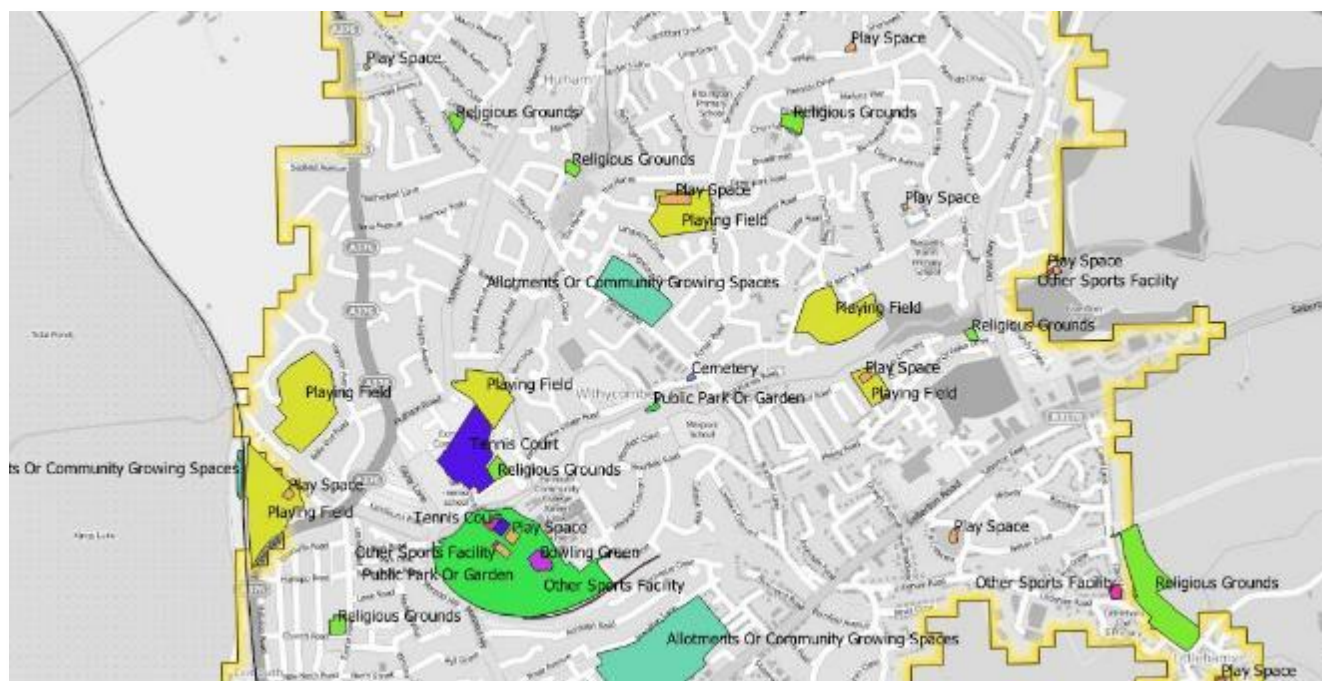


Figure 4-2 - example of OS Open Greenspace Layer

- 4.3.9. A full list of institutional constraints considered at this point is shown below:
 - ◆ Local Green Space
 - ◆ Valley Parks
 - ◆ Local Plan Open Space and Green Infrastructure Designations
 - ◆ OS Open Greenspace

- 4.3.10. Garages and car parking lots are a significant potential source of urban capacity and generally will need to be considered. Development on car parks must consider the economic and social needs of the area. Every car park will have some resident, visitor or business users who will strongly object to any loss of parking. Objective consideration in the UCS process will aid decision makers in considering the balance of opportunities (including the issues of brownfield / greenfield balance).
- 4.3.11. Some of the GESP authorities have identified or allocated car parks with redevelopment potential. The need for objective consideration of opportunities suggests that no car parks should be specifically *excluded* in this step.

Step 1E - Map areas of constraint

4.3.12. There are a number of constraints which will affect the development potential of sites. These identify issues and sensitivities which have to be considered at the outset. Among the constraints that do not preclude development, but may impact consideration of the sites are:

- ◆ Flood Zones 2 & 3
- ◆ Conservation Areas
- ◆ TPOs
- ◆ AQMAs
- ◆ Minerals Safeguarding Areas
- ◆ HSE Major Hazards including Installations and Pipelines
- ◆ Airport Noise
- ◆ Public Rights of Way
- ◆ AONB
- ◆ Listed buildings and Structures
- ◆ Scheduled Ancient Monuments
- ◆ Primary Shopping Areas
- ◆ Waste Consultation Areas
- ◆ Area of Great Landscape Value
- ◆ Steep slopes

4.3.13. These constraint areas should be mapped for all settlements in the study area and flagged for consideration in the search for sources of supply.

4.3.14. There may also be constraints from residential incompatible land uses. Incompatibility may arise from industrial process (noise, odour etc) or antisocial issues (eg, nightclub hours of operation). It is recommended that officers from each authority ask environmental health colleagues to help identify any significant sites/areas of constraint that should be identified, and this should also be mapped and added to a constraints layer.

4.4. Step 1F - Identifying Density Profiles

4.4.1. This step requires the production of a housing density map for each of the settlements in the study. These profiles will be utilised and referenced when identifying additional 'left over space' sites in step 2F. For example, areas of lower density may offer opportunities for urban intensification of certain areas, particularly where there are sharp contrasts in density from one adjacent to the next. It will also provide an indication as to what constitute an acceptable density for all opportunity sites that are identified in the study.

4.4.2. Whilst it is appreciated that many UCS studies undertake some form of wider character profiling which takes into account the age and character of properties and translates them into individual character areas, it was felt that this was a time consuming process which would identify a disproportionately low number of sites in practice. Property age and character will instead be taken into account in step 3b during more detailed analysis of individual sites.

5. Stage 2 Sources of Supply

5.1. “Start with what you know”

- 5.1.1. This stage involves collating and classifying all of the known opportunity sites within the study area. There is no call for sites, however in step 2C some institutional owners will be contacted. The goal of this stage is to identify existing indicators that sites either warrant further investigation or can otherwise be excluded from further consideration.

Referencing & Avoiding Double Counting

- 5.1.2. There will be considerable overlap between brownfield register, permitted development, S/HELAA, and Allocations. For example the brownfield register contains sites which are also in the permitted land supply and are allocated in local plans. A standard UCS referencing with multiple attributes for each source of supply will be used to ensure that there is no double counting in estimates of land supply. This will support GESP joint planning and will help harmonise the evidence base, and the ongoing monitoring and planning framework, for the four authorities.

5.2. Step 2A - Planning and Monitoring Inputs

- 5.2.1. This step involves producing a map showing a range of existing planning data for each settlement. There will be considerable overlap among these sites. The majority of sites in the brownfield registers have permission or have been subject to planning applications. These sites may be allocated in plans and also appear in the HELAA reports. Consequently, this step is primarily about clarification rather than discovery of new sites. However this clear spatial and statistical picture is important for plan making and land supply.
- 5.2.2. Despite them being possible indicators of housing suitability, it is not appropriate to log and publish details regarding pre-application advice given their confidential nature. The consideration of pre-application enquiry locations has been rolled into a wider assessment of ‘leftover space’ in step 2F.

Sites to be excluded from further consideration

- 5.2.3. The following sites should be excluded from further consideration given their existing planning status.
- Approved Planning Applications (Not Completed)
 - Brownfield Land Register
 - Site Allocations (Not Completed)

Approved Planning Applications (Not Completed)

- 5.2.4. With reference to the Council housing monitoring databases, all authorities should identify all planning applications with existing permissions that are yet to be

completed. Due to their likelihood of delivery in the near future these should be excluded from further consideration. The projected housing yield of these sites should be noted from the planning application reference or monitoring databases.

Brownfield Land Register

- 5.2.5. All four GESP authorities have published brownfield land registers. Permissions and existing allocations form the backbone of the Brownfield Land Registers (see figure 6-1) and so given the likelihood of these coming forward these should be excluded from further consideration. There may be occasions where SHLAA sites have been included in the register and in those instances should be considered opportunities as described in 5.2.12.

Site Allocations (not completed)

- 5.2.6. A list of allocated housing and employment sites in adopted Local and Neighbourhood Plans should be mapped. Given their existing planning status these should then be excluded from further consideration, with their potential dwelling yield noted.
- 5.2.7. Although not explicitly an adopted allocation, all sites within areas identified within the 'Liveable Exeter' transformational housing delivery programme⁸ will also be excluded from the scope of the study but included in final yield calculations, given that they are being looked at in detail through the Liveable Exeter Garden City project.

Potential Opportunity Sites

- 5.2.8. The following categories of sites may offer some potential for development and so should be mapped as opportunity sites (if they meet the size threshold of 5+ and are not located in an area that has been excluded for consideration).
- Recently Withdrawn and Refused Applications
 - Applications yet to be determined
 - HELAA/SHLAA

Recently Withdrawn and Refused Applications

- 5.2.9. Sites that have been recently refused planning permission or withdrawn may offer some indication of housing potential. As to not pick up on too many historic proposals this category has been restricted to everything submitted from 2014 onwards. All qualifying sites should be mapped for further consideration in step 3a.
- 5.2.10. It is noted that many withdrawn or refused sites will have been done so for legitimate reasons, such as conflicting with existing policy, and could make the site unlikely to

⁸ <http://committees.exeter.gov.uk/documents/s68381/Liveable%20Exeter%20-%20A%20Transformational%20Housing%20Delivery%20Programme.pdf>

be suitable. These reasons will be considered as part of stage 3a as to whether the site has potential.

Applications yet to be determined

- 5.2.11. Applications currently that have yet to be determined may offer some indication of housing potential. It is likely that there will be significant crossover with these and other types of applications being explored at this stage. All qualifying sites should be mapped for further consideration in step 3a.

HELAA/SHLAA

- 5.2.12. The GESP Housing Land and Economic Availability Assessment (HELAA) was undertaken in 2017 and will be a useful source of information on potential sites. Given that the HELAA focused predominantly on larger strategic land it has also been agreed to take into account the last Strategic Housing Land Availability Assessment (SHLAA) which have been undertaken by each individual authority to support Local Plan production. Below indicates the years in which these were last done.

- GESP HELAA- 2017
- East Devon SHLAA- 2012
- Exeter SHLAA- 2015
- Mid Devon SHLAA- 2013
- Teignbridge SHLAA- 2018

- 5.2.13. The HELAA/SHLAA provides detailed site data and assessments for those sites which have been put forward by owners. Any HELAA/SHLAA sites within the settlement study areas should be considered as a potential UCS supply site.

- 5.2.14. However, it is worth noting that many existing HELAA/SHLAA sites have subsequently been permitted or allocated so in those cases these should be noted and the site excluded from further consideration as per 5.2.3 (except at Cranbrook which is covered entirely by an existing permission).

5.3. Step 2B - Council Assets and Opportunities

- 5.3.1. This step involves internal discussion for each GESP Council. The Council Asset Registers (LPA and County) will be reviewed and added to the potential UCS sites as appropriate. It is recommended that all assets barring schools (unless known to be relocating) are added to the UCS potential opportunity sites (if they meet the size threshold of 5+ and are not located in an area that has been excluded for consideration). A discussion with asset management teams at this point may be beneficial as previous work may have been undertaken on surplus council owned land.

- 5.3.2. Whilst not essential, prior to conducting each individual study it may also be beneficial to contact the relevant development management team/economic

development officers and ask whether there are any known existing sites or redundant employment land (not just council owned) that have redevelopment potential.

5.4. Step 2C - Institutional Assets and Opportunities

- 5.4.1. This step involves approaching institutions who may own assets in the GESP UCS study areas to inform them of the study and ask if there are any redundant assets in the area which they feel may contribute to development or regeneration in the area. These institutions include:

- Church Commissioners
- Crown Estate
- Devon and Somerset Fire and Rescue
- Devon and Cornwall Police
- Devon Health Services
- Educational Institutions
- Forestry Commission
- Highways England
- MoD
- MoJ
- National Trust
- Network Rail
- Police/Courts
- Public Bodies
- Royal Mail
- South West Water
- Study Area Town/Parish Councils
- Telecoms/Gas/Electric

- 5.4.2. It will be more efficient for this step to be carried out on behalf of all GESP authorities rather than having four authorities contact each.

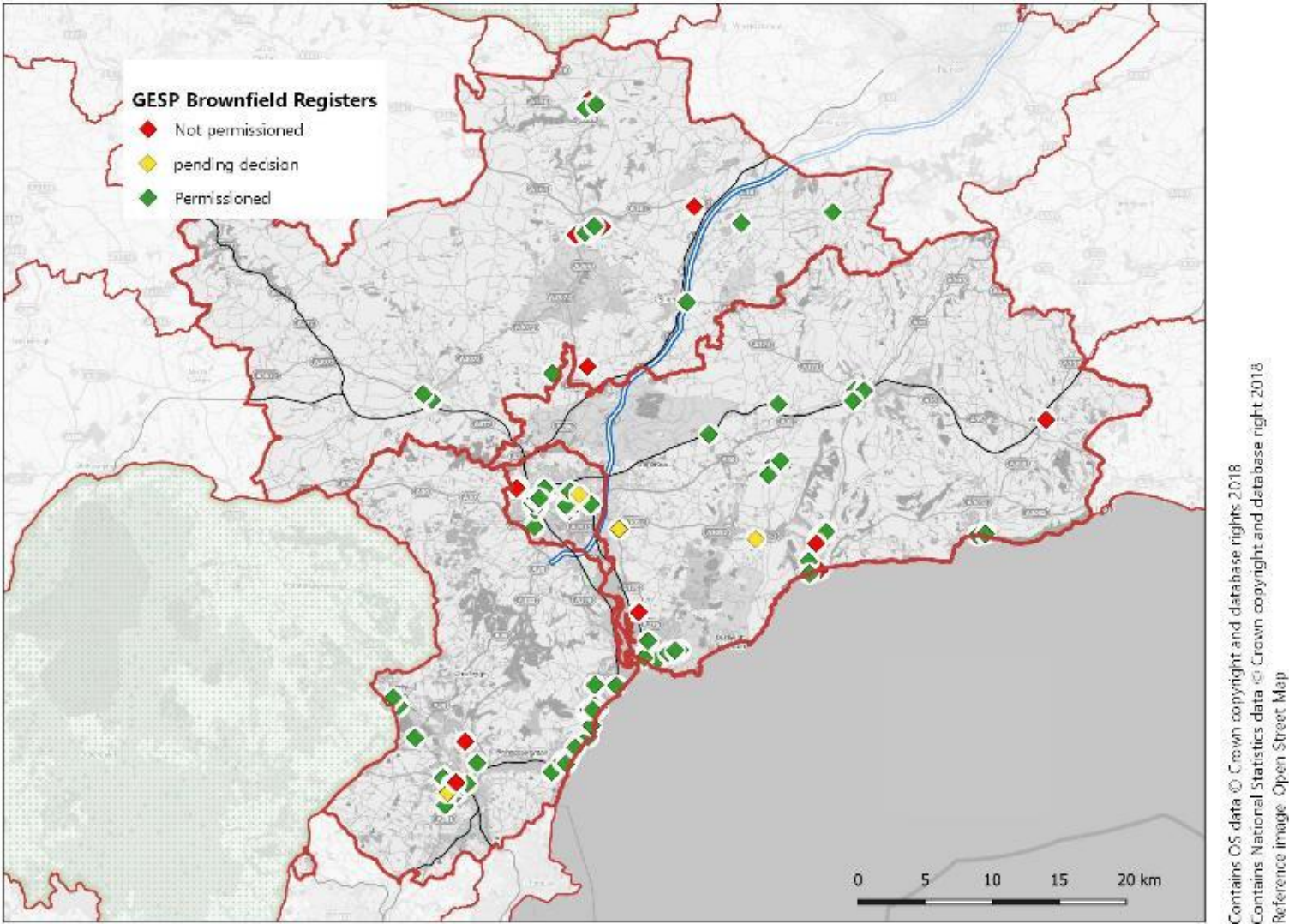


Figure 5-1 GESP Brownfield Register Sites as Dec 2018

5.5. Step 2D - Targeted NNDR Potential Sites

- 5.5.1. The annual Business Ratings list (National Non-Domestic Ratings, or NNDR) includes addresses of property categories shown below. Mapping these properties may provide pointers to Urban Land Supply sites.

BEYOND ECONOMIC REPAIR
 LAND USED FOR STORAGE AND PREMISES
 FIRE DAMAGED
 DEMOLITION IN PROGRESS
 IN DISREPAIR

5.6. Step 2E - Vacant Residential Properties

- 5.6.1. The aim of this step is to identify any large vacant, residential properties with the study areas that may offer the opportunity to be subdivided into multiple properties.
- 5.6.2. All of the GESp authorities have been working proactively to minimise the number of long term empty homes and all have policies and procedures in place to return long term empty homes, back into the housing stock. Councils have made progress on reducing the number of long term vacant and non-decent properties as can be seen in the vacant property data from each of the councils (Figure 5-2).
- 5.6.3. In looking at the trend over the past decade it appears that the level of vacant dwellings is now at around the expected low baseline. This reflects ongoing turnover in vacant private sector homes which always results in some medium to long term empty homes. Events such as householders moving into care homes or dwellings being placed in probate routinely result in some vacant properties.
- 5.6.4. It will be useful to map properties known from Council Tax records to be vacant, excluding properties known to be vacant due to military deployment. Only very large (Council Tax bandings F/G/H), long-term vacant (2+ years) properties will be identified as potential sites, in order to restrict opportunities to those with a good likelihood of coming forward.

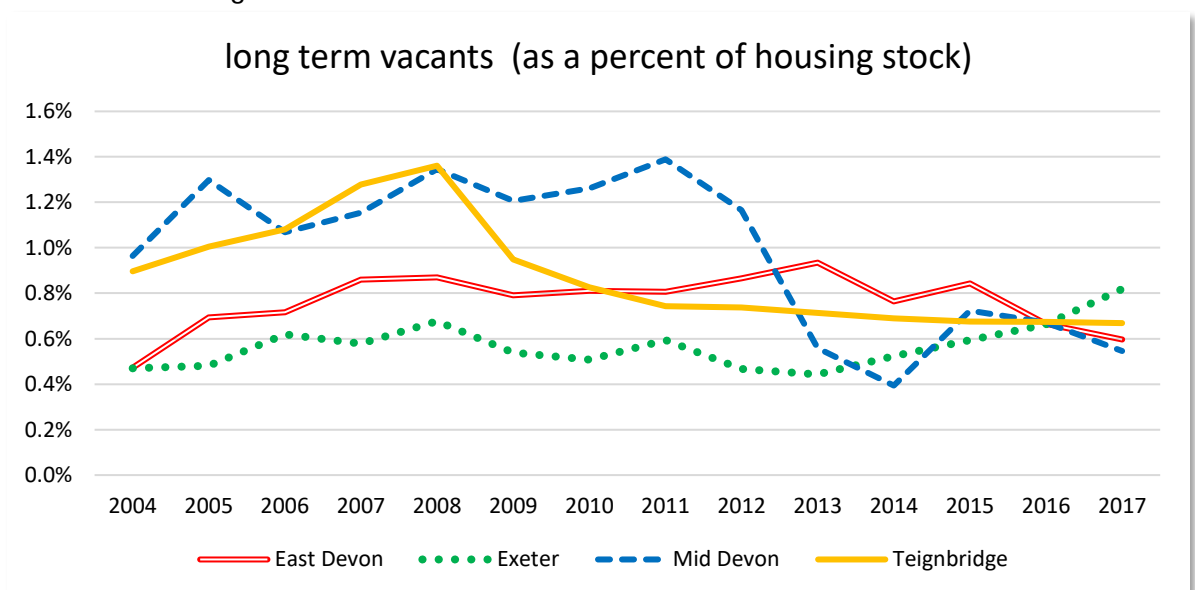


Figure 5-2 Vacant Properties by Authority

5.7. Step 2F – Additional Potential UCS Sites

- 5.7.1. Having mapped known exclusions, constraints and sites, a survey of the study area will be carried out. Planning Officers and Consultants will do a visual review (GIS/Aerial) of the study area and identify potential additional sites within the 'left over space'.
- 5.7.2. Within this, opportunities investigated will include:
 - Land not previously developed
 - Intensification of existing residential areas
 - Private car parks
 - Flats over shops and other vertical intensification opportunities
 - Redevelopment of non-residential areas
- 5.7.3. To aid identification of land not previously developed, a layer will be produced to identify existing undeveloped land above 0.15ha in size within the study areas that can be used as a reference. Existing pre-application enquiries will also be used as a reference which may hint towards availability of land.
- 5.7.4. This step should also involve consideration of areas identified in Step 1F (character area identification) as being unusually low density, where larger gardens may offer opportunities for infill development.
- 5.7.5. It is recommended that close attention is paid to areas around major transit hubs and employment centres. These areas provide unique opportunities for sustainable development, and increased density may result in ever greater transport and service improvements.
- 5.7.6. This will also be an opportunity to identify specific areas for vertical housing development. Most sub-urban areas will be inappropriate for development of this kind and so opportunities should be sought largely within Town/City Centres. Whilst it will be difficult to identify sites without undertaking site visits, reference can be made to the building heights analysis map produced by Emu Analytics⁹.
- 5.7.7. There may be an opportunity in specific instances to include non-residential buildings/areas as opportunity sites where the site is vacant, derelict or there is an indication that it is surplus to requirements. However, due to the general policy approach across the GESP area to protect existing employment land this will only be suitable in a relatively small number of cases.

⁹ <https://buildingheights.emu-analytics.net/>

6. Stage 3 – Urban Capacity Survey/Analysis

- 6.1.1. This stage involves further consideration of the previously identified sites (allocations, S/HELAA) and additional sites and areas identified in Stage 2. At this stage there will be more detailed information considered, but this does not involve the detailed systematic reviews of a HELAA process.
- 6.1.2. The output of the UCS at this stage is a list of sites with quantified opportunities for urban development which will be used in plan making and land supply. Some sites identified in Stage 2 will likely, in this stage, be flagged as undeliverable, unavailable, or otherwise not appropriate for redevelopment. Other newly identified sites and opportunities will go forward for further work where there is potential for future allocation or delivery, but any such site-specific policy or development management activity will be carried out through regular Council procedures.

6.2. Step 3A – Survey

- 6.2.1. Considering the stated objectives and focus on deliverability, as outlined in section 1, some screening for availability and deliverability should take place prior to detailed assessment of sites; there is little value in assessing or monitoring sites that have limited prospect of delivery. The recommendation is that sites that are not taken forward, due to multiple ownerships or uninterested land owners for example, should be placed “on the radar” for Council planning and regeneration officers who can informally monitor the sites for, e.g., changes in ownership or removal of constraints.
- 6.2.2. Development Management policies will have a direct impact on the potential uplift from urban capacity. The four GESP authorities have different policy approaches to these and policies respond to local circumstances and evidence. Proscriptive requirements relating to
 - ◆ dwelling type distribution,
 - ◆ loss of employment land,
 - ◆ protection of open space/community uses,
 - ◆ impact on conservation area/listed features/local character,
 - ◆ domestic car parking,
 - ◆ private amenity space, and
 - ◆ waste storage, ... etc,
 all have an impact on delivery of UCS sites and opportunities.
- 6.2.3. Where a site has previously been subject to a refused application, the reasons for refusal should be interrogated and a judgement made as to whether they can be overcome or excluded from further consideration.
- 6.2.4. Having identified potential opportunity sites, officers will need to consider the impact of extant policies on the potential urban capacity of the area. The objective UCS review of the impact of these policies may form part of the internal consideration of future policy and any short term exceptions. Officers will at this stage decide if sites

should be discounted from further consideration or whether they will continue on to step 3B.

6.3. Step 3B – Internal Consultations

6.3.1. All sites not discounted in step 3A should be sent to the following internal experts

- ◆ Heritage and Conservation
- ◆ Environmental Health
- ◆ Economic Development
- ◆ Highways Development Management
- ◆ Green Space and Recreation
- ◆ Minerals and Waste Planning Teams

6.3.2. These colleagues should be made aware of the sites and areas being considered and asked to provide comment and review in relation to their area of expertise.

6.3.3. As noted there will be no blanket discounting of sites in constraint areas (e.g. conservation areas) but at this stage there should be discussion of constraints and incompatible uses and where overriding concerns are identified these sites should be flagged as not appropriate for development/intensification.

6.3.4. Whilst not essential, a discussion may also be had with relevant development management teams on particular sites that are known to have a history of planning applications/interest to better gauge the impact of any proposals.

6.4. Step 3C - Site review

6.4.1. At this point all identified sites will be reviewed for potential delivery. This will include qualitative officer consideration of site issues including those covered by expert feedback during stage 3B. Additional consideration of the following issues may also be necessary and may impact on the overall potential yield of the site.

- | | |
|--------------------|--|
| ◆ Access | ◆ Design/street scene |
| ◆ Building Heights | ◆ Potential for biodiversity gains and site's role in GI network |
| ◆ Sunlight | ◆ Heritage impacts including settings of heritage assets |
| ◆ Amenity | |

6.4.2. Ownerships will not initially be considered in detail, but the Land Registry ownership boundary data (the Inspire polygons) should be referenced to identify where there may be access issues or multiple ownership/freehold issues.

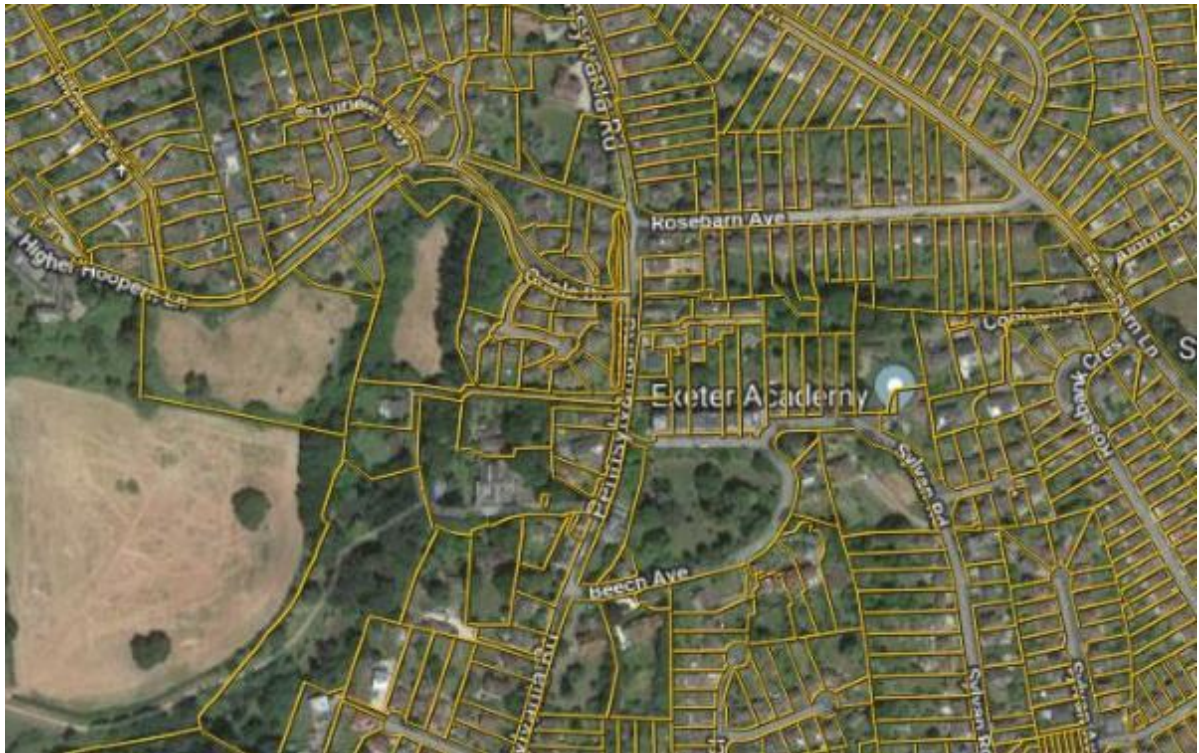


Figure 6-1 Example of Inspire Land Registry Ownership Coverage

- 6.4.3. Those sites deemed to be undeliverable will be flagged and brief commentary added as to why they were rejected.
- 6.4.4. As noted earlier each site will have an estimate of yield attached as the site was entered. For UCS opportunity sites the yield should be a general estimate based on the density profiles outlined in step 1F or an increased urban intensity target density. Officers may wish to comment on a range of densities and yields but some yield estimate will be required.
- 6.4.5. This step also involves some consideration of viability. This is not a detailed viability assessment but an officer's general view of likelihood of delivery given the general characteristics of the location. Within the City, where sites might be suited for Purpose Built Student Accommodation (PBSA) this should be flagged for closer consideration.

7. Stage 4 – UCS Reporting

- 7.1.1. Once complete there will be an overarching GESP UCS Report with executive summary and summary data tables of results and strategic planning implications. Detailed tables and maps will also be included for study area settlements and summary tables of housing supply for each of the GESP Planning Authorities. The Local Reports will, if necessary, provide direction and evidence local development management policy and local allocations work.
- 7.1.2. The UCS report will logically follow the study methodology setting out for each stage the key findings in summary form. In addition to report outputs, GIS and data files will

be available across the area using a common reporting and attribute format. Table 9-1 outlines the proposed outputs at each stage of development.

- 7.1.3. Once a report has been completed, this will be published as a background evidence report to support the Greater Exeter Strategic Plan. Each individual Local Authority will decide how to take the outputs from the study e.g. through a subsequent Local Plan Review.

Stage 1 Methodology and Preparation	
Step 1A – Methodology	This report.
Step 1B - Selecting the Study Area; Mapping boundaries	GIS Files: Mapped boundaries of the study areas Report: Study area commentary
Step 1C Exclusion areas	GIS Files: Mapped exclusion layer Report: Study area commentary
Step 1D Institutional constraints	GIS Files: Mapped constraints layer Report: Study area commentary
Step 1E Areas of constraint	GIS Files: Mapped combined constraints Report: Study area commentary
Step 1F - Defining Density Profiles	GIS Files: Density mapping for UCS settlements Report: Study area commentary
Stage 2 Sources of Supply	
Step 2A - Planning and Monitoring Inputs	GIS Files: Mapped Application/allocation/brownfield polygons to August 2019 Data: Source, Application/allocation/brownfield reference, description, address, status, net yield and notes Report: Study area commentary
Step 2B - Council Assets and Opportunities	GIS Files: Mapped Asset boundaries with potential for Urban Development Report: Study area commentary
Step 2C - Institutional Assets and Opportunities	GIS Files: Mapped Asset boundaries with potential for Urban Development Data: Site address/Description Report: Study area commentary
Step 2D - Targeted NNDR Potential Sites	GIS Files: Mapped NNDR site point data Data: Category, site address/description Report: Study area commentary
Step 2E - Vacant Residential Properties	GIS Files: Point mapping data showing location of long term, large vacant properties. Report: Study area commentary
Step 2F – Additional UCS Sites	GIS Files: Mapped additional UCS sites Data: Site address/description Report: Study area commentary
Stage 3 – Urban Capacity Survey/Analysis	
Step 3A – Survey	GIS Files: Mapped opportunity site boundaries with references and descriptions and whether they are being considered in further detail. Data: Opportunity site address/description/references and reasons for site rejection/approximate potential net dwellings.
Step 3B - Site desk-based review	
Step 3B – Internal consultation	Data: Expert feedback on opportunity sites by theme
Step 3C – Site review	GIS Layers: Remaining opportunity sites Data: Site review data by opportunity site with potential yield Report: Study area commentary

Final Report

- ◆ Summaries of findings across the GESP area. Potential housing gain from specific sites.
 - ◆ Implications for strategic planning.
 - ◆ Summary and detailed tables of site information for each of the key UCS stages; data presented at UCS, settlement and Planning Authority level
-

- 7.1.4. Following completion of the UCS it is recommended that the brownfield registers for each authority are updated where appropriate.

Annex A - UCS Review of Current Practice

Summary Review of ‘recent’ Urban Capacity Studies

Annex B to:

Greater Exeter Strategic Plan (GESP) Urban Capacity Study Methodology Report

Several recent Urban Capacity Studies were reviewed in preparation for developing the draft methodology. Earlier Urban Capacity Studies were also reviewed, and summary papers (e.g. SW Regional Assembly Study and Tapping the Potential) provide details on these.

As there have been significant changes in the planning policy context of Urban Capacity assessment those under the current framework of the NPPF and NPPG are considered to be most relevant. Aberdeen and Belfast were reviewed as even though these are under different planning regimes, they a) are fairly recent, and b) International and historic approaches to Urban Capacity assessment and emerging technology approaches are of more academic interest.

The following provides summary information for the following Urban Capacity assessments/studies:

Black Country Urban Capacity Review - May 2018	37
Charnwood Urban Capacity Study – Jan 2018	39
Crawley Borough Council Urban Capacity Study 2013	41
Lichfield District Urban Capacity Assessment 2016	43
Milton Keynes Urban Capacity Study February 2017	45
Tandridge District Council Urban Capacity Study – June 2017	46
Warrington LP Review Urban Capacity Statement October 2016	49
West of England Review Urban Potential Assessment February 2018	51
Aberdeen Brownfield Urban Capacity Study – December 2012	52
Belfast City Council Urban Capacity Study 20 March 2018	53
Summary Sources of supply	55

B1 Black Country Urban Capacity Review - May 2018

LINK:

<http://blackcountrycorestrategy.dudley.gov.uk/EasysiteWeb/getresource.axd?AssetID=318915&type=full&servicetype=Attachment>

GOALS

Set out the current position, using best available evidence and information, regarding the need for and supply of land for housing and employment in the Black Country authorities up to 2036. Specifically paras 83 and 84 of the NPPF which require evidence of need for any greenbelt release. More significant consideration of employment land needs than other studies.

GENERAL METHODOLOGY

Comprehensive assessment of existing supply then systematic assessment of sources of supply including:

- Potential to Amend Discount Rates
- Potential to Increase Densities
- Small Site Windfall Allowance (<10 homes)
- Larger Windfall Sites (10+ homes / not currently employment land)

Specific consideration of Town Centre health checks and PD change of use impacts.

SITE SIZE (MIN)

Councils have agreed from 2015/16 onwards to apply a common definition for small windfall sites across the Black Country of 9 homes / 0.25 ha or less.

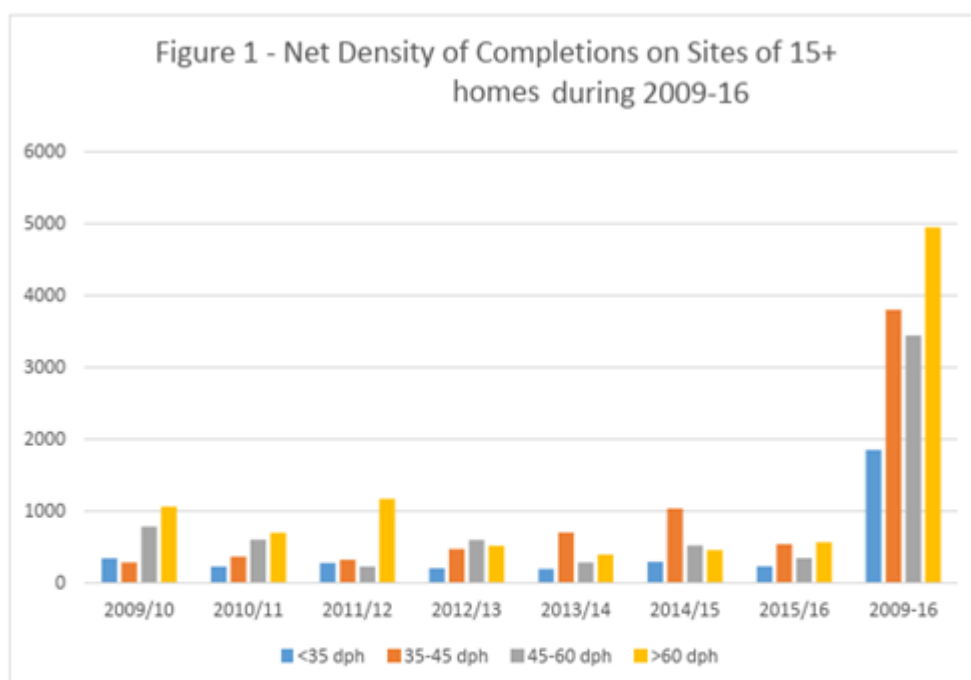
WINDFALLS – HOW & HOW MANY

The current BCCS included a windfall allowance for small sites of less than 15 homes. This allowance was supported by the Core Strategy Inspectors Report, which states at para 54: “In a largely built up area, such as the Black Country, we accept that such an allowance is appropriate and locally justified in relation to guidance...”. This allowance accounted for just under 6% of total housing land supply in the BCCS, or 418 homes per year across the Black Country

a discount of 15% for sites without planning consent is appropriate in the Black Country, reflecting the significant proportion of the land supply on employment land with delivery challenges. The Study applied only a 5% discount to sites with planning consent, however it is considered that the continued application of a 10% discount to such sites is appropriate in the Black Country.

DENSITY INFO

Tested assumptions of density of 35 dph gross, which is the equivalent of 41 dph net assuming an 85% net developable area. This was found to be the average on such sites taking into account open space, buffers, main roads and other constraint, or 50 dph gross in highly accessible locations, in line with assumptions made in the BCCS (Black Country core strategy).



3.1.7 Figure 1 shows the density distribution of the 14,066 homes completed on sites of 15 homes or more over the period 2009-16. The density mix over the whole period 2009-16 is as follows:

<35 dph	35-45 dph	45-60 dph	>60 dph	Total
13%	27%	25%	35%	100%

RESULTS

Gains identified through increasing density assumptions. “increased density assumptions could give rise to an additional estimated potential of 895 homes under the current policy framework.”

Summary

3.1.67 The potential sources of housing land supply covered in this section, as far as they can currently be quantified, are summarised in Table 2.

Table 3 Potential Additional Housing Supply 2017-36 (beyond existing SHLAAs)

	Increased densities (existing policy)	Increased densities (new min 40 dph policy)	Small site windfall allowance (2026-36)	Larger windfall sites (2017-36)	Total supply 2017-36
Dudley	481	131	NA	1,000	1,612
Sandwell	245	236	NA	1,000	1,481
Walsall	90	27	1,060	1,000	2,177
Wolverhampton	79	59	NA	1,000	1,138
Black Country	895	453	1,060	4,000	6,408

Revised windfall analysis added:

- small windfall sites (less than 10 homes or of an area less than 0.25 ha) would provide an additional 1,060 homes over 10 years
- larger windfall sites (no strictly brownfield and no disaggregation, but includes some AAP/masterplan areas) could be expected to contribute at least 1000 homes in each authority up to 2036. – contributing in the region of 4,000 potential additional dwelling units.

Some consideration of town centre roles and position with pointers to areas for increased housing in the town centres.

B2 Charnwood Urban Capacity Study – Jan 2018

LINK: https://www.chnwood.gov.uk/pages/urban_capacity_study

GOALS

Provide an analysis of the potential urban capacity of the Boroughs' settlements for housing; identify sites and the scale of brownfield land available. NB – no statutory greenbelt.

NHOOD PLANS

Four neighbourhood pan areas; none making housing allocations

GENERAL METHODOLOGY

Standard 5 stage methodology:

- Stage 1: Defining study area;
- Stage 2: Identifying Sources of Supply;
- Stage 3: Surveying the Capacity;
- Stage 4: Identifying Capacity Yields; and
- Stage 5: Findings and Conclusions.

Discounting/Double Counting

“approximately 40% of units measured within the Brownfield and Greenfield windfall data for 2016/17 also appeared in the SHLAA. Therefore, to ensure a cautious approach to the contribution that historic windfall trends would make to the overall housing supply, a discount of 40% has been applied to historic Brownfield and Greenfield windfall delivery rates. This excludes Brownfield windfalls such as sub-divisions, flats over shops and commercial conversions, which did not appear in the 2017 SHELAA “

SITE SIZE (MIN)

Minimum site area of 0.25ha or which are capable of accommodating 5 or more dwellings

Fixed Density from 50+dph (town centre) to 30 dph Village and fixed gross to nets. Eyeball-Adjusted.

STUDY AREA (MIN SETTLEMENT SIZE, NUM SETTLEMENTS)

Bounded settlements (23) ranging from Loughborough (60,000) to places with 500 residents.

Table 3/2: Density Multipliers

Location	Density Multiplier
Town Centre	50+ dph
Edge of Town	40-45 dph
Suburban Area	35 dph
Villages	30 dph

Table 3/3: Discount Rates by Site Size

Site Size	Gross to Net Development
Up to 0.4ha	100%
0.4-2ha	82.5%
2-35ha	62.5%
Over 35ha	50%

RESULTS

4/5ths of dwelling requirement was identified through the Land Availability Assessment; Loughborough had almost half of the supply. The UCS identified 645 “new” (discounted) dwellings.

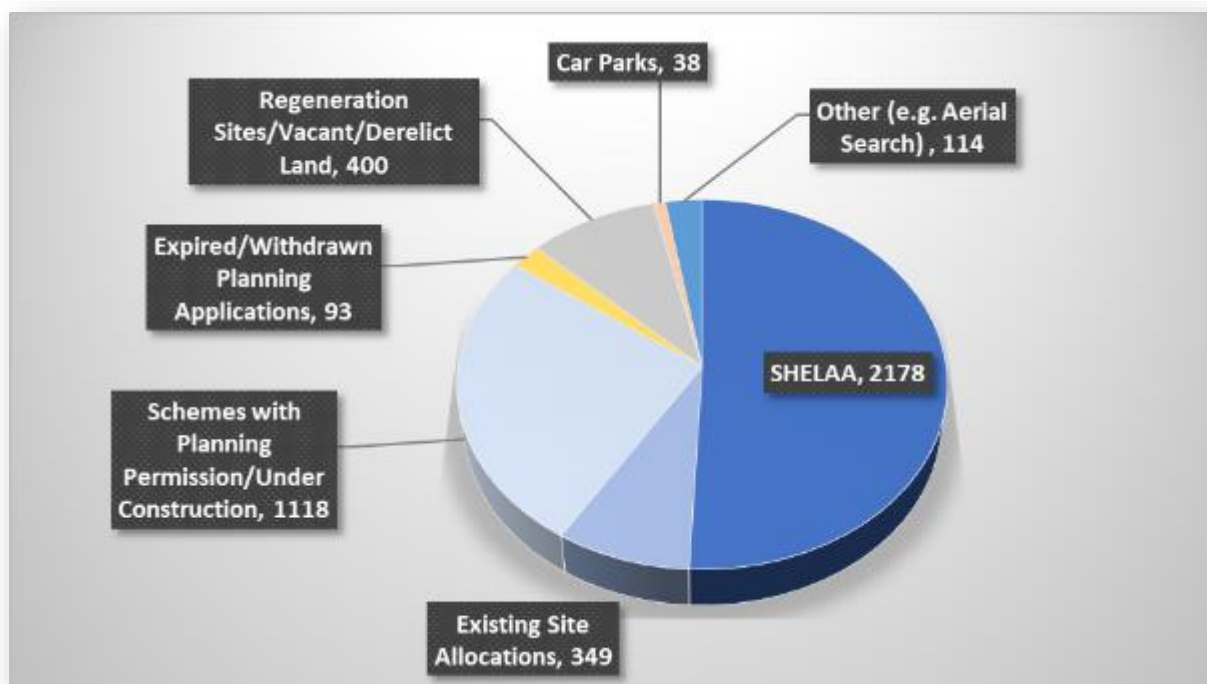
WINDFALLS

“For the purposes of this UCS, it has been assumed that ‘other’ windfalls would include:

- Sites which fall below the 0.25/5 dwelling UCS threshold;
- Sites with expired planning permissions which have not been identified as SHELAA sites due to factors such as age of expired consent, known constraints, availability issues or current uses;

- Sites in alternative use at the time of the UCS or the preparation of other Local Plan evidence bases which may subsequently come forward for development; and
- Any other site which unexpectedly becomes available.

A discount of 40% has been applied to residual brownfield windfalls per annum. This percentage discount is based on the figure of double counting measured between sites in the 2017 SHELAA and Brownfield and Greenfield windfall sites in the 2016/17 monitoring year to ensure a cautious approach to housing delivery. “



5 year Total	218 Dwellings from Greenfield Windfalls within settlement boundaries
Windfall Source	Annual Contribution from Source
Sub Division of Existing Housing	6
Flats Over Shops	3
Conversion of Commercial Properties	11
Other Brownfield	76
Greenfield (Within Urban Area)	44
Empty Homes	30
Total	170

B3 Crawley Borough Council Urban Capacity Study 2013

LINK: <http://www.crawley.gov.uk/pw/web/PUB182020>

GOALS

A review of new site and previously discounted sites to update SHLAA and determine potential capacity to support LP examination.

GENERAL METHODOLOGY

Place focused reviews of sites based on:

- Desk Based Review of Neighbourhoods
- Site Visits
- Analysis of new technical Evidence
- No systematic consideration of density etc, rather place/site basis.

From Crawley Urban Capacity Update:

URBAN CAPACITY OFFICER GUIDANCE NOTES

Urban capacity work is required to assess our ability to accommodate housing (including travellers) and employment growth.

Housing (including Travellers):

1. Each officer is assigned one to three neighbourhoods (listed below) and given two copies of an A3 OS blank plan of their neighbourhood(s) and an A3 OS plan identifying existing SHLAA and open space sites.
2. The first stage is desk based to identify the policy and physical constraints affecting your neighbourhood(s). This should be done by looking at the constraints highlighted on the large plan and double checking these with the Proposals Map. Highlight these constraints by drawing them on your blank neighbourhood plan. The proposed Built-Up Area Boundary should also be plotted where this affects your neighbourhood to highlight where we are considering amending the boundary.
3. Identify the SHLAA sites (Categories A, B, D and E) which are currently included in land supply) and open space sites and draw these on your neighbourhood plan. Category F and G SHLAA sites (those currently identified as 'suitable but currently undeliverable' or 'unsuitable for residential development') should also be plotted as these also need to reassessed in terms of deliverability and suitability.
4. You will also be given a list (and map) of council-owned sites previously contained in the SHLAA. These sites should also be plotted on your neighbourhood plan and highlighted as former SHLAA sites.
5. Any housing or employment sites promoted during Issues and Options consultation should also be plotted (list and maps provided).
6. By looking at all the constraints affecting your neighbourhood and considering existing SHLAA sites included in supply (Categories A-E), look for any additional sites which you consider may be suitable for housing and employment development. This will also involve reassessing all Category F and G SHLAA sites previously identified as undeliverable or unsuitable for development and any council-owned sites previously removed from the SHLAA.

This stage is essentially 'desk-top' to identify sites requiring further assessment through site visit(s). Please make use of the aerial photographs and Google Map/street view to check physical constraints before going on site. It will also be necessary to search on the DEF system to ascertain whether any pre-application discussions have taken place for residential development in your neighbourhood(s).

There are currently a number of Evidence Base documents which should also be checked at this stage in order to identify any relevant issues for the neighbourhood(s). These provide further evidence of some of the existing and future constraints/issues to be considered in assessing

capacity (such as strategic views, proposed Conservation Areas amendments, open space, landscape character etc) and are listed below:

- PPG17 Open Space, Sport and Recreation Report (2008) – for any open space
- Crawley ASEQ's and Locally Listed Buildings Heritage Assessment (April 2010)
- Crawley Baseline Character Assessment (May 2009)
- Landscape Character Assessment (March 2010) – for sites adjacent to or outside the boundary
- Draft SHLAA (Dec 2011)

Travellers – Any site suitable for residential use is in theory suitable for Traveller accommodation. Realistically, any site affected by noise above 60 db contour for Gatwick (mapped on large constraints plan), or subject to significant road noise and/or which is at risk of flooding should not be considered for Traveller accommodation.

Any sites bordering Neighbourhood Centres which aren't considered suitable for Housing should be assessed from an employment perspective

7. Once you have identified a list of possible sites, it will be necessary to undertake site visits to consider the appropriateness of these in more detail. It is at this stage that you will need to complete the SHLAA site assessment pro-forma to assist you in assessing the appropriateness of the site for residential and/or employment uses.

We do not expect you to identify the capacity of any new site at this stage. However, if you feel you have the ability to identify an indicative capacity, please do so. Please note that we are only seeking to identify sites with a capacity of 6+ dwellings to ensure consistency with the SHLAA threshold.

SITE SIZE (MIN)

6+ dwellings

STUDY AREA

Built up settlement boundary

RESULTS

Around a dozen new sites along with opportunity areas and town centre sites of interest identified.

WINDFALLS

Separate windfall study in 2014

B4 Lichfield District Urban Capacity Assessment 2016

LINK: <https://www.lichfielddc.gov.uk/Council/Planning/The-local-plan-and-planning-policy/Resource-centre/Evidence-base/Housing/Downloads/Urban-Capacity-Assessment/Urban-capacity-assessment-2016.pdf>

GOALS

Assesses the potential of the urban areas of Lichfield District to contribute toward the housing growth requirements as set out within the adopted Local Plan Strategy. The assessment concludes that there are currently insufficient sites (completed developments since 2008, currently committed supply, allocated sites and recommended urban capacity) to meet the requirements set out within the Local Plan Strategy for some settlements and thus supports the circumstances for statutory greenbelt release consideration.

GENERAL METHODOLOGY

The methodology for the assessment consists of six consecutive stages as set out below. Officers at Lichfield District Council produced a detailed method statement which identified the methodological approach that would be taken for the purposes of this assessment to ensure that a consistent approach was taken when undertaking the work.

The six stages of the methodology are as follows:

- Stage 1 – Assessment of Remaining Housing Requirement;
- Stage 2 – Defining the Study Area and Site Thresholds;
- Stage 3 – Identifying Sources of Sites;
using the SHLAA which included the sources of supply (not just the call for sites responses)
- Stage 4 – Devising the Land Availability Questionnaire Pro Forma (LAA Style);
- Stage 5 – Undertaking the Survey Work;
updates the SHLAA surveys
- Stage 6 – Conclusions and Recommendations.

The UCA and (ELR) share a broadly consistent methodology and assessment work was carried out on both documents simultaneously. The following sections of the assessment detail and follow the methodology as outlined above.

SOURCES OF SUPPLY

The SHLAA included

- Existing allocations (from the LPS and emerging or 'made' Neighbourhood Plans);
- Schemes with the benefit of extant planning permission or are currently under construction;
- Expired and withdrawn planning applications for residential development;
- Local authority owned land/surplus public sector land;
- Vacant and/or derelict land or buildings and other redevelopment opportunities;
- Sites submitted through the councils 'Call for Sites' process.

STUDY AREA

Urban capacity of Lichfield City, Burntwood and all settlements within the District which have an existing village settlement boundary as identified on the LPS Policies Maps. Outputs include a number of sites adjacent to, but outside, settlement boundary.

SITE SIZE (MIN)

Lichfield District follows NPPG (HELAA) recommendation of a threshold of sites for 5 or more dwellings. This threshold of 5+ dwellings is considered to make for a more manageable assessment

which is also considered to be better aligned to the likely minimum size (in terms of dwelling capacity) of potential allocations to be made through the LPA document.

Analysis of completions showed that on average 54 dwellings pa are delivered on sites of 0-4 dwellings.

WINDFALLS – HOW & HOW MANY

They consider windfalls any apps delivering 1-4 dwellings. Breakdown provided by settlement, but not by PDL/Greenfield.

NHOOD PLANS

There are 16 plan areas. Of these neighbourhood plans only the Shenstone Neighbourhood Plan has allocated land for residential development (mixed use in settlement 50 dwellings + 1k m2 B1)

RESULTS

Lichfield City– additional urban capacity of 367 dwellings, Burntwood 318, Fradley 80, Alrewas 70, Fazeley, Mile Oak & Bonehill 4, Whittington 18,

Table 5.2

Source of Dwellings	Number of Dwellings
Sites complete 2008-2016 (Appendix A)	567
Net committed supply at 31 st March 2016 (Appendix B – Table B.1)	456
Committed sites assessed as 'uncertain' to be removed from committed supply.	-22
Net additional commitments from 1 st April 2016 – 31 st August 2016 (Appendix B – Table B.3)	100
Additional urban capacity	367
Strategic Development Allocation(s)	2100
TOTAL	3568
LPS Requirement	3912
Remaining/Surplus requirement	-344

B5 Milton Keynes Urban Capacity Study February 2017

LINK: <https://www.milton-keynes.gov.uk/planning-and-building/planning-policy/urban-capacity-study>

GOALS

Sites identified through the Urban Capacity Study help to reduce the number of dwellings that need to be allocated on greenfield sites in the open countryside. Brings together detail on past delivery

GENERAL METHODOLOGY

Follows Tapping the Potential. Discounting varies depending on source of supply; ranging from 75% to 0% discount applied.

NHOOD PLANS

A number of Neighbourhood Plans – consideration made when assessing sites. Two sites allocated in Wolverton plan and 1 in Walton. The Central Business Neighbourhood Plan is primary source of housing allocations.

DENSITY

It is assumed that sites will generally be developed at a net density of 35 dph. This is considered to be achievable and would make best use of developable land within the urban area. In CMK, higher densities will be achieved, and, in line with the CMK Business Neighbourhood Plan, a net density of 250 dph is assumed. In Bletchley town centre, where higher densities can be achieved, a net density of 200 dph is assumed. For some sites, detailed design work has been undertaken, or there is a particular lower density context.

SITE SIZE (MIN)

size threshold of 0.15ha has been applied. Any capacity from sites below the threshold considered to be windfalls.

STUDY AREA (MIN SETTLEMENT SIZE, NUM SETTLEMENTS)

Built-up areas of Milton Keynes, Newport Pagnell, Olney, Woburn Sands and Hanslop (>2000 pop)

RESULTS

No disaggregation of “new” sites via UCS. Total urban capacity identified is 4,556 dwellings.

B6 Tandridge District Council Urban Capacity Study – June 2017

LINK:

<https://www.tandridge.gov.uk/Portals/0/Documents/Planning%20and%20building/Planning%20strategies%20and%20policies/Local%20plan/Evidence%20base%20and%20technical%20studies/Urban-Capacity-Study-2017.pdf>

GOALS

94% of Tandridge is designated as Metropolitan Green Belt. Exceptional circumstances should be demonstrated, and requires ensuring plans make effective use of suitable brownfield sites, and ‘optimising’ the proposed density of development.

purpose of the Urban Capacity Study is therefore to:

- Identify additional sites which have not currently been included in the HELAA process within existing sustainable settlements, to assist in potentially boosting land supply within settlement boundaries and to help demonstrate exceptional circumstances where Green Belt release is required to meet the Council’s objectively assessed housing need.
- Robustly assess the baseline and optimised densities across sustainable settlements, in order to boost delivery within settlements and demonstrate exceptional circumstances if required.

GENERAL METHODOLOGY

Part I - Sites

Step 1: Determining the Boundaries of the Site Search 1 – Identify settlements to consider nb considered adjacent to settlements

Step 2: Collating Data Sources

- live planning applications, withdrawn and refused planning applications and pre-application enquiries
- HELAA sites not chosen & old shall sites with drawn
- Exclude Open Space (commons etc)

Step 3: Undertaking the Site Search

- Air photos with constraints (GIS) - site size threshold (HELAA)
- Existing use sites: car parks, social clubs, golf clubs, churches...
- Step 4: Recording Identified Sites (draw boundaries)

Part II – Density Mapping

“To robustly assess the current and optimised housing densities across Tandridge’s settlements, to maximise delivery within settlement boundaries.”

Step 1: Baseline Mapping

Draft GIS maps were created which identified baseline Density Character Areas within the settlement boundaries. For each baseline Density Character Area, a number of smaller areas were used to estimate the current net density (expressed in terms of dwellings per hectare), using the address point GIS data provided by the Council. Net density is defined as the number of dwellings per hectare on land devoted solely to residential development; this includes internal access, private open space and parking associated with the development, but excludes distributor roads, public open space and land for infrastructure such as community facilities or utilities

Step 2: Density Optimisation

Step 3: Application of Optimised Density to quantify gains for local plan

NB there is no consideration of deliverability and economics; eg a 0.75 ha site may be able to deliver 65 dwellings; however such a development requires developer willing to take on risk and to carry higher build costs. In practice many site owners would opt for lower density.

STUDY AREA (MIN SETTLEMENT SIZE, NUM SETTLEMENTS)

The Urban Capacity Study covers the 19 settlements which fall within the first three tiers of the settlement hierarchy – smallest settlement ca 3,800 pop (but just outside Gatwick airport). These settlements meet the service criteria for “sustainable settlements.”

SITE SIZE (MIN)

NPPG five or more dwellings on sites of 0.25ha; A site size threshold of 0.2ha was considered to provide a precautionary approach, which meant that the site search would identify smaller sites that could potentially accommodate five dwellings or more. (Any smaller and it would be difficult to use aerial imagery to assess site.

Sites comprising of residential gardens would not be identified as part of this study.

WINDFALLS

Tandridge is a predominantly Green Belt authority and has historically been subject to relatively high levels of windfall development. The UCS sites (the 16 sites) were considered to be the windfalls

Density Info

Table D.1: Summary of baseline and optimised densities for the Density Character Areas (excluding Conservation Areas)

Ref.	Name	Baseline Net Density (dwellings per hectare)	Optimised Net Density (dwellings per hectare) (excluding Conservation Areas)
DCA 1	High Density	120 – 150	100 (see explanation below)
DCA 2	Medium-High Density	50 – 120	100 (see explanation below)
DCA 3	Medium Density	20 – 50	60-75 ²
DCA 4	Medium-Low Density	10 – 20	45
DCA 5	Low Density	5 – 10	15
DCA 6	Very Low Density	5 and under	N/A

No density optimisation applied in conservation areas

RESULTS

16 brownfield sites were identified.

Table 3 Site size summary

Site size	Number of sites
Between 0.2 and 0.5 ha	9
0.51 to 1 ha	5
1.01 ha to 1.5 ha	0
1.51 ha to 2 ha	1
Greater than 2.01 ha	1

Table 4 Site Type Summary

Site Type	Number of sites
Car Park	11
Mixed use	1
Storage site	2
Unknown	2

By applying optimised densities has identified a dwelling capacity of 723.

B7 Warrington LP Review Urban Capacity Statement October 2016

LINK:

https://www.warrington.gov.uk/download/downloads/id/13447/urban_capacity_statement_final_july_2017.pdf

GOALS

Detailed work to establish additional capacity to accommodate growth in the existing urban area and on green field sites outside of the statutory Green Belt. This has confirmed a capacity for approximately 15,000 new homes.

GENERAL METHODOLOGY

The urban capacity figure is a product of the updated SHLAA figure; the Warrington & Co. Master Planning work; plus a windfall allowance for the 15 year SHLAA period (ie. years 1-5, 6-10 and 11-15). The Urban Capacity Study is a summary / review of the findings of the SHLAA which is a full-capacity shlaa which looks at land monitor and windfalls etc.

In order to avoid double counting, the capacity of all of the sites in the SHLAA that are located within the master planning areas (ie. 3716) has been subtracted from the masterplan total

SHLAA (UCS approach): sites were screened for policy constraints that might preclude development. (146 sites located within the Green Belt have therefore been recorded as unsuitable)

SITE SIZE (MIN)

A physical site size threshold of minimum of 0.25 hectares (from SHLAA)

WINDFALLS – HOW & HOW MANY

“Windfall sites will continue to make a modest contribution to supply across the plan period” using an allowance of 64 dwellings per annum based on historic trends (from SHLAA) More significant windfall developments may also continue to emerge from sites where the abandonment of one use in favour of residential development (citing Office to Resi PD)

DENSITY ASSUMPTIONS

2.51 The Council does not have specific prescribed densities within policies of the adopted Local Plan Core Strategy. However, evidence and sensitivity testing (see Appendix 3) suggests a density range of between 30 - 50 dwellings per hectare applied to the net developable area of a site is appropriate when estimating capacity for sites without planning permission or where a developer/landowner has not offered specific details. This sensitivity testing saw a modest increase in potential capacity.

Net Developable Area Ratios			
Site Size	Less than 0.4 ha	0.4 ha to 2ha	Over 2ha
Gross to Net Ratios	100%	90%	75%

Table 2.1: Net Developable Area ratios for different scales of development

Year	Total number of gross completions	Completions on Small Sites (below 0.25ha)	Completions on Small sites as a % of total completions	Completions on Large Windfall Sites (0.25Ha and above)
2007/2008	1565	207	13.2%	1
2008/2009	633	89	14.1%	0
2009/2010	388	57	14.7%	0
2010/2011	527	42	8.0%	0
2011/2012	600	57	9.5%	3
2012/2013	647	57	8.8%	0
2013/2014	693	117	16.9%	2
2014/2015	687	62	9.0%	0
2015/2016	595	60	10.1%	0
2016/2017	521	117	22.5%	0
Total	6856	865		6
Small sites average completions		87	12.7%	

Table 2.4: Summary of annual average small sites completions

RESULTS

The urban capacity figure is a product of the updated SHLAA (2017) figure and the updated Master Planning work undertaken in partnership with Warrington & Co. This has confirmed a capacity for 15,429 new homes over the next 20 years. In order to avoid double counting of capacity from this master planning work the capacity of the sites in the SHLAA that are located within the master planning areas (ie. 2,285) has been subtracted from the masterplan total. A small sites allowance has been added for a further five years (ie. 435) to take account of the plan period of 20 years.

Table 1: Urban Capacity Assessment – Housing Land (2017)

EDNA/Master Plan Area	Total
SHLAA 2017 (existing supply)	9,721
Masterplanning Areas	7,558
Additional Small Sites Allowance (15yrs+)	435
SHLAA sites in Masterplanning Areas	-2,285
Total	15,429

B8 West of England JSP/Bristol LP Review Urban Potential Assessment February 2018

LINK:

<https://www.bristol.gov.uk/documents/20182/33167/Bristol+Urban+Potential+Assessment+2018>

GOALS

To maximise the contribution of brownfield development and surplus public land to meet place making and national policy goals (cf Fixing our broken housing market).

An urban assessment focused on “previously developed land in areas that are well-served by public transport, and consideration has been given to the potential to replace existing low-density uses with new homes or build in the airspace above them.”

GENERAL METHODOLOGY

Understanding past delivery (density, location etc).

1. Review of historic delivery for specific sources of supply
 - Development on underused industrial land
 - City centre office sites
 - Development on undeveloped land
2. A citywide search for underused sites with potential for new homes, drawing on several sources;
3. For each site found, analysis of its potential capacity for new homes and the likelihood of it coming forward as a developable and deliverable site by 2036;
4. Additional focused reviews of designated industrial land, undeveloped land and city centre office sites; and
5. Where sites were highly clustered, analysis of the potential to achieve increased numbers of new homes by uplifting densities and/or a comprehensive redevelopment approach.

Discounting was included gross-net reductions and site specific adjustments.

Cluster Analysis was used to review potential around specific sites.

SITE SIZE

10 or more dwellings. Sites as small as 0.08 ha identified.

DENSITY

Analysis of density of past delivery of sites showing around 100dph net density in the City, with a higher average (110) dph on brownfield land in the city.

Area	Density (dph) ¹⁶
City centre	200
Inner Priority	120
Inner	100
Outer Priority	85
Outer	65

RESULTS

Identified capacity for ca 12,4000 homes to 2036 broken down as:

Source	Approx potential homes
Main citywide site search	6,150
Potential from underused industrial land	1,500
Potential from undeveloped land	1,000
Potential from city centre office sites	2,150
Uplift of site allocations	1,600
Total	12,400

B9 Aberdeen Brownfield Urban Capacity Study – December 2012

LINK:

https://www.aberdeencity.gov.uk/sites/default/files/aldp_2016_brownfield_urban_capacity_study_2013.pdf

GOALS

To assess potential of the main urban area of the City to absorb further housing development. This follows from national (Scottish) and local policy objectives to give preference to development on brownfield land.

GENERAL METHODOLOGY

References Tapping the Potential. Specific engagement with private and institutional land owners (e.g. the University). Similar/standard sources of supply from Tapping the Potential. Includes consideration of “Non-effective Housing Supply” which in Scottish policy relates to land supply not deliverable in the near term due to constraints.

Windfalls appear as a general source of supply as “intensification (for example back land and garden development”. The method goes on to state:

However, identifying individual sites could be very time consuming. It could lead to pressure for development which could have an adverse effect on the character of

some areas. This category should therefore be discounted as a potential housing source.

DENSITY

Analyses and updates density on sites delivered over the past decade to identify average gross densities. Goes on set out indicative density ranges:

City Centre	70-95
Urban	40-75
Suburban	35-55
Rural	30-40

From this a potential supply is calculated for low and high density ranges for total sites based on source of supply. For example:

Vacant and derelict land

a. Vacant and Derelict Land

This is a significant category and a number of sites are identified in the Scottish Vacant and Derelict Land Survey (SVDLS). A copy of this Survey is available on our website (www.aberdeencity.gov.uk/localdevelopmentplan)

Indicative Density Range Potential

Location (and notional density)	Sites	Ha	Low Potential	High Potential	S/L
City Centre (70 to 95)	2	0.35	24.5	33.25	18.9
Urban (40 to 75)	13	171.07	863.2	1618.5	997.9
Suburban (35 to 55)	3	2.92	113.2	177.6	127.8
TOTAL	18	174	1000.9	1829.35	1144.6
Total (rounded)	18	1.74	1001	1829	1145

STUDY AREA

Appears to be full administrative area. There is no minimum site size (sites of <.1 ha appear in summaries).

B10 Belfast City Council Urban Capacity Study 20 March 2018

<http://www.belfastcity.gov.uk/nmsruntime/saveasdialog.aspx?IID=28245&SID=25217>

GOALS

Provide comprehensive evidence of housing supply to support Local Development Plan. Following Northern Ireland's following Planning Policy Statement 12 'Housing in Settlements.' This is required by overarching policy objectives which include:

... encourage an increase in the density of urban housing appropriate to the scale and design to the cities and towns of Northern Ireland; and

GENERAL METHODOLOGY

Within the framework of Planning Policy Statement 12 'Housing in Settlements' methodology for undertaking urban capacity studies a generalised methodology was been developed, based around the 5 broad stages of the HELAA methodology.

- Stage 1: Sites identification
- Stage 2: Sites assessment
- Stage 3: Windfall assessment
- Stage 4: Assessment review (including indicative trajectory)
- Stage 5: Final evidence base

STUDY AREA (MIN SETTLEMENT SIZE, NUM SETTLEMENTS)

City council area focused on urban footprint (predominately urban, with some rural fringe wards considered).

SITE SIZE (MIN)

Uses a minimum threshold of 5 units. Small windfall sites are those which fall below this threshold

WINDFALLS – HOW & HOW MANY

Based on historic annual number of homes on small windfall sites.

DENSITY INFO

References Strategic Planning Policy Statement for Northern Ireland' - Planning for Sustainable Development (SPPS) which states that planning authorities must “deliver increased housing density without town cramming, sustainable forms of development, good design and balanced communities”.

Characterises residential areas as : High Density / Medium Density /Low Density

Average Densities were calculated based on the housing monitor including analysis of permitted/built

Character Area Approved applications	Gross Density – dwellings per hectare)
Belfast City Centre	316
Inner City Belfast	145
Arterial Routes	147
Strategic Centres	118
Wider Urban Area	55
Small settlements	55

RESULTS

- 268 NEW sites were identified within the urban footprint (217 sites retained).
- 118 sites were considered suitable for housing with an indicative yield of 4,618 gross housing units.
- • 16 sites were deemed suitable for employment use with an indicative yield of approximately 437,000m² gross employment floorspace.
- • 83 sites were suitable for either housing or employment of a mix of both.

7.2. Summary Sources of supply

	Black Country	Charnwood	Crawley	Havant	Lichfield	Milton Keynes	Tandridge	Warrington	West of England
(SHELAA)/SHLAA HELAA	✓	✓	✓		✓		✓	✓	
Brownfield Reg/NLUD									✓
Existing allocations (Housing/Non Housing)		✓		✓	✓			✓	
Employment Land *	✓	✓	✓	✓		✓		✓	✓
Neighbourhood Plan allocations		✓	✓						
Extant planning permissions		✓	✓	✓	✓			✓	✓
Previous / pending residential planning applications		✓	✓	✓	✓		✓	✓	✓
Public sector land;		✓			✓		✓	✓	✓
Masterplans/AAPs/Regen/intensification	✓		✓		✓	✓	✓	✓	✓
Vacant and/or derelict land or buildings		✓	✓	✓	✓	✓	✓	✓	✓
Sub-division of houses;		✓		✓		✓			
Flats over shops;		✓				✓			
Empty homes;		✓		✓		(1)			
Commercial Building Conversion	✓	✓	✓	✓		✓	✓	✓	✓
Surplus car parks;		✓	✓	✓		✓		✓	
Surplus open space, sport and recreation land/facilities;	✓	✓		✓					✓
Windfalls	✓	✓						✓	

* allocated (or with permission) for employment or other land uses which are no longer required for those uses

(1) “In 2015 long-term empty homes represented 0.43% of the housing stock. This compares with a regional percentage of 0.64% and a national percentage of 0.88%. It is therefore not considered that empty homes will make a significant contribution to housing capacity.” MK UCS

Note: lack of specific reference to Brownfield Register reflects that in general these sites also appear in the other sources of supply such as permissions, allocations and shlaas.

