



Shaping our future



SOUTH LAKELAND LOCAL PLAN 2040

# South Lakeland Local Plan

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

### Assessment Methodology

February 2021

[www.southlakeland.gov.uk](http://www.southlakeland.gov.uk)



## Contents

Introduction and Background ..... 4

    Introduction ..... 4

    Background..... 4

Methodology ..... 7

    Overall Methodology ..... 7

    Approach to Consultation and Engagement ..... 8

    Stage 1: Site/Broad Location Identification ..... 9

    Stage 2: Site/Broad Location Assessment..... 15

    Stage 3: Windfall Assessment ..... 27

    Stage 4: Assessment Review ..... 30

    Stage 5: Final Evidence Base ..... 30

## Appendices

Appendix 1: Examples of Site Schedules..... 32

Appendix 2: Site Summary Sheet Template..... 34

Appendix 3: Density Analysis ..... 36

Appendix 4: Stakeholder Consultation on Draft Methodology ..... 41

Appendix 5: Stakeholder Panel Draft Terms of Reference ..... 56





**List of Figures**

Figure 1: Planning Practice Guidance - Methodology Flowchart..... 7

Figure 2: South Lakeland SHELAA Study Area ..... 10

Figure 3: Windfall Completions 2003-2020 ..... 27

**List of Tables**

Table 1: Site sources..... 12

Table 2: 'Tapping the Potential' gross to net ratios..... 24

Table 3: Gross to net ratios achieved in South Lakeland ..... 24

Table 4: Proposed gross to net site area ratios for SHELAA..... 24

Table 5: Proposed SHELAA density assumptions ..... 25

Table 6: Windfall Completions 2003-2020..... 28

Table 7: Windfall Completions - Site Size and Location ..... 28





## Introduction and Background

### Introduction

- 1.1.1 A Strategic Housing and Economic Land Availability Assessment (SHELAA) provides an audit of land that is suitable, available and achievable for housing and economic development/employment uses over the Local Plan period. SHELAA's inform plan making by providing information on potential sites but it is important to note that SHELAA's in themselves **do not allocate sites for development**.
- 1.1.2 South Lakeland District Council is preparing a SHELAA for the local planning authority area (parts of the district that do not fall within the National Parks). The new SHELAA will form part of the evidence base for the review of the Council's Local Plan which is due to be completed by 2023 and will result in an updated Local Plan for the plan period 2016-2040.
- 1.1.3 This report sets out the Council's methodology for preparing the SHELAA. We engaged with stakeholders on a draft methodology<sup>1</sup> in January – February 2020 through an online survey and workshop, and the methodology was finalised in July 2020 taking account of responses received<sup>2</sup>.
- 1.1.4 The methodology has been subsequently updated to incorporate an assessment of economic land uses in addition to housing. The original intention was to prepare separate housing and employment land availability assessments, but a combined assessment of housing and economic land (a SHELAA) will now be undertaken as recommended in the government's online Planning Practice Guidance (PPG)<sup>3</sup>. The SHELAA will include a range of economic land uses including offices, research and development of products/processes, light industrial, general industrial and storage or distribution. These use classes now fall within 'Class E' of the Use Classes Order<sup>4</sup> and comprise the former B1, B2 and B8 use classes.

### Background

- 1.1.5 The National Planning Policy Framework (NPPF) requires local planning authorities to have a clear understanding of the development land available in their area through the preparation of a Strategic Housing Land Availability Assessment (SHLAA). The NPPF requires Local Plans to identify a supply of specific, deliverable housing sites for years one to five of the plan period, and specific sites or 'broad locations' for years 6 to 10 of the plan, and if possible for years 11-15. South Lakeland's most

---

<sup>1</sup> The draft methodology report can be viewed at: <https://cumbria.citizenspace.com/south-lakeland-district-council/shlaa-pm>

<sup>2</sup> See Appendix 4 for a summary of the comments received and how they have been taken into account.

<sup>3</sup> Reference ID: 3-001-20190722

<sup>4</sup> <https://www.legislation.gov.uk/ukxi/2020/757/made>

recent five year housing land supply assessment is set out in its [Housing Land Annual Position Statement](#) to a base date of 31 March 2020, and this identifies deliverable housing land for the period 2020-2025. The SHELAA is a key piece of evidence in identifying potential development land that could be considered for allocation through the Local Plan review process.

- 1.1.6 The amount of housing land required to be allocated in the new Local Plan will depend on the existing supply (for example sites with permission or currently allocated for development) and the updated housing requirement target in the new Local Plan. The housing requirement will form part of the early consultation on the Local Plan. The most up to date local assessment of housing need in the planning area for the period 2016-2036 is that contained within the 2017 [Strategic Housing Market Assessment](#) (SHMA)<sup>5</sup> which calculated a housing need of up to 290 dwelling per year. It should be noted that this 'need' figure is not the same as a Local Plan target (as it is an objective assessment of need without taking into account other factors such as policy and environmental constraints, growth ambitions etc), but the need figure will be used to inform the target in the new Local Plan and will be subject to consultation with stakeholders and communities.
- 1.1.7 An updated assessment of the need for land for both new housing and economic development uses (a Strategic Housing and Economic Needs Assessment – 'SHENA') will be commissioned to inform the Local Plan Review. The Local Plan Review will also include an updated target for employment land provision. The existing Local Plan makes provision for 4 hectares of employment land per year, totaling 60 hectares over the plan period of 2010-2025.
- 1.1.8 The Government's Planning Practice Guidance (PPG) sets out how land availability assessments should be undertaken and states that they should:
- Identify sites and broad locations with potential for development;
  - Assess their development potential;
  - Assess their suitability for development and the likelihood of development coming forward (the availability and achievability).
- 1.1.9 South Lakeland's SHELAA will form an important piece of evidence to underpin work on the update of the Local Plan for the period 2016-2040. It will provide a robust and up to date assessment of land with development potential in the district. It will update previous evidence on housing land availability including the South Lakeland Strategic Housing Land Availability Assessment (Roger Tym & Partners, 2009<sup>6</sup>) and previous evidence on employment land availability including the Employment Land Review (Lambert Smith Hampton, 2012<sup>7</sup>).

<sup>5</sup> <https://www.southlakeland.gov.uk/media/4742/final-shma-october-2017.pdf>

<sup>6</sup> See <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/evidence-base/housing-evidence/>

<sup>7</sup> See <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/evidence-studies-and-reports/employment-and-retail-evidence/>



- 1.1.10 It is important to note that SHELAAs **do not allocate sites** for residential or economic development uses, and the identification of sites within SHELAAs does not infer that planning permission will be granted by the Council. The assessment is an important evidence source to inform plan making but does not in itself determine whether a site should be allocated for development. It is the role of the assessment to provide information on the range of sites which are available to meet need, but it is for the development plan itself to determine which of those sites are the most suitable to meet those needs.
- 1.1.11 The inclusion of sites within SHELAAs does not preclude them from being developed for alternative suitable uses. Any planning applications will continue to be treated on their own merit and assessed against the development plan and other material considerations. The exclusion of sites from SHELAAs (either because they have not been identified or have been assessed and discounted) does not preclude the possibility of planning consent being granted in the future.

# Methodology

## Overall Methodology

1.1.12 The Government’s online Planning Practice Guidance<sup>8</sup> advises on the methodology that should be followed in preparing a strategic land availability assessment. It breaks the process into five broad stages and summarises these using the flowchart below. The Council will adopt this broad methodology for its SHELAA and the following sections describe how we will implement the stages of the assessment.

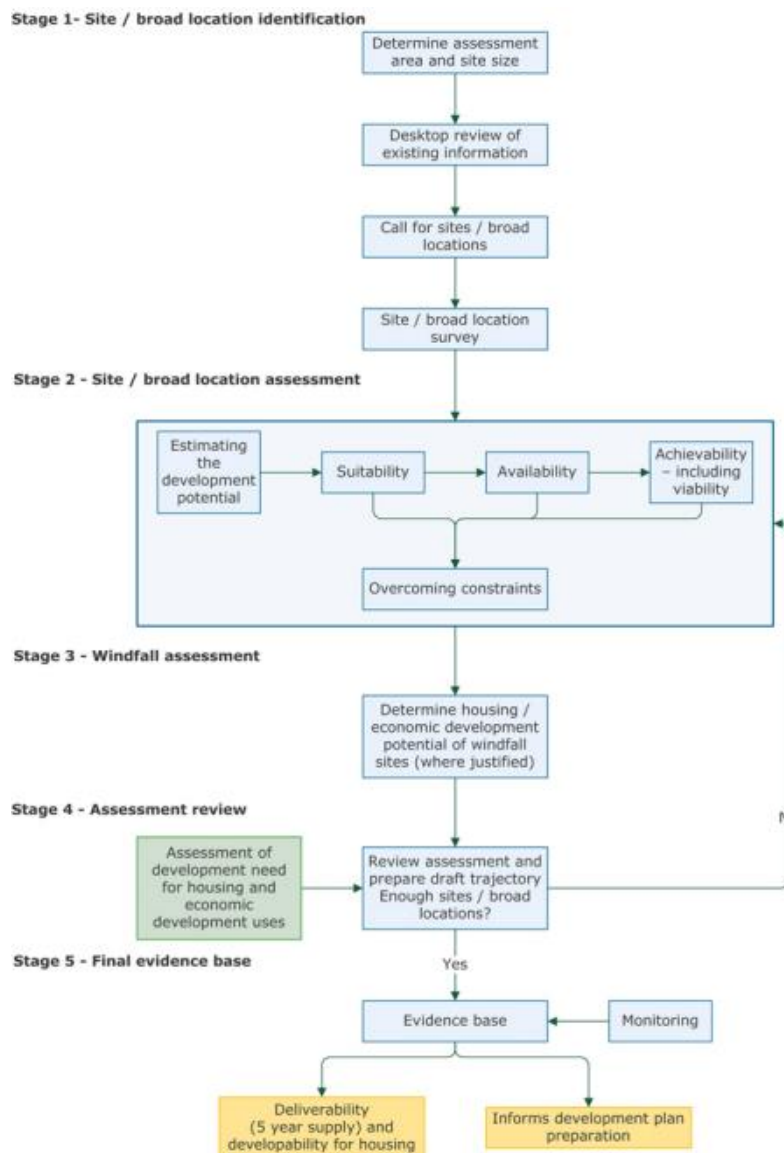


Figure 1: Planning Practice Guidance - Methodology Flowchart

<sup>8</sup> <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>

## Approach to Consultation and Engagement

- 1.1.13 The Council will engage with the development industry and other key stakeholders in the preparation of the SHELAA, to ensure that it provides a robust, well informed and realistic assessment of land availability and deliverability. We already regularly liaise with landowners, agents and developers on housing delivery issues, through for example our annual survey to inform our five year housing land supply assessments, in which we request information on availability, likely build out rates, lead in times and barriers to delivery.
- 1.1.14 We commenced stakeholder engagement on the SHELAA by consulting on a draft methodology in January – February 2020. The consultation document can be viewed on our [online survey page](#)<sup>9</sup>. The consultation was followed by a stakeholder workshop on 12 March 2020. A summary of the comments received on the draft methodology, and how we have taken them into account, can be found in Appendix 4.
- 1.1.15 The Planning Practice Guidance suggests that local planning authorities may want to set up an ‘assessment and delivery group’ to contribute towards housing land availability assessments, annual 5 year land supply assessments and Housing Delivery Test action plans. The PPG suggests that these groups could identify delivery issues and help find solutions to address them. There was strong support for a panel or delivery group to support the SHELAA process in our early consultation.
- 1.1.16 Given the strong support and interest we have therefore decided to convene a panel comprising of key stakeholders including landowners, agents, developers, infrastructure providers and experts on matters such as highways, surface water flooding and viability to support the SHELAA process. A draft Terms of Reference for the panel is contained in Appendix 5 of this document and the Council will shortly invite expressions of interest in joining the panel. Engagement with this panel will be in the form of workshops/meetings at key stages and ongoing engagement throughout the process including asking members to comment on sites’ suitability, availability and achievability based on their areas of expertise. It is considered that this group will add value to the SHELAA process, particularly in terms of providing advice and input on issues such as site suitability and achievability, build out rates, insight into the local development market and barriers to delivery.
- 1.1.17 We will consult on a draft SHELAA report, which will likely comprise of a 6 week public consultation period alongside the Issues and Options consultation on the Local Plan Review, with the primary purpose of seeking views on the accuracy of the report before it is finalised. There was strong support in our draft methodology consultation for consulting on a draft report.

<sup>9</sup> : <https://cumbria.citizenspace.com/south-lakeland-district-council/shlaa-pm>





## Stage 1: Site/Broad Location Identification

### Geographical Area

- 1.1.18 The Planning Practice Guidance advises that the area covered by a SHELAA should reflect the housing market area and functional economic area, and can cover one or more local planning authority areas. South Lakeland's 2017 Strategic Housing Market Assessment has concluded that South Lakeland district can rightly be regarded as a contained housing market area based on an analysis of migration data, commuting patterns and house prices as it is relatively self-contained. The Council is therefore preparing a SHELAA for the South Lakeland District local planning authority area (which excludes the National Parks). It should be noted that South Lakeland does have close links with adjacent Lancaster and Barrow in Furness local planning authority areas in terms of commuting and housing markets and the three authorities have recently signed a Statement of Intent to formalise their partnership working, particularly on economic development initiatives, and have formed the Lancaster and South Cumbria economic region. However for the purposes of this SHELAA South Lakeland will be considered to be an appropriate functional geography.
- 1.1.19 The Arnsdale and Silverdale Area of Outstanding Natural Beauty (AONB) Local Plan was adopted in March 2019 and allocates land suitable for development based on a bespoke landscape capacity led approach. The updated South Lakeland Local Plan will not be allocating additional sites for development in the AONB area<sup>10</sup>. The call for sites for the SHELAA will not therefore be scoped to include additional site suggestions for the AONB area. It would not be appropriate to utilise the same site assessment methodology for sites in the AONB, and there is a recently adopted and up to date development plan for this area. For the AONB area the SHELAA will therefore include sites allocated in the AONB Local Plan and sites with planning permission so that they can be included in the overall calculation of the district's land supply.

---

<sup>10</sup> However strategic policies arising from the Local Plan review will likely apply to the AONB so it is not entirely out of the scope of the review.

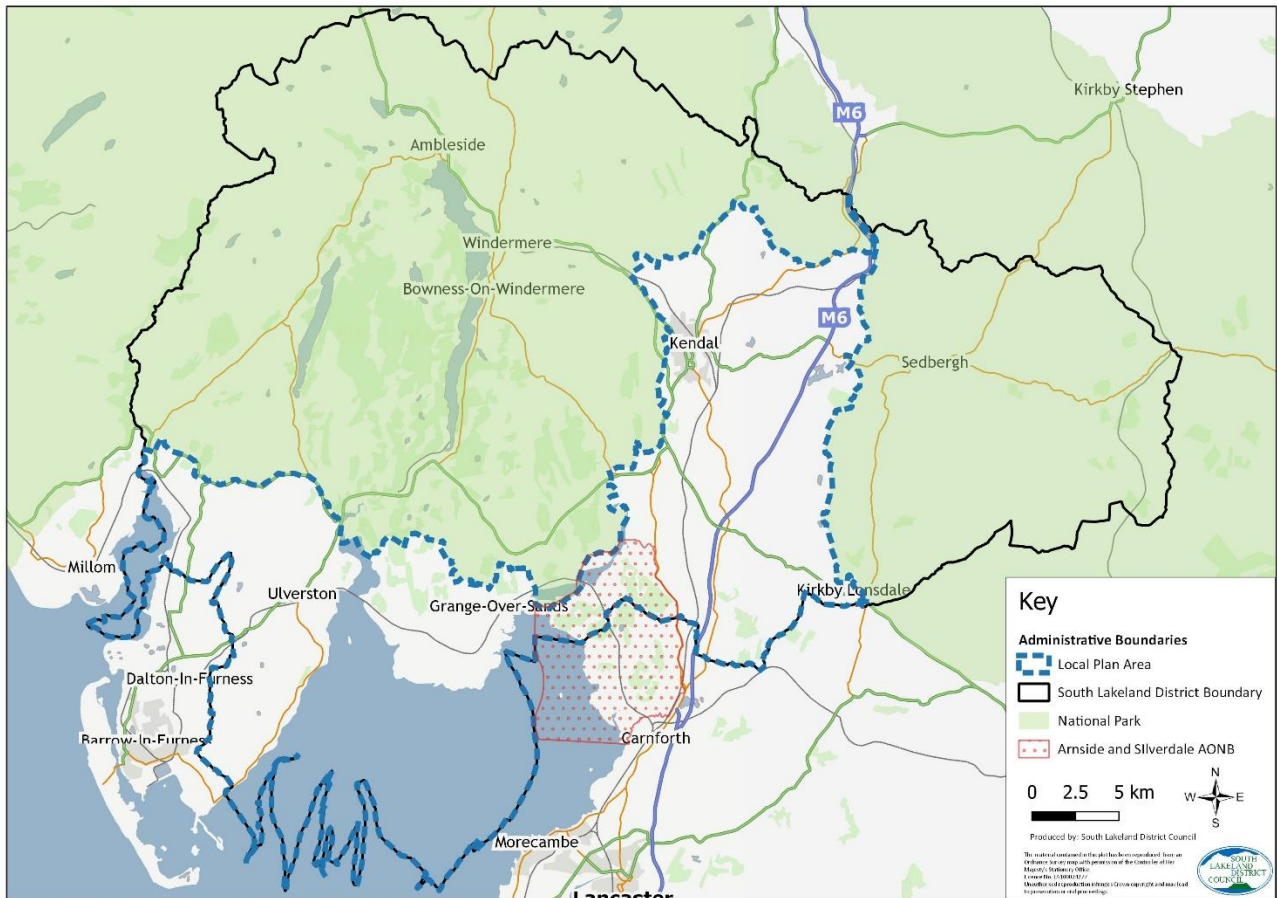


Figure 2: South Lakeland SHELAA Study Area

## Site Size Threshold

- 1.1.20 The PPG states that it may be appropriate for assessments to consider all sites and broad locations capable of delivering 5 or more dwellings. The PPG allows for alternative site size thresholds where appropriate.
- 1.1.21 The Council does not consider that there are any locally specific reasons to vary from the nationally suggested thresholds and is therefore adopting the above thresholds for the assessment, which also align with the threshold for Brownfield Land Registers. The Council is converting the 5 unit threshold into a site area of 0.2 hectares (equating to 25 dwellings per hectare density) to allow for simpler initial screening of sites. However if a site is below 0.2ha but its promoter, or the Council considers it could accommodate 5 or more dwellings it will still be included in the study.
- 1.1.22 The revised NPPF has introduced a requirement for local authorities to promote more small and medium size sites in order to ensure a wider mix of housing sites. It requires authorities to identify at least 10% of their housing requirement on sites no larger than one hectare. The proposed site size threshold of 5 dwellings or 0.2ha in



the SHELAA will still allow the identification of a sufficient supply of housing land on small to medium sites.

- 1.1.23 For sites proposed for economic development uses the SHELAA will adopt the site size threshold recommended in the PPG of 0.25 hectares or 500 square metres of floorspace.

## The Identification of Sites and Broad Locations

- 1.1.24 Plan makers should be proactive in identifying as wide a range as possible of sites and broad locations for development, and the PPG advises that authorities should not just rely on sites already known to them, and should seek to identify new opportunities through land availability assessments.
- 1.1.25 The Council will therefore identify sites for assessment from a range of sources to ensure that a comprehensive picture of available development land is presented in the SHELAA. The PPG suggests a number of types and sources of sites (see table below) and the Council proposes to use these sources and any other available information to identify sites.
- 1.1.26 It should be noted that some of the types of site suggested in the PPG and outlined below may not be relevant in South Lakeland or may not prove to be compatible with the emerging Local Plan's development strategy, however all are listed for completeness below.

| <b>Suggested Site Types in Planning Practice Guidance</b>          | <b>Potential Data Source (South Lakeland)</b>   |
|--|---|
| Existing development allocations not yet with planning permission. | South Lakeland Land Allocations DPD (2013)<br>Neighbourhood Plans   |
| Planning permissions that are unimplemented or under construction. | South Lakeland District Council (SLDC) planning register records and annual monitoring activities, including the Housing Land Annual Position Statement.  |
| Planning applications that have been refused or withdrawn.         | SLDC planning application records.  |
| Land in the local authority's ownership.                           | SLDC records and land ownership GIS layer.  |
| Surplus and likely to become surplus public sector land.           | <a href="#">National register of public sector land</a><br>Engagement with other public sector bodies that own land locally such as Cumbria County Council, central government, National Health Service, fire |

| Suggested Site Types in Planning Practice Guidance   | Potential Data Source (South Lakeland)   |
|--|--|
|  | services, utilities providers, statutory undertakers etc.  |
| <p>Other opportunities:</p> <ul style="list-style-type: none"> <li>- Vacant and derelict land and buildings (including empty homes, redundant and disused agricultural buildings, potential permitted development changes e.g. offices to residential).</li> <li>- Additional opportunities in established uses (e.g. making productive use of under-utilised facilities such as garage blocks)</li> <li>- Sites in rural locations</li> <li>- Sites in and adjoining villages or rural settlements and rural exception sites</li> <li>- Large scale redevelopment and redesign of existing residential or economic areas</li> <li>- Potential urban extensions and new free standing settlements</li> </ul> | <p>A range of sources:</p> <ul style="list-style-type: none"> <li>- Previous SHELAA Sites (from 2009 study)</li> <li>- Sites assessed in the Land Allocations DPD process.</li> <li>- South Lakeland Employment and Housing Land Search Study (2007)</li> <li>- South Lakeland Employment Land Review (2012)</li> <li>- Brownfield Land Register</li> <li>- SLDC records of empty properties</li> <li>- Housing association development plans</li> <li>- Ordnance Survey maps</li> <li>- Aerial photography</li> <li>- Planning applications</li> <li>- Site surveys</li> <li>- Call for Sites</li> <li>- Kendal Town Centre Strategy /Vision</li> <li>- Parish and Town Councils</li> </ul> |

**Table 1: Site sources**

## Call for Sites

- 1.1.27 Given the time that had elapsed since the previous SHELAA and Land Allocations process, the Council has undertaken a ‘Call for Sites’ exercise to invite site suggestions from landowners and other interested parties. The Call for Sites exercise was launched in July 2020 and there will also be likely additional call for sites exercises at future stages of the Local Plan review.
- 1.1.28 The Council invited suggestions for sites for a range of land uses through the Call for Sites exercise including residential, mixed use and employment uses.
- 1.1.29 For existing allocated housing sites, where progress on their delivery is not well advanced, for example through the submission of a planning application or advanced pre-application discussions, it was requested that they be submitted through the Call for Sites exercise to demonstrate their continued suitability, availability and achievability.



- 1.1.30 A guidance note was published alongside the Call for Sites to provide the context and background information, and it provides guidance on the types of sites that were invited through the process.
- 1.1.31 The Council required a standard form to be completed for any sites submitted through the Call for Sites, and this was available to fill in online through Citizen Space via the Local Plan webpage. Printable versions of the form were made available upon request. The form required comprehensive information to be provided on sites including:
- Full details of site ownership and site boundaries, including maps
  - Site constraints and suitability information including highways access, topography, landscape features, flood risk, pollution/contamination, nature conservation, heritage, land use conflicts, sustainability, utilities, infrastructure
  - Ownership/access constraints e.g. third party land interests, ransom strips, mineral rights etc.
  - Timescales for potential delivery of the site and evidence of progress made in bringing the site forward (e.g. technical surveys, marketing)
  - Viability issues

## Exclusion Criteria

- 1.1.32 Following the collation of potential sites from the various sources outlined above, we will undertake an initial sift to exclude sites that are not considered to have any reasonable development potential, and in doing this will have regard to national and local policies and designations.
- 1.1.33 We will exclude any sites that fall below the site size threshold of 0.2 hectares or 5 dwellings for residential sites and 0.25 hectares/500sqm floorspace for employment sites, and it is proposed that in addition we will also exclude sites at the first stage if:
- ❑ They are not within the study area (South Lakeland district excluding the National Parks, and the Arnside and Silverdale AONB in terms of new site suggestions).
  - ❑ Development on the site was complete before 31 March 2020 (e.g. in the case of 2009 SHLAA sites or current Local Plan allocations).
  - ❑ They are located wholly or mainly within an international or national nature designation (Special Protection Area, Special Area of Conservation, Ramsar Site, SSSI, National Nature Reserve).
  - ❑ They are located wholly or mainly within limestone pavement order designations, local geological sites, ancient woodland, priority habitats, local nature reserves or County Wildlife Sites.
  - ❑ They are greenfield and located in flood zone 3 and being proposed for residential development.
  - ❑ They are residential proposals located within the open countryside, and:

- are not adjacent and directly related to existing (or proposed through the Local Plan Review) principal, key or local service centres, or
- are not suitable sites within or on the edge of small villages and hamlets<sup>11</sup>, or
- are not proposed as rural exception sites for affordable housing<sup>12</sup>.
- ✗ They would compromise an important recreational open space (protected public open space in the Land Allocations DPD).
- ✗ They are known at the outset not to be available for development and it is extremely unlikely that they could become available in the plan period.
- ✗ Obvious insurmountable constraints are present at the outset that render the site unsuitable and there is no point progressing the site to the next stage of assessment.

1.1.34 At this first stage the SHELAA will exclude residential sites within the countryside unless they accord with the Local Plan's existing policies on rounding off and infill in smaller villages and hamlets (DM13) or the rural exceptions site policy (DM14). This is because sites that are not well related to service centres or in accordance with our current rural housing policies are unlikely to be found to be suitable in terms of existing national policy and sustainable development principles. The existing service centres identified in the Core Strategy are:

- **Principal Service Centres:** Kendal and Ulverston
- **Key Service Centres:** Kirkby Lonsdale, Grange-over-Sands and Milnthorpe
- **Local Service Centres:** Burneside, Oxenholme, Natland, Swarthmorr, Allithwaite, Cartmel, Levens, Endmoor, Holme, Burton-in-Kendal, Flookburgh/Cark, Penny Bridge/Greenodd, Broughton-in-Furness, Kirkby-in-Furness and Great/Little Urswick<sup>13</sup>.

1.1.35 The Council will be undertaking a review of its current service centres in the early stages of preparing the Local Plan and the SHELAA will take account of any emerging work on this topic.

1.1.36 Whilst some sites may be identified in accordance with existing rural housing policies (DM13 and DM14) it is considered that the majority of future housing land supply in the rural areas outside service centres will be on sites below the SHELAA site size threshold of 5 units, and most sites in rural areas will therefore fall outwith the scope of a study of this strategic nature. An appropriate windfall allowance will be factored in to take account of the potential land supply from small sites in rural areas, based on an assessment of recent completion trends and extant permissions.

<sup>11</sup> As defined in Policy DM13 of the Development Management Policies DPD.

<sup>12</sup> As defined in in DM14 of the DM Policies DPD.

<sup>13</sup> The Core Strategy also identified Sandside/Storth and Arnside, but his element of the policy has been superseded by the development strategy in the Arnside and Silverdale AONB Local Plan.

- 1.1.37 Any sites excluded at this first stage will be presented in an appendix to the SHELAA with reasons for their exclusion (see the proposed template for this schedule in Appendix 1).

### Initial site survey

- 1.1.38 Following the first exclusion stage above, officers will then proceed to collect further information about potential sites through site surveys, which will be undertaken through a combination of desk based assessment using existing available site information, GIS (geographical information system) mapping tools, and site visits.
- 1.1.39 During the site survey the characteristics listed below will be recorded for each site (or checked if they were previously identified through other sources).
- site size, boundaries, and location;
  - current land use and character;
  - land uses and character of surrounding area;
  - physical constraints (e.g. access, contamination and hazards, steep slopes, ground conditions flooding, natural features of significance, location of infrastructure/utilities);
  - potential environmental constraints;
  - consistency with the development plan's policies;
  - Proximity to services and other infrastructure such as public transport and walking/cycling routes;
  - where relevant, development progress (e.g. ground works completed, number of units started, number of units completed);
  - initial assessment of whether the site is suitable for a particular type of use or as part of a mixed-use development.
- 1.1.40 If at this stage of the survey constraints or issues are identified that are considered to be insurmountable, sites will be excluded and will not proceed to the next stage of more detailed site assessment. The sites and reasons for their exclusion will be added to the schedule of discounted sites in an appendix to the SHELAA report.

## Stage 2: Site/Broad Location Assessment

- 1.1.41 Stage 2 of the SHELAA will assess the suitability, availability and achievability of sites and assess their development potential and the timescale in which they may be expected to be delivered.

### Assessing Suitability

- 1.1.42 PPG advises that the assessment of a site's suitability should be guided by:
- The development plan, emerging plan policy and national policy;



- Market and industry requirements in that housing market or functional economic area;
- Physical limitations or problems such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
- Potential impacts including the effect upon landscapes including landscape features, nature and heritage conservation;
- Appropriateness and likely market attractiveness for the type of development proposed;
- Contribution to regeneration priority areas;
- Environmental/amenity impacts experienced by would be occupiers and neighbouring areas.

1.1.43 The Council has developed an assessment framework for the SHELAA that will align with, and input into the Local Plan site assessment and Sustainability Appraisal assessments that will be undertaken as part of the preparation of the updated Local Plan. The table below sets out the assessment criteria that will be used to assess the suitability of sites for development. A traffic light system will be used to assign colours to each assessment factor. **Red** will generally indicate that a site is not suitable (and cannot be made suitable) with respect to that factor, **amber** will indicate some constraints or negative impacts that can potentially be mitigated against/resolved, and **green** will indicate a high level of suitability on that factor. Based on the assessment of all the factors officers will then make a judgement as to the site’s overall suitability.

1.1.44 The first factors that will be assessed are general suitability factors such as planning policy and physical site constraints. Sites will then be assessed against a range of environmental and sustainability factors, based on the issues that need to be taken into account in Strategic Environmental Assessment<sup>14</sup> and Sustainability Appraisal. This will ensure we capture information in the SHELAA that can then be used in our sustainability appraisal of sites in the Local Plan process.

### Site Suitability – Policy Issues

| Factor   | Assessment Conclusion   |
|--|---|
| <p><b>Planning Policy</b></p> <ul style="list-style-type: none"> <li>• Is the principle of development on the site in broad conformity with South Lakeland’s existing development plan, emerging<sup>15</sup> policy and national policy?</li> </ul> | <p><b>Not suitable:</b> The development of the site for the proposed use would clearly be contrary to the existing development plan, emerging policy or national policy.</p> <p><b>Potentially suitable:</b> It is not clear at this stage that the development of the site would</p> |

<sup>14</sup> These issues are listed in Schedule 2 of the [Environmental Assessment of Plans and Programmes Regulations 2004](#)

<sup>15</sup> The final SHELAA report will have regard to the relevant emerging Local Plan policy at the time.



| Factor | Assessment Conclusion  |
|--------|--|
|        | <p>be in accordance with existing or emerging policy, or it is partly in accordance.</p> <p><b>Suitable:</b> The development of the site for the proposed use would be in accordance with the development plan, emerging policy and national policy.</p> |

### Site Suitability – Physical Factors and Constraints

| Factor  | Assessment Conclusion  |
|---|--|
| <p><b>Physical Constraints</b></p> <ul style="list-style-type: none"> <li>• Are there significant natural features on the site (e.g. waterbodies, geological features etc) that would restrict development?</li> <li>• Are there major infrastructure features on/under the site (e.g. pylons, high pressure gas mains, aqueducts)?</li> <li>• Does the site have topographical constraints?</li> <li>• Does the site/is it likely to have challenging ground conditions?</li> </ul> <p><b>Neighbouring Land Uses</b></p> <ul style="list-style-type: none"> <li>• Would the development of the site be compatible with existing neighbouring land uses?</li> </ul> | <p><b>Not suitable:</b> There are severe physical constraints or land use conflicts affecting the site that are unlikely to be able to be mitigated without undermining the viability of the site.</p> <p><b>Potentially suitable:</b> There are some physical constraints or land use conflicts affecting the site but these could reasonably be mitigated against or resolved, without severely undermining the viability of the site.</p> <p><b>Suitable:</b> There are no constraints or land use conflicts, or there are very few constraints of a slight nature that would not affect the site's viable development.</p> |

### Site Suitability – Infrastructure Capacity

| Factor  | Assessment Conclusion   |
|---|---|
| <p><b>Highways Access</b></p> <ul style="list-style-type: none"> <li>• Does the site have, or can it be provided with safe highways access?</li> </ul> <p><b>Physical Infrastructure Capacity</b></p> <ul style="list-style-type: none"> <li>• Is there sufficient capacity within local physical infrastructure to support the development or could it be provided?</li> </ul> | <p><b>Not suitable:</b> There are severe infrastructure capacity issues affecting the site that are unlikely to be able to be mitigated without undermining the viability of the site.</p> <p><b>Potentially suitable:</b> There are some infrastructure capacity issues affecting the site but these could reasonably be mitigated</p> |

| Factor  | Assessment Conclusion  |
|---|--|
| (for example, highways, electricity water/wastewater, digital infrastructure) | <p>against or resolved, without severely undermining the viability of the site.</p> <p><b>Suitable:</b> There are no infrastructure capacity issues, or there are very few constraints of a slight nature that would not affect the site's viable development.</p> |

## Site Suitability – Environmental and Sustainability Factors

| Factor  | Assessment Conclusion   |
|---|---|
| <p><b>Biodiversity and Geodiversity</b></p> <ul style="list-style-type: none"> <li>• Is the site within or in close proximity to international, national or local nature conservation sites?</li> <li>• Are there notable trees and woodland (TPOs, ancient woodland etc.) on the site?</li> <li>• Does the site provide important habitats?</li> <li>• Have key/protected species been recorded on the site or are they likely to be present?</li> </ul>     | <p><b>Not suitable:</b> Unacceptable loss or disturbance of significant wildlife habitat or species.</p> <p><b>Potentially suitable:</b> Some impact on wildlife habitat or species that could potentially be mitigated, and net gains could still be achieved.</p> <p><b>Suitable:</b> No loss or disturbance of wildlife habitat or species, and opportunities for net gains.</p>   |
| <p><b>Water and Flooding</b></p> <ul style="list-style-type: none"> <li>• Is the site at risk of flooding from any sources, or could it be at risk in the future?</li> <li>• Could development of the site make flood risk worse elsewhere?</li> <li>• Could development of the site result in adverse water quality impacts?</li> <li>• Is the site within an area that could be affected by coastal change or erosion, including sea level rise?</li> </ul> | <p><b>Not suitable:</b> The site is in a functional floodplain or at high flood risk from other sources/would make flood risk significantly worse elsewhere and/or would have a significant detrimental impact on the quality of the water environment, and the impacts are unlikely to be able to be sufficiently mitigated.</p> <p><b>Potentially suitable:</b> The site is at some risk of flooding now or in the future and/or its development may increase the risk of flooding elsewhere and/or it may have a negative impact on the water environment, but it is anticipated that these risks can be adequately mitigated.</p> <p><b>Suitable:</b> The site is not at risk of flooding now or in the future, will not lead to an increased risk of flooding elsewhere and is</p> |

| Factor   | Assessment Conclusion   |
|--|---|
|  | likely to maintain/enhance the ecological status of the water environment.  |
| <p><b>Heritage</b></p> <ul style="list-style-type: none"> <li>• Is the site within, adjacent to a Conservation Area?</li> <li>• Are there listed buildings on the site or is it within the setting of a listed building?</li> <li>• Are there scheduled monuments within the site or is it within the setting of a scheduled monument?</li> <li>• Does the site have significant archaeological potential?</li> <li>• Is the site within or adjacent to a registered historic park or garden?</li> <li>• Are there any local non-designated heritage assets within or adjacent to the site?</li> </ul> | <p><b>Not suitable:</b> The site's development would result in unacceptable loss/disturbance/harm to heritage assets or their setting that could not be sufficiently mitigated.</p> <p><b>Potentially suitable:</b> The site's development would result in some loss/disturbance/harm to heritage assets or their setting but could likely be sufficiently mitigated.</p> <p><b>Suitable:</b> The site's development would conserve and enhance the historic environment.</p> |
| <p><b>Landscape</b></p> <ul style="list-style-type: none"> <li>• What landscape type is the site within? (Cumbria Landscape character toolkit)</li> <li>• Is the site within a landscape that is highly sensitive to new development?</li> <li>• Is the site within or near to a protected landscape or its setting?</li> </ul>  | <p><b>Not suitable:</b> The site's development would have unacceptable harmful impacts on the landscape.</p> <p><b>Potentially suitable:</b> The site's development would have some detrimental impact on the landscape that could potentially be mitigated.</p> <p><b>Suitable:</b> The development of the site would not result in adverse landscape impacts.</p>   |
| <p><b>Resources and Land</b></p> <ul style="list-style-type: none"> <li>• Is the site prime agricultural land?</li> <li>• Is the site likely to have mineral resources that could be sterilised by development?</li> <li>• Does the site offer an opportunity to re-use buildings/land?</li> </ul>   | <p><b>Not suitable:</b> The site's development would make inefficient use of resources and land.</p> <p><b>Suitable:</b> The site's development would make an efficient use of resources and land.</p>  |
| <p><b>Hazards, Health and Amenity</b></p> <ul style="list-style-type: none"> <li>• Could the site be contaminated?</li> <li>• Could the site be affected by hazard sites?</li> <li>• Is the site affected by existing pollution or will it generate pollution?</li> </ul>  | <p><b>Not suitable:</b> The site's development is likely to significantly adversely affect human health or amenity.</p> <p><b>Potentially suitable:</b> The development of the site may result in some adverse effects upon human health or amenity but they can likely be mitigated.</p>   |

| Factor   | Assessment Conclusion  |
|--|--|
| <ul style="list-style-type: none"> <li>• Could the development of the site result in amenity impacts for neighbours?</li> </ul>  | <p><b>Suitable:</b> The site's development is likely to have no adverse impacts/may have positive impacts on human health or amenity.</p>  |
| <p><b>Sustainable Communities</b></p> <ul style="list-style-type: none"> <li>• Is the site in a sustainable location and would it reduce the need to travel?</li> <li>• Would the site integrate well with an existing community?</li> <li>• Does the site have good access to a range of facilities and services either by active travel (walking/cycling) or public transport?</li> <li>• Would the site be vulnerable to the impacts of climate change?</li> <li>• Does the site offer opportunities to increase energy and resource efficiency?</li> </ul> | <p><b>Not suitable:</b> The site would significantly undermine the principles of sustainable communities.</p> <p><b>Potentially suitable:</b> The site would generally support sustainable communities but may not perform well on all the factors.</p> <p><b>Suitable:</b> The site would help sustain or create sustainable communities.</p> |

1.1.45 It is important to note that the SHELAA cannot itself be expected to undertake the level of detailed assessment of sites that would be expected through the development management process for example in Flood Risk Assessments, Habitats Surveys, Transport Assessments, Landscape and Visual Assessments etc. Its role is more confined to highlighting major constraints and making judgements on the best available information at this time. Further assessment of the sites will be undertaken during the Local Plan site assessment and sustainability appraisal processes, to inform the detailed consideration of which sites are the most appropriate to be allocated taking into account other factors such as the level of need for development land.

### Assessing Availability

1.1.46 The PPG states that a site is considered available for development when on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips, tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop, or the landowner has expressed an intention to sell. Where potential problems have been identified, the PPG advises that an assessment will need to be made as to how and when they can realistically be overcome. PPG advises that consideration should also be given to the delivery record of the developers or





landowners putting forward sites, and whether the planning background of a site shows a history of unimplemented permissions.

- 1.1.47 The Council will make a judgement on the availability of SHELAA sites based on a range of information sources. Those sites submitted through the SHELAA call for sites will contain up to date availability information as this information will be strictly required on the response form. This information will be verified where necessary and used to determine if sites are available now or likely to become available in future.
- 1.1.48 Additionally, for sites already allocated for housing in the Council's Land Allocations DPD, and sites over ten units with planning permission the Council regularly monitors development progress and availability in order to ensure it maintains a robust and up to date picture of its housing land supply. In January 2017 the Council commenced an annual process of contacting land owners and developers to request up to date information on availability and site progress. Information collected in the 2017, 2018, 2019 and 2020 surveys will also therefore be used to judge the availability of sites. The Council has also recently surveyed owners of allocated employment sites to establish up to date positions on availability and timescales for development.
- 1.1.49 Depending on the sources of sites the Council will also already likely hold information on site availability, for example if they were included in previous studies or submitted as part of the Local Plan Land Allocations process. In these cases we will therefore verify and update the information. We may also undertake Land Registry searches on sites where ownership is uncertain.
- 1.1.50 Based on the assessment of availability, sites will be categorised into the following categories:
- Not available
  - Potentially available/available in the future
  - Available now

## Assessing Achievability

- 1.1.51 PPG advises that a site is considered achievable for development where there is a reasonable prospect that the particular type of development will be developed on the site at a particular point in time. This is essentially a judgement about the economic [viability of a site](#), and the capacity of the developer to complete and let or sell the development over a certain period.
- 1.1.52 The Council commissioned a new district wide viability study in mid-2017 to assess the viability of development, taking into account current and future policy requirements. The study assessed a range of housing and employment development types across the district and assessed whether they are deliverable taking into account issues such as build costs, sales values, policy requirements,



developer contributions etc. The 2017 Viability Study (available on the Council's [website](#)<sup>16</sup>) will be used as a starting point to inform the judgement of the achievability of SHELAA sites by looking at the characteristics and location of the site, and referring to the nearest corresponding typology in the viability study. For example the achievability of a residential greenfield site in Kendal would be assessed by referring to the appraisals for greenfield sites in the Kendal housing market area in the viability study. It is recognised that site specific issues could impact viability, but it would not be proportionate or feasible to attempt to undertake site specific viability appraisals for every site in the SHELAA, and therefore a typology based approach is considered appropriate. If particular constraints or abnormal costs are known for a site, this will be taken account of in determining whether a site is likely to be achievable.

- 1.1.53 Reports on the district's residential and commercial development markets were prepared to inform the viability study and these will be useful sources of information to help determine the likely achievability of sites and broad locations in the SHELAA. The assessment of achievability will consider the likely local market demand for the type of development being proposed taking into account local market conditions. The SHELAA's stakeholder panel will also add value to the judgement of site achievability given that members will have detailed knowledge of the local development market.
- 1.1.54 It is acknowledged that the SHELAA will be being prepared during the recovery period of the covid-19 pandemic, which will result in increased uncertainty within the development industry arising from the far reaching economic impacts of the pandemic.
- 1.1.55 The Council will consider the need to update its 2017 viability evidence and will utilise both specialist independent viability consultancy services and close engagement with the local development industry to inform judgments on the achievability of sites.
- 1.1.56 Following the assessment of achievability sites will be categorised as follows:
  - Not achievable
  - Potentially achievable
  - Achievable

## Estimating the Development Potential

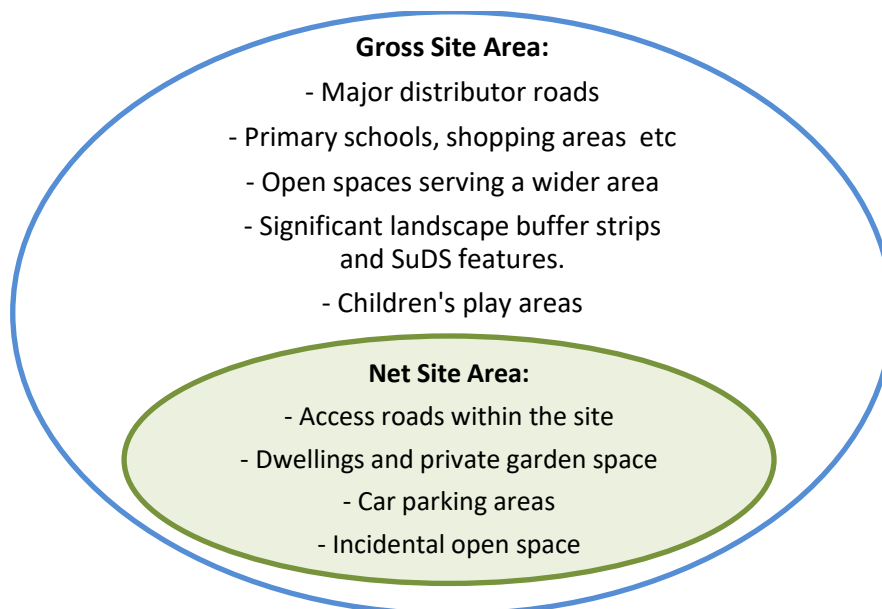
### Residential Sites

<sup>16</sup> <https://www.southlakeland.gov.uk/planning-and-building/south-lakeland-local-plan/evidence-base/viability-evidence/>

1.1.57 The development potential of residential sites will be estimated by firstly applying an appropriate ratio to convert the gross site area to the net developable area, and then by applying a locally relevant density assumption, as set out below.

### Gross to Net Ratio

1.1.58 The gross area of a site is the total land area of the development. The term net area is defined as the land that is available for development, commonly referred to as the net developable area. The net area is more than the land for just dwellings and private space and includes other areas that contribute to the use and enjoyment directly linked to the developed dwellings for example access roads within the site, private gardens, car parking areas, and incidental open space and landscaping. Infrastructure and services serving a wider area, such as parks and public open spaces, main distributor roads, significant landscaping buffer strips, large SuDS features, or community facilities would not be counted within the net site area.



1.1.59 A common methodology used in SHELAAs across the country to convert gross site areas to net developable areas has been based on the now historic publication '*Tapping the Potential*' (1999 report by Urbed for the Department of the Environment, Transport and the Regions). The report suggests the following gross to net ratios should be applied in order to determine the developable area of a site, and then a net density assumption can be applied. This recognises that as sites get larger there are more demands for other land uses such as distributor roads, public open spaces and infrastructure, and the proportion of the site that can therefore be developed for housing reduces.

| Site Size        | Gross to net ratio        |
|------------------|---------------------------|
| Up to 0.4ha      | 100% gross to net ratio   |
| 0.4 – 2 hectares | 75-90% gross to net ratio |
| Over 2 hectares  | 50-75% gross to net ratio |

**Table 2: 'Tapping the Potential' gross to net ratios**

1.1.60 An assessment of 50 recent major development sites in South Lakeland has been undertaken to test the above assumptions, and the full results can be found in Appendix 3. A summary of the average gross to net ratios is provided in the table below and shows that development sites in the district have generally aligned well with the upper limits of the suggested ratios above

| Site Size       | Average Gross to Net ratio | Number of Sites |
|-----------------|----------------------------|-----------------|
| Up to 0.4ha     | 98.04%                     | 17              |
| 0.4 - 2 ha      | 91.36%                     | 22              |
| Over 2ha        | 78.79%                     | 11              |
| Overall average | 90.87%                     | 50              |

**Table 3: Gross to net ratios achieved in South Lakeland**

1.1.61 The SHELAA will apply the **upper limits** from the above ratios, and additionally for large sites over 10 hectares will use a 50% discount for gross to net ratios. This reflects the district's previous SHELAA study which was based on the guidance in Annex B of the former Planning Policy Statement 3 (PPS3). This results in the ratios in the table below.

| Site Size        | Gross to net ratio      |
|------------------|-------------------------|
| Up to 0.4ha      | 100% gross to net ratio |
| 0.4 – 2 hectares | 90% gross to net ratio  |
| 2 – 10 hectares  | 75% gross to net ratio  |
| Over 10 hectares | 50% gross to net ratio  |

**Table 4: Proposed gross to net site area ratios for SHELAA**

1.1.62 These ratios will be used as a general starting point, however where there are known site specific issues or constraints that could impact on the net developable area they will be taken account of on a case by case basis. Account will also be taken of any information provided by those promoting sites if they have undertaken work to determine the developable area.

### Density assumptions

1.1.63 In order to generate appropriate locally relevant density multipliers, an assessment of recent major developments in the district has been undertaken to understand the range of densities that have been achieved. Please see Appendix 3 for the detailed results of the assessment.

1.1.64 The assessment has included the majority of sites that have been permitted and constructed over the last 5 years. The sites have been split into categories based on their size (<0.4ha, 0.4-2ha, >2ha), development type (flats/houses/mixed) and location (town/village).



- 1.1.65 The assessment revealed a wide variation in net densities from a low of 9.54 dwellings per net hectare on a village development of large detached luxury homes, through to 444 dwellings per net hectare on a town centre redevelopment site comprising of the conversion of a building to affordable flats. This extremely wide range clearly raises challenges in developing benchmark assumptions, as every site has its own characteristics and specific set of circumstances that may influence the net developable area and density.
- 1.1.66 However in calculating some average values for different categories and size of sites, this exercise has helped inform some logical assumptions to be used in the SHELAA which are presented in the table below. The averages calculated in Appendix 3 are mean averages, but for some categories where there are significant outliers regard has also been had to median figures.

| Location | Development Type | Site Size   | Net density assumption | Notes                             |
|----------|------------------|-------------|------------------------|-----------------------------------|
| Town     | Flats            | All         | 110                    | Mean 139, median 111              |
| Town     | Houses/mixed     | Over 2ha    | 25                     | Mean 26, median 24                |
| Town     | Houses/mixed     | 0.4 – 2ha   | 35                     | Mean 40, median 37                |
| Town     | Houses/mixed     | Under 0.4ha | 55                     | Mean 59, median 56                |
| Village  | Houses/mixed     | Over 2ha    | 25                     | Mean 22, median 25                |
| Village  | Houses/mixed     | 0.4 – 2ha   | 25                     | Mean 29, median 26                |
| Village  | Houses/mixed     | Under 0.4ha | 45                     | Mean 48, median 48 (only 2 sites) |

**Table 5: Proposed SHELAA density assumptions**

- 1.1.67 In applying the above density multipliers as a general benchmark, the SHELAA will also look at the individual characteristics of the site in question, and where justified, for example in taking account of surrounding character, a different approach may be taken. Additionally if a site capacity has been established through masterplan work or the preparation of a planning application this will also be taken into account.
- 1.1.68 The above approach is based on schemes that have been designed and implemented in the context of current and previous local and national policy frameworks. Consideration will need to be given to the issue of density in the new Local Plan to ensure that the most effective use of land is taking place.

### Employment/Economic Development Sites

- 1.1.69 For employment sites the development potential will be expressed in terms of gross developable site areas, and at this stage the SHELAA will not attempt to apply a gross to net assumption and an assumption around land to floorspace ratios.
- 1.1.70 This is because employment sites could be developed for a range of different uses with significantly different land take up rates and densities, and it would be difficult to

apply meaningful ratios without have a relatively clear picture of the type of development that may take place.

- 1.1.71 Additionally, unlike with residential sites we do not have a sizeable sample of recently developed employment sites from which to determine reasonable assumptions based on local evidence.
- 1.1.72 A plot ratio of around 0.4 appears to be a relatively common approach in a number of other authorities SHELAA reports to convert the site area to employment floorspace (site area (ha) x plot ratio = employment floorspace(sqm)). It is considered that further local research would need to be undertaken to determine whether this ratio would be appropriate for South Lakeland, and this issue will be considered in future iterations of the SHELAA.

## Estimating the Timescale and Rate of Development

- 1.1.73 For sites in the SHELAA that are considered to have development potential, a judgment will be made on when they are likely to be capable of being delivered. Information on sites' suitability, availability and achievability will be used to make a judgment on when sites are likely to be brought forward.
- 1.1.74 Sites will be categorised as **deliverable** if there is a realistic prospect of them being delivered within 5 years or **developable** if they are considered to be longer term sites (6 to 15 years). The definitions of deliverable and developable in the SHELAA will be based on those in the National Planning Policy Framework:

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

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

*b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.”*

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

- 1.1.75 Information on indicative lead in times and build out rates will be gathered from a range of sources, including knowledge of recent development sites in the district,

information provided by developers and landowners in our annual survey of allocated and permitted sites, and engagement with stakeholders through the SHELAA process.

### Stage 3: Windfall Assessment

- 1.1.76 The Planning Practice Guidance states that incorporating a windfall allowance for housing development in the SHELAA may be justified where a local planning authority has compelling evidence as set out in paragraph 70 of the National Planning Policy Framework. Such evidence includes proof that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.
- 1.1.77 A windfall allowance will be factored in to the South Lakeland SHELAA in recognition of the significant contribution of windfall sites to the district’s housing supply. Windfall supply has continued to make a significant contribution to housing delivery even in the context of an up to date Land Allocations Local Plan, as illustrated below.

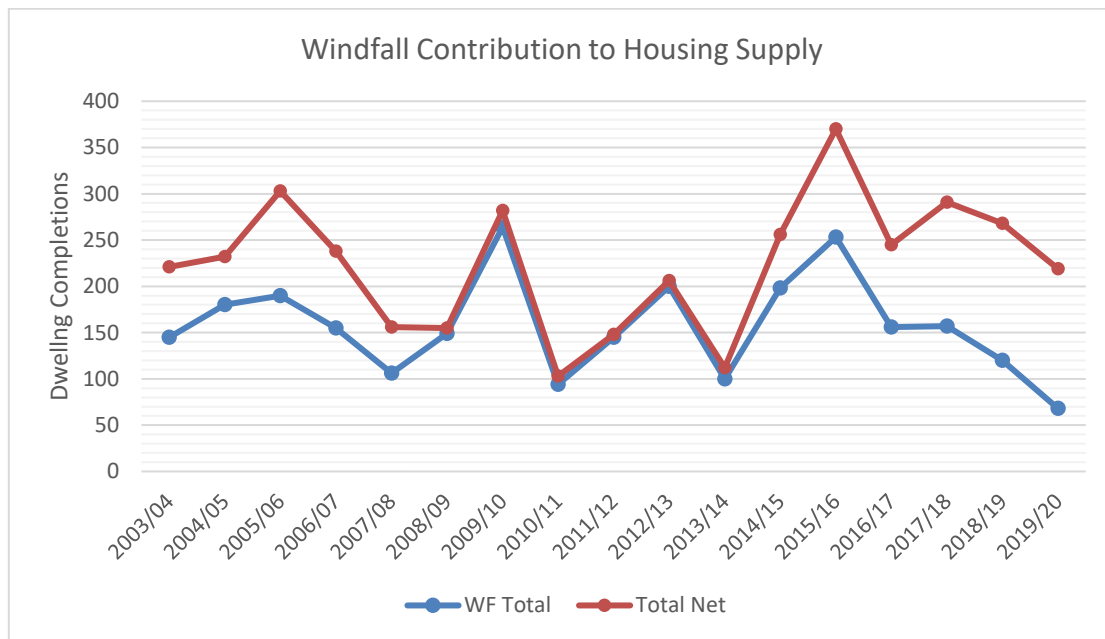


Figure 3: Windfall Completions 2003-2020

| Year    | Windfall Completions | Total Completions | % Windfall | Five year average |
|---------|----------------------|-------------------|------------|-------------------|
| 2003/4  | 145                  | 221               | 66%        | N/A               |
| 2004/5  | 180                  | 232               | 78%        | N/A               |
| 2005/6  | 190                  | 303               | 63%        | N/A               |
| 2006/7  | 155                  | 238               | 65%        | N/A               |
| 2007/8  | 106                  | 156               | 68%        | 155               |
| 2008/9  | 149                  | 155               | 96%        | 156               |
| 2009/10 | 264                  | 282               | 94%        | 173               |

| Year    | Windfall Completions | Total Completions | % Windfall | Five year average |
|---------|----------------------|-------------------|------------|-------------------|
| 2010/11 | 94                   | 103               | 91%        | 154               |
| 2011/12 | 145                  | 148               | 98%        | 152               |
| 2012/13 | 200                  | 206               | 97%        | 170               |
| 2013/14 | 100                  | 112               | 89%        | 161               |
| 2014/15 | 198                  | 256               | 77%        | 147               |
| 2015/16 | 253                  | 370               | 68%        | 179               |
| 2016/17 | 156                  | 245               | 64%        | 181               |
| 2017/18 | 157                  | 291               | 54%        | 173               |
| 2018/19 | 120                  | 268               | 45%        | 177               |
| 2019/20 | 68                   | 219               | 31%        | 151               |

Table 6: Windfall Completions 2003-2020

1.1.78 The average rate of housing development from windfall sites over the period 1 April 2015 to 31 March 2020 was 151 units per year, a slight decrease from an average of 177 per year over the preceding five year period. The average annual windfall completion rate for the period 2003-2020 was 158 units per year. **Error! Reference source not found.** below illustrates windfall completions trends on small sites and large sites, and on sites within service centres and in rural areas over the period 2003-2020.

| Year    | Total Windfall (WF) | WF <10 Units | WF >10 Units | WF <5 units | WF >5 units | Service Centres | Rural |
|---------|---------------------|--------------|--------------|-------------|-------------|-----------------|-------|
| 2003/04 | 145                 | 102          | 43           | 86          | 59          | 83              | 62    |
| 2004/05 | 180                 | 123          | 57           | 95          | 85          | 114             | 66    |
| 2005/06 | 190                 | 125          | 65           | 96          | 94          | 163             | 27    |
| 2006/07 | 155                 | 136          | 19           | 79          | 76          | 130             | 25    |
| 2007/08 | 106                 | 106          | 0            | 71          | 35          | 94              | 12    |
| 2008/09 | 149                 | 86           | 63           | 69          | 80          | 131             | 18    |
| 2009/10 | 264                 | 120          | 144          | 74          | 190         | 239             | 25    |
| 2010/11 | 94                  | 67           | 27           | 46          | 48          | 71              | 23    |
| 2011/12 | 145                 | 96           | 49           | 74          | 71          | 121             | 24    |
| 2012/13 | 200                 | 103          | 97           | 76          | 124         | 177             | 23    |
| 2013/14 | 100                 | 75           | 25           | 64          | 36          | 83              | 17    |
| 2014/15 | 198                 | 81           | 117          | 55          | 143         | 173             | 25    |
| 2015/16 | 253                 | 93           | 160          | 63          | 190         | 235             | 18    |
| 2016/17 | 156                 | 97           | 59           | 67          | 89          | 114             | 42    |
| 2017/18 | 157                 | 93           | 64           | 59          | 98          | 120             | 31    |
| 2018/19 | 120                 | 67           | 53           | 55          | 65          | 94              | 26    |
| 2019/20 | 68                  | 68           | 0            | 57          | 11          | 39              | 29    |

Table 7: Windfall Completions - Site Size and Location

- 1.1.79 The SHELAA has a site size threshold of 5 units, and an allowance for housing land supply from small windfall sites less than 5 units has been factored in, as these sites fall outwith the scope of the SHELAA. The allowance is based on the five year average of completions on windfall sites of sites under 5 units, which for the period 2015-2020 is 60 completions per year. Whilst windfall completion rates on larger sites tend to fluctuate more widely from year to year, completion rates on windfall sites of less than 5 units have remained fairly consistent, with the range between the highest and lowest number of annual windfall completions over the last 5 years being only 12 units for sites under 5 units, compared with a range of 179 for windfall sites of 5 units or more. The consistency in the level of recent completions on windfall sites under 5 units is considered a sound basis on which to base assumptions for future completions on this type of site.
- 1.1.80 It is considered that in addition to looking at past windfall completion trends to justify the inclusion of a windfall allowance, regard should also be had to likely future trends, informed by permissions data. At 31 March 2020, out of the 1,962 remaining units (gross) with extant planning permission, 601 were windfall units, with 395 of those windfall units being on sites under 10 units, and 334 units being on sites under 5 units. This demonstrates that windfall units continue to be an important part of the district's housing land supply. Of the residential permissions granted in 2019-20, 110 of the total 477 units (net) granted permission were windfall, all were on windfall sites under 10 units and 91 were on windfall sites less than 5 units. This again demonstrates that windfall activity remains significant in the district.
- 1.1.81 It should also be noted that in March 2019 the Council adopted its Development Management Policies DPD which increased the flexibility of the approach to new housing in small villages and hamlets through rounding off and infill (Policy DM13), which should present additional small rural windfall opportunities. Relaxations in the national permitted development rules also continue to offer additional small windfall opportunities through changes of use and conversions.
- 1.1.82 The approach to windfall in the SHELAA is considered to be a conservative method as it is likely that in reality there will also be a notable supply of windfall sites on larger sites over 5 units over the new plan period that aren't identified in the SHELAA, particularly in the case of brownfield redevelopment opportunities that may arise. The SHELAA will not factor in an additional windfall supply for larger sites as it will be the intention to identify as many large windfall opportunities as possible through the SHELAA's approach to site identification and the call for sites, but realistically additional opportunities not identified in the study will likely arise in future years.
- 1.1.83 A windfall allowance will not be included in relation to employment land supply as there is insufficient local evidence to support such an approach given limited employment land development in recent years.

## Stage 4: Assessment Review

- 1.1.84 In stage 4 of the assessment, an indicative trajectory will be produced to show the development potential of all the sites and when they are capable of being delivered. For the first four years of the plan period (2016-20) completions figures will be used in the trajectory. From the point of 1 April 2020 the trajectory will be based on potential future supply. 'Deliverable' sites will therefore be those considered capable of delivery in the period 2020-2025 and 'developable' sites will be those considered capable of delivery in the longer term (2025-2040)
- 1.1.85 Once the indicative trajectory has been produced we will review whether there are sufficient sites/ locations capable of meeting South Lakeland's local housing and employment land need. At the time of preparing this report the Council's most recent objective assessment of its local housing need (OAN) for plan making purposes is that contained within its [2017 Strategic Housing Market Assessment](#)<sup>17</sup>. It is therefore proposed at this stage that the indicative trajectory would be compared against the district's OAN figure of up to 290 dwellings per year. With regards employment need, the current Local Plan plans for 4 hectares per year of employment land requirements.
- 1.1.86 We will also be consulting on options for the new Local Plan housing and employment land requirement over the coming months which will likely involve a range of scenarios and options. At the time of publishing the draft SHELAA, which is intended to be alongside consultation on the Local Plan review in 2020, we will therefore take into account the housing and employment target options being considered in the Local Plan consultation paper and present the trajectory in the draft SHELAA against a range of options. The findings of the SHELAA will help inform our review of the Local Plan in terms of determining the extent to which land allocations need to be reviewed.

## Stage 5: Final Evidence Base

- 1.1.87 In line with the PPG the SHELAA will have the following outputs:
- a list of all sites or broad locations considered, cross-referenced to their locations on maps;
  - an assessment of each site or broad location, in terms of its suitability for development, availability and achievability to determine whether a site is realistically expected to be developed and when;
  - an assessment of the potential type and quantity of development that could be delivered on each site/broad location, including a reasonable estimate of build out rates, setting out how any barriers to delivery could be overcome and when;

<sup>17</sup> <https://www.southlakeland.gov.uk/media/4742/final-shma-october-2017.pdf>



- an indicative trajectory of anticipated development and consideration of associated risks;
- a list of discounted sites with clearly evidenced and justified reasons.

1.1.88 The SHELAA will be published as a written report with accompanying maps grouped by settlement. It will be published on the Council's website and a GIS layer showing all the sites will be added to the Council's public online interactive mapping system.

1.1.89 The report will be split into two main chapters, one for housing land supply, and one for employment land supply. These chapters will be presented on a settlement hierarchy basis:

- Kendal
- Ulverston
- Grange-over-Sands
- Milnthorpe
- Kirkby Lonsdale
- Local Service Centres

1.1.90 For each settlement the SHELAA report will provide a summary of the potential supply from deliverable and developable sites, utilizing graphs and tables to illustrate the findings. Schedules of deliverable, developable and discounted/excluded sites will be provided in an appendix to the SHELAA report, as illustrated in Appendix 1 of this document.

1.1.91 A summary report for each deliverable and developable site will be prepared (see Appendix 2 for template) providing key information from the assessment. Site assessment information will also be published in more detail as part of the Local Plan process and accompanying Sustainability Appraisal work.



## Appendix 1: Examples of Site Schedules

### Proposed Site Schedule for Deliverable and Developable Housing Sites

| Site Ref | Site Name | Site Location | Settlement Hierarchy       | Gross Site Area (ha) | Net Site Area (ha) | Estimated Capacity | Deliverable / Developable? | Deliverable Units<br>2020-25 | Developable Units<br>2025+ |
|----------|-----------|---------------|----------------------------|----------------------|--------------------|--------------------|----------------------------|------------------------------|----------------------------|
|          |           |               | PSC<br>KSC<br>LSC<br>Rural |                      |                    |                    | Deliverable<br>Developable |                              |                            |

### Proposed Site Schedule for Deliverable and Developable Employment Sites

| Site Ref | Site Name | Site Location | Settlement Hierarchy       | Gross Site Area (ha) | Potential Suitable Uses | Deliverable / Developable? |
|----------|-----------|---------------|----------------------------|----------------------|-------------------------|----------------------------|
|          |           |               | PSC<br>KSC<br>LSC<br>Rural |                      |                         | Deliverable<br>Developable |

### Proposed Site Schedule for Discounted Sites

| Site Ref | Site Name | Site Location | Settlement Hierarchy | Gross Site Area (ha) | Reason if discounted  | Notes |
|----------|-----------|---------------|----------------------|----------------------|---|-------|
|          |           |               | PSC<br>KSC           |                      | <ul style="list-style-type: none"> <li>Unsuitable</li> <li>Not available</li> </ul> |       |





| Site Ref | Site Name | Site Location | Settlement Hierarchy | Gross Site Area (ha) | Reason if discounted   | Notes |
|----------|-----------|---------------|----------------------|----------------------|--|-------|
|          |           |               | LSC Rural            |                      | <ul style="list-style-type: none"> <li>• Unknown availability</li> <li>• Developed</li> <li>• Small size</li> <li>• Other</li> </ul> |       |





## Appendix 2: Site Summary Sheet Template

### Site Information

|  |
|--|
| <p><b>Site Name:</b></p> <p><b>Source of Site:</b></p> <p><b>SHELAA Site Ref:</b></p> <p><b>Site Location:</b></p> <p><b>Map Link:</b></p> <p><b>Settlement Hierarchy:</b></p> <p><b>Size (ha) gross:</b></p> <p><b>Development Progress:</b></p><br><p><b>Current Land Use and Character:</b></p> |
|--|

### Site Map

A large, empty rectangular box intended for a site map.



## Assessment Summary

| Summary                 | Conclusion |
|-------------------------|------------|
| <b>Suitability:</b>     |            |
| <b>Availability:</b>    |            |
| <b>Achievability</b>    |            |
| <b>Overall Summary:</b> |            |

## Development Potential

| Estimated Site Capacity | Deliverable Units 2020-25 | Developable Units 2025-30 | Developable Units 2030-35 | Developable Units 2035+ |
|-------------------------|---------------------------|---------------------------|---------------------------|-------------------------|
| -                       | -                         | -                         | -                         | -                       |

## Appendix 3: Density Analysis

### Introduction

The following tables illustrate the range of densities that have been achieved on recent major (10+ homes) development sites in South Lakeland. This analysis has been used to inform the proposed density and site capacity assumptions in the SHELAA study to ensure that the assumptions reflect the local context and reality of built developments.

### Summary of Findings

A total of 50 sites have been assessed, and the overall average gross to net ratio across all the sites is 91% and the average net density is 62 dwellings per hectare. The averages vary widely across different site locations, sizes and types so a breakdown is provided below.

In terms of site sizes, small sites up to 0.4ha have an average gross to net ratio of 98.86% and an average net density of 111 dwellings per hectare. For sites between 0.4 and 2 hectares the average gross to net ratio is slightly lower at 91% and the average net density is 43 dwellings per hectare. For large sites over 2ha the average gross to net ratio is 79% and the net density is 25 dwellings per hectare.

| Site Size              | Average Gross to Net ratio | Average Gross Density (dph) | Average Net Density (dph) | Number of Sites |
|------------------------|----------------------------|-----------------------------|---------------------------|-----------------|
| Up to 0.4ha            | 98.04%                     | 110.71                      | 111.44                    | 17              |
| 0.4 - 2 ha             | 91.36%                     | 39.39                       | 42.67                     | 22              |
| Over 2ha               | 78.79%                     | 19.51                       | 24.53                     | 11              |
| <b>Overall average</b> | <b>90.87%</b>              | <b>59.27</b>                | <b>62.06</b>              | <b>50</b>       |

Table A3: 1

As may be expected average densities on sites in the towns have higher densities than village locations with an average of 71 dwellings per hectare whilst village sites have an average of 30 dwellings per hectare. The town densities are heavily influenced by a number of high density apartment developments.

| Site Location          | Average Gross to Net ratio | Average Gross Density (dph) | Average Net Density (dph) | Number of Sites |
|------------------------|----------------------------|-----------------------------|---------------------------|-----------------|
| Town                   | 90.25%                     | 67.83                       | 70.97                     | 39              |
| Village                | 94.33%                     | 28.90                       | 30.48                     | 11              |
| <b>Overall average</b> | <b>90.87%</b>              | <b>59.27</b>                | <b>62.06</b>              | <b>50</b>       |

**Table A3: 2**

The average density for sites comprising only flats/apartments is 139 dwellings per net hectare, whilst sites comprising only houses have achieved a net density of 31 dwellings per hectare. For mixed sites containing houses and flats the average net density achieved is 43 dwellings per hectare.

| Type of Housing        | Average Gross to Net ratio | Average Gross Density (dph) | Average Net Density (dph) | Number of Sites |
|------------------------|----------------------------|-----------------------------|---------------------------|-----------------|
| Flats                  | 97.51%                     | 137.63                      | 138.90                    | 12              |
| Houses                 | 89.61%                     | 28.36                       | 31.03                     | 17              |
| Mix                    | 88.76%                     | 39.51                       | 43.27                     | 21              |
| <b>Overall Average</b> | <b>90.87%</b>              | <b>59.27</b>                | <b>62.06</b>              | <b>50</b>       |

**Table A3: 3**

| Site Type              | Average Gross to Net ratio | Average Net Density (dph) | Number of Sites |
|------------------------|----------------------------|---------------------------|-----------------|
| <b>Town Sites</b>      | <b>90.25%</b>              | <b>70.97</b>              | <b>39</b>       |
| <b>Flats</b>           | <b>97.51%</b>              | <b>138.90</b>             | <b>12</b>       |
| Up to 0.4ha            | 100.00%                    | 173.56                    | 8               |
| 0.4 - 2 ha             | 93.79%                     | 68.02                     | 4               |
| <b>Houses</b>          | <b>83.76%</b>              | <b>32.27</b>              | <b>8</b>        |
| Up to 0.4ha            | 90.28%                     | 48.13                     | 2               |
| 0.4 - 2 ha             | 84.54%                     | 31.08                     | 4               |
| Over 2ha               | 75.70%                     | 18.79                     | 2               |
| <b>Mix</b>             | <b>88.39%</b>              | <b>44.36</b>              | <b>19</b>       |
| Up to 0.4ha            | 100.00%                    | 62.85                     | 5               |
| 0.4 - 2 ha             | 88.84%                     | 45.14                     | 8               |
| Over 2ha               | 78.10%                     | 27.90                     | 6               |
| <b>Village Sites</b>   | <b>94.33%</b>              | <b>30.03</b>              | <b>11</b>       |
| <b>Houses</b>          | <b>94.80%</b>              | <b>29.93</b>              | <b>9</b>        |
| Up to 0.4ha            | 100.00%                    | 60.00                     | 1               |
| 0.4 - 2 ha             | 98.50%                     | 29.16                     | 6               |
| Over 2ha               | 81.10%                     | 17.23                     | 2               |
| <b>Mix</b>             | <b>85.29%</b>              | <b>32.93</b>              | <b>2</b>        |
| Up to 0.4ha            | 86.11%                     | 35.48                     | 1               |
| Over 2ha               | 84.48%                     | 30.37                     | 1               |
| <b>Overall Average</b> | <b>90.87%</b>              | <b>62.06</b>              | <b>50</b>       |

**Table A3: 4**

## Density Analysis - Site Schedule

| Site                                 | Settlement        | Planning Ref | Number of dwellings (gross) | Houses No. | Houses (%) | Flats No. | Flats (%) | Gross Site Area (ha) | Net Site Area (ha) | Gross to Net ratio | Size category | Gross Density dph | Net Density dph | GF/BF | Dwelling Type | Location | Type of Development  | Notes on areas deducted from gross area   |
|--------------------------------------|-------------------|--------------|-----------------------------|------------|------------|-----------|-----------|----------------------|--------------------|--------------------|---------------|-------------------|-----------------|-------|---------------|----------|--|---|
| 1 Kent Street                        | Kendal            | SL/2015/0098 | 20                          | 20         | 100%       | 0         | 0%        | 0.045                | 0.05               | 100%               | Up to 0.4ha   | 444.44            | 444.44          | BF    | Flats         | Town     | Conversion of town centre building into apartments.  | No public open space  |
| Wheatsheaf Inn, Kirkland             | Kendal            | SL/2015/0849 | 12                          | 0          | 0%         | 12        | 100%      | 0.061                | 0.06               | 100%               | Up to 0.4ha   | 196.72            | 196.72          | BF    | Flats         | Town     | Pub conversion in town centre.   | No public open space  |
| Martindale's Yard                    | Kendal            | SL/2014/1205 | 13                          | 0          | 0%         | 13        | 100%      | 0.12                 | 0.12               | 100%               | Up to 0.4ha   | 108.333           | 108.33          | BF    | Flats         | Town     | Conversion of town centre buildings into mews houses.  | No public open space  |
| YWCA, Prince Charlie's House         | Kendal            | SL/2009/0385 | 14                          | 0          | 0%         | 14        | 100%      | 0.122                | 0.12               | 100%               | Up to 0.4ha   | 114.75            | 114.75          | BF    | Flats         | Town     | Supported housing for young people - apartment scheme in town centre.                          | No public open space  |
| Former Depot, Milnthorpe             | Milnthorpe        | SL/2008/0114 | 10                          | 6          | 60%        | 4         | 40%       | 0.19                 | 0.19               | 100%               | Up to 0.4ha   | 52.63             | 52.63           | BF    | Mix           | Town     | Affordable housing scheme in mixed use area.   | No public open space  |
| Green Lane, Flookburgh               | Flookburgh        | 5941787      | 12                          | 12         | 100%       | 0         | 0%        | 0.2                  | 0.2                | 100%               | Up to 0.4ha   | 60.00             | 60.00           | GF    | Houses        | Village  | Greenfield infill site in residential area.  | No public open space  |
| Former Stokers Garage                | Kendal            | SL/2009/0592 | 36                          | 0          | 0%         | 36        | 100%      | 0.2                  | 0.2                | 100%               | Up to 0.4ha   | 180.00            | 180.00          | BF    | Flats         | Town     | Brownfield apartment development close to town centre.   | No public open space  |
| The Cock & Dolphin                   | Kendal            | SL/2009/1143 | 18                          | 9          | 50%        | 9         | 50%       | 0.2                  | 0.2                | 100%               | Up to 0.4ha   | 90.00             | 90.00           | BF    | Mix           | Town     | Brownfield redevelopment and pub conversion close to town centre.                              | No public open space  |
| Land at Burland Grove                | Kendal            | SL/2014/0392 | 14                          | 14         | 100%       | 0         | 0%        | 0.24                 | 0.24               | 100%               | Up to 0.4ha   | 58.33             | 58.33           | GF    | Houses        | Town     | Greenfield affordable housing scheme within residential area.                                  | No public open space  |
| Waterside Estate, Dowker's Lane      | Kendal            | SL/2014/0942 | 14                          | 10         | 71%        | 4         | 29%       | 0.25                 | 0.25               | 100%               | Up to 0.4ha   | 56.00             | 56.00           | BF    | Mix           | Town     | Redevelopment of garage site in housing estate for affordable homes.                           | No public open space  |
| Land adjacent to the Riverside Hotel | Kendal            | SL/2004/0892 | 46                          | 0          | 0%         | 46        | 100%      | 0.27                 | 0.27               | 100%               | Up to 0.4ha   | 170.37            | 170.37          | BF    | Flats         | Town     | Apartment development close to town centre.  | No public open space  |
| Land off Ann Street, Kendal          | Kendal            | SL/2005/1095 | 19                          | 10         | 53%        | 9         | 47%       | 0.28                 | 0.28               | 100%               | Up to 0.4ha   | 67.86             | 67.86           | BF    | Mix           | Town     | Redevelopment of former builders' merchants in town location.                                  | No public open space  |
| Eskdale House, Shap Road             | Kendal            | CU/2015/0001 | 25                          | 0          | 0%         | 23        | 92%       | 0.316                | 0.32               | 100%               | Up to 0.4ha   | 79.11             | 79.11           | BF    | Flats         | Town     | Conversion of office building into self-contained apartments for adults with specialist needs. | No public open space  |
| Pitt Farm, Haggs Lane                | Cartmel           | SL/2014/0835 | 11                          | 7          | 64%        | 4         | 36%       | 0.36                 | 0.31               | 86%                | Up to 0.4ha   | 30.56             | 35.48           | GF    | Mix           | Village  | Small affordable development on edge of village  | Approx 0.05ha of tree protection area buffer strip  |
| Land off Grange Fell Road, Grange    | Grange-over-Sands | 5022811      | 11                          | 11         | 100%       | 0         | 0%        | 0.36                 | 0.29               | 81%                | Up to 0.4ha   | 30.56             | 37.93           | GF    | Houses        | Town     | Greenfield site within existing residential area.  | Approx 728sqm of landscaped verges/open space and tree planting along footpath cut through. |
| Webbs Garden Centre, Burneside Road  | Kendal            | SL/2003/2293 | 18                          | 12         | 67%        | 6         | 33%       | 0.377                | 0.38               | 100%               | Up to 0.4ha   | 47.75             | 47.75           | BF    | Mix           | Town     | Redevelopment of former garden centre site close to town centre.                               | No public open space  |
| Tram Lane / Dodgson Croft            | Kirkby Lonsdale   | SL/2012/0425 | 36                          | 0          | 0%         | 36        | 100%      | 0.38                 | 0.38               | 100%               | Up to 0.4ha   | 94.74             | 94.74           | BF    | Flats         | Town     | McCarthy and Stone retirement apartments in town location.                                     | No public open space  |
| Vicarage Drive                       | Kendal            | SL/2014/0506 | 15                          | 11         | 73%        | 4         | 27%       | 0.41                 | 0.41               | 100%               | 0.4 - 2 ha    | 36.59             | 36.59           | GF    | Mix           | Town     | Greenfield residential scheme on infill site in residential area.                              | No public open space  |
| Land on Winder Lane, Flookburgh      | Flookburgh        | SL/2007/0184 | 18                          | 18         | 100%       | 0         | 0%        | 0.42                 | 0.42               | 100%               | 0.4 - 2 ha    | 42.86             | 42.86           | BF    | Houses        | Village  | Affordable housing development on former nursery site in village location.                     | No public open space  |
| Holmes of Natland                    | Natland           | SL/2010/0653 | 12                          | 12         | 100%       | 0         | 0%        | 0.44                 | 0.44               | 100%               | 0.4 - 2 ha    | 27.27             | 27.27           | BF    | Houses        | Village  | Former plant nursery in village location.  | No public open space  |

|   |                   |                             |     |    |      |    |      |      |      |      |            |        |        |         |        |         |  |  |
|---|-------------------|-----------------------------|-----|----|------|----|------|------|------|------|------------|--------|--------|---------|--------|---------|--|--|
| Land at Lound Street                    | Kendal            | SL/2006/1094                | 40  | 6  | 15%  | 34 | 85%  | 0.46 | 0.46 | 100% | 0.4 - 2 ha | 86.96  | 86.96  | BF      | Mix    | Town    | Sheltered housing scheme in town location.   | No public open space.  |
| NHS Offices, Tenterfield                | Kendal            | SL/2015/0425                | 18  | 11 | 61%  | 7  | 39%  | 0.49 | 0.49 | 100% | 0.4 - 2 ha | 36.73  | 36.73  | BF      | Mix    | Town    |  | No public open space   |
| Baycliff Farm, Baycliff                 | Baycliff          | SL/2008/0852                | 21  | 21 | 100% | 0  | 0%   | 0.56 | 0.56 | 100% | 0.4 - 2 ha | 37.50  | 37.50  | GF      | Houses | Village | Redevelopment of farm buildings site in village location.  | No public open space   |
| Bifold Croft                            | Kirkby Lonsdale   | SL/2012/1060                | 10  | 10 | 100% | 0  | 0%   | 0.58 | 0.42 | 72%  | 0.4 - 2 ha | 17.24  | 23.81  | GF      | Houses | Town    | Greenfield affordable housing scheme on edge of residential area.  | Approx 0.16ha of open space  |
| Land adjacent to WMGH                   | Kendal            | SL/2008/0790                | 24  | 0  | 0%   | 24 | 100% | 0.63 | 0.54 | 86%  | 0.4 - 2 ha | 38.10  | 44.44  | BF      | Flats  | Town    | Greenfield older people's housing scheme - nursing home and apartments. Within built up area.  | Approx 0.09ha green space in car parking area  |
| Gallowbarrow Mill, Natland Rd           | Kendal            | SL/2013/0181                | 23  | 23 | 100% | 0  | 0%   | 0.71 | 0.71 | 100% | 0.4 - 2 ha | 32.39  | 32.39  | BF      | Houses | Town    | Brownfield redevelopment in existing residential area.   | No public open space   |
| Land at Jack Hill                       | Allithwaite       | SL/2016/1161                | 18  | 18 | 100% | 0  | 0%   | 0.76 | 0.76 | 100% | 0.4 - 2 ha | 23.68  | 23.68  | GF      | Houses | Village |  | No public open space   |
| Oaklands, Union Lane                    | Ulverston         | SL/2010/0806                | 25  | 25 | 100% | 0  | 0%   | 0.8  | 0.88 | 110% | 0.4 - 2 ha | 31.25  | 28.41  | BF      | Houses | Town    | Greenfield residential scheme on edge of town.   | No public open space   |
| Land adjacent to Underhill, Burton Road | Oxenholme         | SL/2016/0533                | 17  | 17 | 100% | 0  | 0%   | 0.88 | 0.88 | 100% | 0.4 - 2 ha | 19.32  | 19.32  | GF      | Houses | Village |  | No public open space   |
| Berners Close, Grange                   | Grange-over-Sands | SL/2013/0887                | 43  | 21 | 60%  | 22 | 51%  | 0.94 | 0.69 | 73%  | 0.4 - 2 ha | 45.74  | 62.32  | BF      | Mix    | Town    | Brownfield redevelopment in mixed use area close to town centre.   | Approx 0.25ha of open space including footpath link area   |
| Biggins Road                            | Kirkby Lonsdale   | SL/2009/0838                | 34  | 26 | 76%  | 8  | 24%  | 1    | 0.85 | 85%  | 0.4 - 2 ha | 34.00  | 40.00  | GF      | Mix    | Town    | Greenfield site within town in residential/mixed use area.   | Approx 0.15ha of open space and footpath link.   |
| Church Bank (East of Hutton Close)      | Burton in Kendal  | SL/2016/0504                | 27  | 27 | 100% | 0  | 0%   | 1.22 | 1.11 | 91%  | 0.4 - 2 ha | 22.13  | 24.32  | GF      | Houses | Village | Small estate in large village  | Two small open space areas totalling approx 1140sqm  |
| Hallgarth Cottage, Windermere Rd        | Kendal            | SL/2013/0075                | 27  | 27 | 100% | 0  | 0%   | 1.22 | 0.68 | 56%  | 0.4 - 2 ha | 22.13  | 39.71  | GF      | Houses | Town    | Greenfield affordable housing scheme on edge of town.  | Landscaped sloping area on entrance (approx 0.33ha) and public open space (0.07ha) and boundary planted area with footpath (0.14ha), totalling 0.54ha deduction.         |
| Webbs Garden Centre, Burneside Road     | Kendal            | SL/2013/0174                | 60  | 0  | 0%   | 60 | 100% | 1.25 | 1.25 | 100% | 0.4 - 2 ha | 48.00  | 48.00  | BF      | Flats  | Town    | McCarthy and Stone retirement scheme, brownfield site in town location.  | No public open space   |
| Wainwright Court                        | Kendal            | SL/2013/0174                | 60  | 0  | 0%   | 60 | 100% | 1.25 | 1.05 | 84%  | 0.4 - 2 ha | 48     | 56.89  | BF      | Flats  | Town    |  | Approx 0.2ha of accessible open space. Large private maintained garden and landscaping area for residents but not deducted as not publicly available and for private use |
| Fair View, Daltongate                   | Ulverston         | SL/2014/0491                | 15  | 13 | 87%  | 2  | 13%  | 1.37 | 0.85 | 62%  | 0.4 - 2 ha | 10.95  | 17.67  | GF / BF | Mix    | Town    | Mixed conversion and new build scheme in grounds of former care home. 0.39 developed area, but set within grounds of large former house so not typical site. | Approx 0.52ha of open space and landscaping.   |
| K Village                               | Kendal            | SL/2005/0619   SL/2018/0707 | 178 | 0  | 0%   | 90 | 51%  | 1.38 | 1.38 | 100% | 0.4 - 2 ha | 128.99 | 128.99 | BF      | Flats  | Town    | Brownfield redevelopment within town - mixed use retail, offices and residential. Includes 90 in original and 88 in later application.                       | No public open space   |
| Allithwaite Rd/Carter Road              | Grange-over-Sands | SL/2013/0691                | 42  | 36 | 86%  | 6  | 14%  | 1.67 | 1.6  | 96%  | 0.4 - 2 ha | 25.15  | 26.25  | GF      | Mix    | Town    | Greenfield site within existing residential area.  | Aprox 687sqm of biodiversity planting area   |

|  |                   |                              |             |     |      |    |     |      |      |            |            |              |              |    |        |         |  |  |
|--|-------------------|------------------------------|-------------|-----|------|----|-----|------|------|------------|------------|--------------|--------------|----|--------|---------|--|--|
| Auction Mart                                   | Kendal            | SL/2010/1015                 | 95          | 71  | 75%  | 24 | 25% | 1.84 | 1.74 | 95%        | 0.4 - 2 ha | 51.63        | 54.60        | BF | Mix    | Town    | Brownfield residential scheme close to town centre.  | Main open space/drainage overflow area approx 968sqm. Other minor incidental landscaping areas not included in deduction.      |
| Thornfield Rd                                  | Grange-over-Sands | SL/2014/1036                 | 64          | 52  | 81%  | 12 | 19% | 2.15 | 1.67 | 78%        | Over 2ha   | 29.77        | 38.32        | GF | Mix    | Town    | Greenfield site within existing residential area.  | Approx 0.48ha of green space including significant boundary landscaping and area of public open space at eastern part of site. |
| East of Greengate Crescent                     | Levens            | SL/2016/0888                 | 49          | 49  | 100% | 0  | 0%  | 2.24 | 1.97 | 88%        | Over 2ha   | 21.88        | 24.92        | GF | Houses | Village | Greenfield residential scheme on edge of village.  | Site layout plan checked. Remove NW and SE corners from NET calculation. OPA SL/2014/0822                                      |
| Greenside Farm                                 | Hincaster         | SL/2013/0594                 | 22          | 20  | 91%  | 2  | 9%  | 3.1  | 2.31 | 74%        | Over 2ha   | 7.10         | 9.54         | GF | Houses | Village | Redevelopment of egg production farm buildings and land in rural village location.                   | Approx 0.14ha green space and 0.54ha drainage field.   |
| Cragg Close (E of Whinfell Drive & Rydal Road) | Kendal            | SL/2005/0976                 | 94          | 72  | 77%  | 22 | 23% | 3.13 | 2.33 | 75%        | Over 2ha   | 30.03        | 40.30        | GF | Mix    | Town    | Greenfield residential development, edge of town. Remove balancing ponds from net area               | Approx 0.33ha for balancing ponds and 0.37ha for public green space areas.   |
| Pear Tree Park Phases 3-5 Holme                | Holme             | 5020558 and 5020188          | 88          | 75  | 85%  | 13 | 15% | 3.43 | 2.9  | 84%        | Over 2ha   | 25.66        | 30.37        | GF | Mix    | Village | Greenfield site on edge of village.  | Approximately 0.53 ha of green spaces, buffer strips and drainage pond areas.  |
| South of Natland Mill Beck Farm                | Kendal            | SL/2013/0830                 | 76          | 76  | 100% | 0  | 0%  | 4.84 | 3.98 | 82%        | Over 2ha   | 15.70        | 19.10        | GF | Houses | Town    | Greenfield residential scheme on edge of town. - remove landscaped buffer and cycle path             | Approx 0.86ha of public open space and significant landscaped areas along western edge including existing mature trees.        |
| Land at Kendal Parks Farm                      | Kendal            | SL/2015/0733<br>SL/2018/0959 | 101         | 89  | 88%  | 12 | 12% | 4.96 | 3.77 | 76%        | Over 2ha   | 20.36        | 26.76        | GF | Mix    | Town    | Greenfield residential scheme on edge of town.   | Approx 1.19ha of public open space.  |
| Land to the south of Lumley Road               | Kendal            | SL/2016/0519                 | 110         | 94  | 85%  | 16 | 15% | 5.22 | 4.53 | 87%        | Over 2ha   | 21.07        | 24.28        | GF | Mix    | Town    | Greenfield residential scheme on edge of town.   | SuDS area approx 5674 sqm, play area approx 1200sqm.   |
| Land off Kendal Road                           | Kirkby Lonsdale   | SL/2016/1015                 | 78          | 78  | 100% | 0  | 0%  | 6.1  | 4.22 | 69%        | Over 2ha   | 12.79        | 18.49        | GF | Houses | Town    |  | Approx 1.927ha green space including public open space and drainage areas.   |
| West of Oxenholme Rd                           | Kendal            | SL/2012/0566                 | 148         | 118 | 80%  | 30 | 20% | 6.94 | 6.16 | 89%        | Over 2ha   | 21.33        | 24.03        | GF | Mix    | Town    | Greenfield residential scheme on edge of town.   | Landscaped buffer along beck (approx 6635 sqm) and SuDS area and woodland copse (approx 1144 sqm).                             |
| Stone Cross Mansion                            | Ulverston         | SL/2015/0433                 | 65          | 46  | 71%  | 19 | 29% | 7.31 | 4.74 | 65%        | Over 2ha   | 8.89         | 13.72        | GF | Mix    | Town    | Conversion of listed building into apartments, and new build in grounds (extensive landscaped areas) | Approx 2.57ha of open space and landscaping (mostly grounds of Stone Cross Mansion)  |
| -  | -                 | <b>Total/Average</b>         | <b>2046</b> | -   | -    | -  | -   | -    | -    | <b>91%</b> | -          | <b>59.27</b> | <b>62.06</b> | -  | -      | -       | -  | -  |

Table A3: 5



## Appendix 4: Stakeholder Consultation on Draft Methodology

### Introduction

The draft SHLAA methodology was subject to a stakeholder consultation from 8 January – 14 February 2020. An email notification was sent to stakeholders on the Local Plan mailing list, and the consultation was listed on the Local Plan review website. The draft methodology report and an online survey were available through our Citizen Space [consultation portal](#)<sup>18</sup>. Responses were also accepted by email.

A total of 34 responses were received, from a range of respondents including developers, housebuilders, landowners, agents, statutory bodies, interest groups, infrastructure bodies, and neighbouring authorities.

This appendix provides a summary of the responses that were received to each question, and a summary of how the responses have been taken into account in finalising the SHLAA methodology.

#### **Q1. Do you consider that the Council should convene a panel comprising of key landowners, agents, developers and other key stakeholders to inform the SHLAA process?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>The majority of respondents supported the idea of a stakeholder panel to inform the SHLAA process, particularly in terms of assessing the achievability and deliverability of sites. Comments were made that it would help ensure commercial viability and accuracy in the SHLAA and help communication and information flow. Comments were also made that the panel should be well balanced and not just reflect developers' interests. There were also comments made that that the purpose and function of the panel would need to be made clear, and it would be important to ensure the views of those not on the panel are still taken into account.</p> | <p>Given the strong support, the Council proposes to establish a panel. A draft Terms of Reference has been prepared to set out the scope and purpose of the panel and is included at Appendix 5. The Terms of Reference also sets out how the panel will be convened including its membership composition to ensure it is balanced.</p> |

<sup>18</sup> <https://cumbria.citizenspace.com/south-lakeland-district-council/shlaa-pm>

**Q2. If you think a panel should be convened, would you consider being a member of it??**

| Summary of Responses  | Council Response  |
|---|---|
| <p>13 of the 34 respondents indicated that they would be interested in joining a stakeholder panel to inform the SHLAA process. These included a range of respondents including housebuilders, planning agents, infrastructure providers and representative bodies and organisations.</p> | <p>The draft Terms of Reference at Appendix 5 proposes the composition of the panel and explains how the panel will be convened. An email will be sent out in summer 2020 to invite expressions of interest for panel membership.</p> |

**Q3: Do you consider that the Council should consult on a draft SHLAA report?**

| Summary of Responses  | Council Response  |
|---|---|
| <p>The majority of respondents considered that the Council should consult on a draft SHLAA report.</p> <p>There was support for running this alongside the Issues and Options Local Plan Review consultation.</p> | <p>The Council will consult on a draft SHLAA report to provide an opportunity for clarifications, accuracy checks and for additional information to be provided on sites, such as how barriers may be overcome to enable sites to be considered as suitable and achievable.</p> |

**Q4: Do you agree with the geographical study area for the SHLAA?**

| Summary of Responses   | Council Response  |
|--|---|
| <p>Nearly all the respondents agreed with the geographical study area for the SHLAA, however there was a suggestion that it should include the AONB area in terms of assessing additional sites to those allocated in the AONB Local Plan. It was also suggested that the proposals to further extend the Lake District National Park should be noted as they could affect the plan making area in future years.</p> | <p>The study area will remain as the local planning area given the general agreement on this issue. New site suggestions will not be sought in the AONB given the recently adopted AONB Local Plan and bespoke site assessment process that was used to assess sites in this protected landscape.</p> |

**Q5: Do you agree with the site size threshold of 0.2 hectares or 5 dwellings proposed for the SHLAA?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>The majority of respondents agreed with the site size threshold. However one respondent disagreed and suggested it should be lower to recognise the role that smaller sites play in rural areas and because the threshold would exclude potential self-build sites.</p> | <p>The site size threshold will remain at 0.2ha or 5 dwellings as proposed. The point raised about the role of smaller sites is acknowledged and agreed with, however it is considered more appropriate to recognise their contribution to land supply through a small site windfall allowance in the SHLAA. The Council does not have the resources to assess all potential small sites individually and requires a threshold to make the study proportionate in terms of looking at strategic land supply focussing on larger sites.</p> |

**Q6: Do you agree with the sources of potential sites that have been identified?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>The majority of respondents agreed with the sources of sites proposed. It was acknowledged that the call for sites will be an important source of sites. Comments were also made that it will be important to re-assess the suitability and deliverability of existing allocated sites.</p> | <p>Comments noted, and the Council acknowledges it will be important to reassess the suitability, availability and achievability of existing allocated sites. It is also acknowledged that the Call for Sites will be an important source of sites given the time that has elapsed since previous exercises.</p> |

**Q7: Are there any other sources of potential sites for the SHLAA that we should look at?**

| Summary of Responses  | Council Response  |
|---|---|
| <p>A suggestion was also made to work with community land trusts and similar groups to identify additional sites. A suggestion was also made to discuss plans with utility organisations that may have suitable land holdings. It was also suggested that the</p> | <p>In response to these comments the Council will make specific contact with community land trusts and similar groups and also utility companies that may have land holdings in the area.</p> |



| Summary of Responses   | Council Response |
|--|------------------|
| Council consider sites put forward as part of previous call for sites exercises. |                  |

**Q8: Do you have any comments on the draft Call for Sites Background Information and Guidance note in Appendix 3?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>A number of respondents disagreed with the way that the draft guidance note discusses the existing housing land supply position with a view to advising readers that a more limited supply of new sites are sought compared with previous call for sites exercises. It was felt by a number of respondents that this is prejudicing the study and could discourage suitable sites from being submitted, particularly as a new housing target has not yet been agreed. On the other hand some respondents welcomed the context that is provided with regards to the land supply position and agreed that the call for sites should be scoped in this way.</p> <p>There was agreement that the call for sites form should request comprehensive information to be provided but also some concerns were raised that it could be too onerous for non-professionals who may wish to promote sites.</p> <p>There were some suggestions for factors that should be considered in the call for sites form, including requiring information on whether sites are currently used for sport or recreation, and the proximity of sites to facilities. It was also suggested the form should include a question on sites of geological importance.</p> | <p>The emphasis in the guidance note on seeking the most sustainable sites is considered to be appropriate, and the Council does consider it appropriate to acknowledge that a substantial supply of housing land does exist from the Land Allocations process (with the acknowledgement that these sites do need to be reviewed to ensure they remain developable). It is also considered appropriate to refer to the most recent assessment of housing need to provide some context for the exercise. The guidance note has however been amended to remove the references to seeking a 'more limited supply of land' through the call for sites process compared with previous exercises for the Land Allocations DPD.</p> <p>The call for sites form includes guidance within the form to advise non-professionals as to where they can source relevant information about their site. The Council will also make clear that site promoters can seek further guidance from the Council in filling in the form if required. It is considered important that site promoters research and provide robust information on their sites if they have serious development intentions for them.</p> |

| Summary of Responses | Council Response   |
|----------------------|--|
|                      | <p>Additions have been made to the call for sites form around sports and recreation and geological sites as suggested.</p> |

### Q9: Do you agree with the exclusion criteria proposed?

| Summary of Responses  | Council Response  |
|---|---|
| <p>There was a mixture of views in response to this question and the number of respondents disagreeing with the criteria outnumbered those agreeing. The main reason for disagreement was around the proposal to exclude sites that are in the open countryside that are unrelated to existing or proposed service centres. A number of respondents considered that sites in the countryside shouldn't automatically be excluded as they could be demonstrated to be sustainable. There were concerns raised as to how it would be judged if sites are 'unrelated' to settlements. Concerns were also raised that the Environment Agency flood maps are not up to date. There was a suggestion that sites should only be excluded based on national policy and designations and not local policy, which could change through the Local Plan review. Some concern was expressed over how 'insurmountable constraints' will be defined.</p> | <p>The definition of the exclusion criteria around sites in the countryside has been amended to clarify that sites that are not adjacent and directly related to service centres will be excluded. This makes clear that for sites to be considered as related to a settlement they should be directly adjoining it.</p> <p>This criteria has also been amended to increase flexibility for sites in countryside areas and widens the scope by not excluding sites in smaller villages and hamlets and rural exception sites as long as they accord with the current Local Plan policies on rounding off and infill in small villages (DM13) and exception sites (DM14).</p> <p>An updated Strategic Flood Risk Assessment is underway. The most up to date flood risk information will be used to assess sites in the and will be updated as new modelling is made available.</p> <p>With regards the suggestion that sites should only be excluded based on national policy and designations, it is considered that it will be appropriate in some circumstances to exclude sites based on inconsistency with the existing development plan. The Planning</p> |

| Summary of Responses | Council Response  |
|----------------------|---|
|                      | <p>Practice Guidance advises that the initial site survey should record consistency with the development plan's policies. It does advise that in assessing sites against the development plan, LPAs should take into account how up to date those policies are and consider whether the policy constraints may be overcome in an emerging plan. If any sites are excluded at the initial stage due to do development plan conflict the reasons will be clearly stated and subject to consultation in the draft SHLAA, which will give a further opportunity for consideration of whether constraints may be overcome.</p> |

**Q10: Should any additional exclusion criteria be applied at this stage?**

| Summary of Responses  | Council Response  |
|---|---|
| <p>There were also some suggestions for additional exclusion criteria e.g. ancient woodland, local geological sites, common land/village green, significant harm to heritage asset, duty to protect National Parks, AONBs and their setting, potential for green infrastructure/ecosystem services, landscape impacts. There was a suggestion for stricter criteria around designated nature sites so that sites are excluded if they are only partly within designated sites rather than wholly/mainly within them. It was suggested that flood zone 2 rather than flood zone 3 should be an exclusion criteria given the climate emergency.</p> | <p>It is considered that an appropriate balance needs to be struck with the exclusion criteria, between quickly discounting absolute 'non-starters' and allowing remaining sites to progress to more detailed site assessment to determine whether constraints could feasibly be overcome.</p> <p>It is considered that aspects such as impacts on landscape character, heritage and potential for ecosystem services would be more appropriately included in the site assessment rather than as initial exclusion criteria given that they require a significant degree of professional judgement rather than being an objective check of the presence of constraints.</p> <p>Ancient woodland and sites of geological conservation importance</p> |

| Summary of Responses | Council Response  |
|----------------------|---|
|                      | have been added to the exclusion criteria based on comments made, as it is agreed that these areas would clearly be unsuitable for housing development. |

**Q11: Do you agree that sites in the countryside that are unrelated to existing service centres should be excluded at this stage and instead land supply from this source should be factored into the windfall allowance?**

| Summary of Responses  | Council Response  |
|---|---|
| <p>More respondents disagreed with this proposal than agreed with it. Comments were made that there are sustainable development opportunities in the countryside that could support rural communities and that these should therefore be included in the SHLAA. There were also concerns raised that this could prevent opportunities for sustainable urban/village extensions or new settlements to be considered. There was some support for this approach however, and it was acknowledged that the role of small windfall and infill developments in the countryside should be recognised as an important part of the land supply. It was suggested that the list of settlements should be included in the final SHLAA methodology.</p> | <p>The initial exclusion criteria have been amended as set out above, so that sites in smaller villages and hamlets and rural exception sites will not be automatically excluded. This will broaden the scope of the SHLAA in considering potentially suitable sites in rural areas. It is not considered that the scope of the SHLAA needs to be widened any further in terms of considering sites in open countryside that are inconsistent with the development plan and national policy. The small windfall site allowance will enable the role of small sites in rural areas in contributing to housing land supply to be recognised. A list of the current service centres has been included in the methodology as suggested.</p> |

**Q12: Do you agree with the proposed scope of the initial site surveys?**

| Summary of Responses  | Council Response  |
|---|---|
| <p>The vast majority of respondents agreed with the proposed scope of the initial site surveys. A concern was raised that the initial site survey is proposed to assess sites against the development plan policies, when these could be subject to change through the review process. It was</p> | <p>PPG advises that 'consistency with the development plan's policies' can be recorded during the initial site survey. It is therefore considered appropriate that this is included in the site survey. It is agreed that it would not be appropriate to discount sites</p> |

| <b>Summary of Responses</b>  | <b>Council Response</b>  |
|--|--|
| <p>requested that regard is had to sport and recreation facilities in the initial site survey in terms of indicating whether a site is in playing field or sports use, and also that grid references are recorded in the initial survey. It was also suggested that the initial site survey should not only consider environmental constraints but also look at environmental opportunities associated with sites.</p> | <p>on the basis of development plan policies which have been identified in the draft policy review as in need of review as it is acknowledged that these could change.</p> <p>Planning Practice Guidance advises that at the initial survey stage there may be some sites, which taking into account national policy and designations, it will not be appropriate to carry out more detailed assessments, where it is clear they will not be suitable for development. The initial surveys need to be proportionate, discounting sites that are clearly not suitable, in order to avoid abortive more detailed assessment work, whilst allowing realistic sites to progress to a more detailed assessment at Stage 2. It is considered that any consideration of opportunities presented by sites is more appropriate to the stage 2 assessment rather than the initial site survey given the greater level of judgement and assessment that will be required in this respect.</p> |

**Q13: Do you agree that sites should be excluded at this stage if insurmountable constraints or issues are identified?**

| <b>Summary of Responses</b>  | <b>Council Response</b>  |
|--|--|
| <p>The majority of respondents considered that sites should be excluded from further assessment if insurmountable constraints or issues are identified in the initial survey but comments were made that the reasons must be made clear in the report. It was suggested that the exclusion of sites should also be kept under review if new information comes to light showing that constraints can be overcome. Of those respondents disagreeing, comments were</p> | <p>It is agreed that the reasons for exclusion must be made clear, and these will be clearly stated in a schedule of discounted sites appended to the SHLAA report.</p> <p>The publication of a draft SHLAA will also allow for further consideration of discounted sites if evidence is provided to demonstrate that they should be included.</p> |



| Summary of Responses   | Council Response   |
|--|--|
| <p>made that discussions should be held with site promoters before excluding sites, and also that clarification of 'insurmountable' may be required. It was also commented that it wouldn't be possible to exclude some sites at the initial survey without the more detailed Stage 2 assessment having taken place.</p> | <p>Given the number of sites that will be submitted it may not be possible to speak to all site promoters individually, but they will of course be consulted on the draft SHLAA and have chance to provide additional evidence. It is important that site promoters provide thorough site information and demonstrate that sites are suitable for development in the call for sites process as this will obviously minimise the chance of sites being discounted.</p> <p>It is also agreed that some sites won't reasonably be able to be excluded without more detailed assessment in stage 2, and only those that are clearly not suitable based on the initial survey will be excluded at that stage.</p> |

**Q14: Do you agree with the proposed framework for assessing site suitability?**

| Summary of Responses   | Council Response  |
|--|---|
| <p>Most respondents agreed with the proposed assessment method however some of those in agreement did stress the need to acknowledge that this stage of the assessment is not necessarily clear cut. It was also suggested that the suitability assessment should also look at environmental opportunities posed by sites and consider if an alternative use may be more suitable than housing. In terms of concerns raised it was commented that a number of the factors are quite subjective. It was suggested that before discounting sites as unsuitable they should be discussed with site promoters, as some issues could be easily mitigated. There</p> | <p>It is acknowledged that some of the suitability criteria will require professional judgement rather than being necessarily clear cut. To ensure transparency reasons will be clearly stated for the suitability judgements that have been made. Also the proposed approach to consultation and engagement should ensure that judgements on suitability are well informed and subject to review by stakeholders.</p> <p>It is the role of the SHLAA to consider whether sites are suitable for housing and it is not within the</p> |

| Summary of Responses   | Council Response  |
|--|---|
| <p>were some differences in opinion between different respondents on the weighting that should be given to environmental factors in the assessment. There was also a suggestion that the suitability assessment should not include the current development plan, as this could be subject to change, and that only national policy and designations should be taken into account. Various advice and suggestions were provided on how the assessment may be undertaken in relation to the historic environment, natural environment, electricity and gas transmission assets, foul and surface water drainage, level crossings, sports and recreation provision, and geodiversity.</p> | <p>remit of the study to determine whether sites might be 'more suitable' for other uses. However this type of judgement can take place through the Local Plan review process more widely.</p> <p>It is not agreed that the suitability assessment should not assess sites with regards the development plan position, but it is acknowledged that sites should not be considered unsuitable if they are contrary to a Local Plan policy that is under review. Regard will be had to emerging Local Plan policy options in preparing the SHLAA, and as the Local Plan progresses it may be necessary to revise the assessment of some sites in the SHLAA.</p> <p>The comments made on more detailed aspects of the assessment have been reviewed and incorporated into the assessment template.</p> |

**Q15: Do you agree with the proposed approach to assess site availability?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>There was general agreement with the proposed approach. Respondents generally agreed that it will be important for the Council to work with stakeholders in establishing the availability of sites. Comments were made that assessing availability would require reasonable judgement being applied to the information provided by landowners and developers. The approach of taking account of the past delivery record of site promoters was welcomed by some but others raised concerns that this could give preference to</p> | <p>The Council will be heavily reliant on availability information provided by site promoters through the call for sites to demonstrate availability, and will consider the information provided in good faith. For sites where availability is not certain Land Registry searches will be undertaken.</p> <p>The Council will also contact site promoters and landowners if uncertainties arise as to the</p> |

| Summary of Responses                                      | Council Response  |
|---|---|
| <p>developer led sites over landowner promoted sites.</p> | <p>availability through the assessment process.<br/>Whilst account will be taken of the delivery record of those promoting sites, this will not be to the disadvantage of landowner as opposed to developer led sites. As part of the call for sites landowners will be able to clearly demonstrate the steps they are taking to progress delivery of their site.</p> |

**Q16: Do you agree with the proposed approach to assess site achievability?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>The majority of respondents agreed with the proposed approach. There was support for the use of a stakeholder panel to inform the judgements on site achievability. It was also suggested that developers with recent delivery experience are well placed to advise on achievability, but a comment was also made that landowners should be consulted as well as developers. Concerns were raised that the assumptions used in the 2017 viability study require updating. Some concerns were also raised about the potentially subjective nature of this assessment. There was a query raised as to how often throughout the SHLAA process that the Council would seek professional viability advice.</p> | <p>The support for the use of the panel to help assess achievability is welcomed.<br/><br/>It is acknowledged that the existing viability study dates from 2017 but it should also be noted that the study contains 'sensitivity tables' to illustrate the impact of changes in assumptions such as build costs on viability for each of the typologies.<br/><br/>The Council will also keep its viability evidence under review as the Local Plan review progresses, and as the impacts of covid-19 become more fully understood.</p> |

**Q17: Do you agree with the proposed approach to gross to net ratios?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>There was general agreement from respondents on the proposed approach, as it is underpinned by recent local evidence of developments. There were however comments that the approach should be flexible and be able to respond to site specific factors that may impact on</p> | <p>The support for the proposed approach, based on local evidence, is welcomed.<br/><br/>It is agreed that whilst the proposed method provides a starting point, flexibility needs to be applied. Site</p> |

| Summary of Responses   | Council Response  |
|--|---|
| <p>developable areas. Comments were also made that the impact of national or local policy changes could affect developable areas, such as biodiversity net gain requirements, so the approach should be kept under review and be flexible.</p> | <p>specific factors that may affect the ratio will be taken into account.</p> |

**Q18: Do you agree with the proposed approach regarding density assumptions?**

| Summary of Responses  | Council Response   |
|---|--|
| <p>The majority of respondents agreed with the approach, with some commenting that it was justified as it was based on an assessment of recent development sites in the district, but that it should also be applied flexibly. However some concerns were raised and there were some suggestions that density should be assessed on a site by site basis, and that for some site types (particularly large sites) the sample size was too small in the assessment undertaken by the Council to be relied upon. It was suggested that the Council work closely with stakeholders ensure appropriate assumptions for each site. It was also suggested that recent policy changes such as DM11 (accessible and adaptable homes) have impacted density on sites and this should be reflected.</p> | <p>The support for the evidence based approach is welcomed. Again it is agreed that this method will also need to be applied flexibly and will be used as the starting point for sites. It will be varied depending on site specific factors where necessary.</p> <p>Work to establish site capacities by those promoting sites will also be taken into account, for example any master planning work.</p> |

**Q19: Do you agree with the approach to determining whether sites are deliverable or developable and the sources of information that will be used to inform this?**

| Summary of Responses   | Council Response   |
|--|--|
| <p>There was general agreement with the proposed approach but comments were made that the Council should be realistic about lead in times and build rates, and should consider the lead in times and build rates of recent developments. Comments were also made that the Council needs to</p> | <p>The Council will continue to update and review its data on build rates and lead in times based on recent schemes, which it currently uses to inform its five year land supply position.</p> |

| Summary of Responses   | Council Response  |
|--|---|
| <p>factor in the costs and delays that can be incurred in securing infrastructure connections. Reference was made to the NPPF definition of 'deliverable' and it was stressed that only sites that meet that definition should be considered deliverable in the SHLAA.</p> | <p>In understanding build rates and lead in times on recent schemes it is important to understand the site specific circumstances and consider whether these are likely to be applicable to future sites.</p> |

**Q20: Do you agree with the proposed approach to factoring in a small sites (less than 5 units) windfall allowance to the overall housing land supply based on completion trends?**

| Summary of Responses   | Council Response  |
|--|---|
| <p>There was some support expressed for the approach, and acknowledgement that small windfall sites are an important component of housing supply in the district and should therefore be factored into the SHLAA assessment. Some respondents commented however that the proposed windfall allowance comprises too large a proportion of the overall land supply and there is no guarantee that past windfall rates will continue at the same level in future. There was a preference expressed by some respondents that the focus of the assessment and the Local Plan review should be on allocated rather than windfall sites, particularly as this assists infrastructure planning. Some comments were also made to ensure there is no double counting in the assessment between small site permissions and the small site windfall allowance.</p> | <p>The comments made around the small windfall allowance comprising too significant a proportion of the overall supply are noted. However this does reflect the reality of development in South Lakeland that a significant proportion of housing completions do arise from small windfall developments. The analysis presented in the report lists completions on small windfall sites back to 2003 and illustrates that supply from this type of site continues to be significant. There are no clear reasons as to why this element of supply will not continue in a similar fashion in future years. The use of an assumption based on a 5 year average is considered to be robust, and any changes in delivery from this source would be reflected in the future supply assumptions using this method.</p> |

**Q21: Do you consider that the SHLAA should also factor in an allowance for windfall sites over 5 units?**

| Summary of Responses   | Council Response  |
|--|---|
| <p>Whilst there were some mixed views on this question, generally respondents considered that the SHLAA should not</p> | <p>The Council agrees with the comments made, and no windfall</p> |

| Summary of Responses  | Council Response  |
|---|---|
| include an additional windfall allowance for sites over 5 units. Comments were made that the SHLAA should identify as may sites over 5 units as possible and there should be no need for an additional allowance. | allowance for sites over 5 units will be included in the SHLAA. |

**Q22: Do you agree with the proposed approach to presenting the indicative trajectory in the SHLAA?**

| Summary of Responses  | Council Response   |
|---|--|
| The majority of respondents agreed with the proposed approach to presenting an indicative trajectory in the SHLAA. Concerns were however expressed with the proposal to present the trajectory in the context of the housing need figure of 290 dwellings from the 2017 SHMA, as this figure has not been tested through the Local Plan review process. Comments were also made that it is important to ensure that the trajectory presented is realistic and acknowledges that it can be difficult to predict delivery. It was also commented that the trajectory will be useful in informing infrastructure planning. | Comments regarding the housing need figure are noted. The SHLAA will present the trajectory and compare it against a number of housing need options in line with those emerging through the Local Plan review.<br><br>The uncertainty in predicting delivery is acknowledged, and the Covid-19 pandemic is likely to result in further challenges in projecting short term delivery rates. Stakeholder engagement will be important in informing delivery assumptions. |

**Q23: Do you agree with the proposed format of the final study outputs?**

| Summary of Responses   | Council Response   |
|--|--|
| There was general agreement amongst respondents around the proposed study outputs. There were some suggestions that additional information should be provided within or alongside the SHLAA report, including more detailed site assessment sheets, responses from site promoters, and supporting evidence base information that has informed the SHLAA. | It is considered that the site summary sheet template (Appendix 2) does provide scope for quite detailed site information, and a balance needs to be struck between presenting enough information and making the SHLAA report a manageable size. Further consideration will be given as the report is prepared as to whether more detailed assessment information could be published separately to the report as background information. |



| <b>Summary of Responses</b> | <b>Council Response</b>  |
|-----------------------------|--|
|                             | All site assessment evidence for the Local Plan review will be published on the Local Plan website as it is prepared over the coming months and years. |





Shaping our future



SOUTH LAKELAND LOCAL PLAN 2040

## Appendix 5: Stakeholder Panel Draft Terms of Reference

# South Lakeland Local Plan

## Strategic Housing Land Availability Assessment (SHELAA)

## Stakeholder Panel Draft Terms of Reference

**Note:** this draft Terms of Reference has been updated from that contained within Appendix 5 of the July 2020 [SHLAA methodology report](#), to reflect that we are now producing a SHELAA rather than a SHLAA, and therefore are proposing a new category of stakeholders on the panel in relation to economic development and employment land.

February 2021



## Introduction

- 1.1.1 The Council is establishing a panel of stakeholders and experts to inform the Strategic Housing and Economic Land Availability Assessment process. The Council's rationale for convening this panel is that it will enable stakeholders from different backgrounds, interests and areas of expertise to advise on the suitability, availability and achievability of sites proposed for assessment in the study, based on their local knowledge and areas of expertise. In particular the local expertise of panel members based on their experience of the local housing and economic development markets will add valuable insight on the judgement of whether sites are likely to be achievable and what factors may be affecting delivery of sites and how these could be addressed.
- 1.1.2 The panel will ensure a level of professional scrutiny and peer review throughout the preparation of the SHELAA and will help ensure a robust evidence base on housing land supply to inform the Local Plan review process.
- 1.1.3 To ensure clarity and transparency in the management of the process, management of potential bias and to assist effective operation of the panel, the Council considers it necessary that the panel is bound by Terms of Reference.
- 1.1.4 This draft Terms of Reference sets out how the panel will be formed, how it will operate, how decisions are made and the procedures that will be followed in the process leading to the completion of the SHELAA. The Terms of Reference will be finalised once the panel has been established and it has been agreed by members.

## Draft Terms of Reference

### Purpose of the Panel

- 1.1.5 The purpose of the Strategic Housing and Economic Land Availability Assessment (SHELAA) Panel is to provide expert input into the preparation of the SHELAA, which will form part of the evidence base for the review of the South Lakeland Local Plan.
- 1.1.6 The objectives of the SHELAA Panel are as follows:
  - 1) To ensure the SHELAA process and study outputs are robust, sound and underpinned by local knowledge and expertise.
  - 2) To provide constructive and impartial comments and advice on the suitability, availability and achievability of sites in the SHELAA.



## Membership

- 1.1.7 Membership of the panel will be on a voluntary basis and will be balanced and reflect a range of stakeholders and sectors with interests in housing development in South Lakeland.
- 1.1.8 The panel will comprise of members from the following categories:
- a) Up to five organisations/companies/individuals that are actively engaged in building housing in South Lakeland and are representative of the broad spectrum of the house building industry in terms of the scale and types of housing being delivered.
  - b) Up to five organisations/companies/individuals whose areas of expertise and work are closely linked to the local housing market and housing delivery. This may include for example land agents, planning consultants, surveyors, housebuilding representative bodies, architects, estate agents or other related professions that can add value to the assessment of potential sites for housing and provide advice on the local housing market.
  - c) Officers from the Council engaged in the preparation of the SHELAA report, and specialist advisors to the Council for example in terms of landscape, ecology, heritage or viability advice.
  - d) Development and Infrastructure Officer(s) from Cumbria County Council, relating to its role in infrastructure planning and as the highways authority and lead local flood authority;
  - e) Statutory Local Plan consultation bodies including the Environment Agency, Natural England, Historic England the Coal Authority and Homes England;
  - f) Representatives of relevant community or environmental interest groups or organisations;
  - g) Infrastructure providers
  - h) Economic development and employment land stakeholders who have knowledge of the local employment market and marketability and achievability of development sites for employment uses
- 1.1.9 For clarity, one representative only from each organisation, company, or community/interest group shall sit on the Panel at any one time.
- 1.1.10 Interest in the development of one or more potential sites in South Lakeland for housing or economic development will not preclude membership on the panel. However, where such an interest exists either as the controller of land, with an option to purchase, as agent for a landowner, or any other relevant connection to the promotion of the site, then this interest must be declared to the panel from the outset. Where a panel member declares an interest in one or more potential sites they may continue to provide advice on the developability and deliverability of these sites for the purpose of the preparation of the SHELAA. Any comments made should be focused on facts and clarification.



- 1.1.11 Membership of the Panel will be on an ongoing basis throughout the preparation of the SHELAA, and for subsequent updates. Members wishing to leave the panel should inform the Council by email and the panel will agree a replacement member.

### Establishing the Panel

- 1.1.12 The Council will establish the panel by firstly emailing a broad range of stakeholders held on its consultation database and invite expressions of interest to join the panel.
- 1.1.13 The Council will prepare a shortlist of members from the expressions of interest received and in doing so will seek to ensure a representative mix of members representing different interests and areas of expertise. The Council will then make an offer of appointment by email to each short listed panel member.
- 1.1.14 To ensure a place on the panel, written confirmation of acceptance must be received from the prospective member within a specified timescale.
- 1.1.15 The Council's decision on panel membership shall be final.

### Operational Matters

- 1.1.16 The Council will ensure the panel works in a transparent manner and in accordance with the Terms of Reference.

### Working Methods

- 1.1.17 The panel will work primarily through meetings at key stages of the SHELAA's preparation to enable roundtable discussions, and through the ongoing sharing of written information and advice on sites.

### Meetings

- 1.1.18 Panel meeting(s) and / or any other event(s) will be chaired by a Strategy Specialist from the Council and held at South Lakeland District Council offices in Kendal or virtually via Microsoft Teams dependent upon social distancing requirements.
- 1.1.19 Meetings will be held at key stages of the SHELAA's preparation and dates will be circulated at least a month in advance. It is anticipated that meetings will not take place any more frequently than on a quarterly basis, with the timing and frequency of meetings to be determined based on the stage of the SHELAA's preparation. An inception meeting will be held once the panel is established to agree the terms of reference and to set out the timescale for the study's preparation.
- 1.1.20 The Council may also convene smaller meetings or workshops with stakeholders from specific categories as defined in paragraph 1.1.8 from time to time, to allow for more focussed discussions on particular aspects of the assessment, so as to make the best use of everyone's time and input.



- 1.1.21 The Council will make provisions for arranging meetings and recording minutes and will communicate these to panel members in a timely manner.

### Sharing of Information and Resources

- 1.1.22 Information will be shared on study sites and a key role of the panel will be to provide written comments and feedback on the suitability, availability and achievability of sites. The Council will share site information amongst panel members by email or a file sharing service, the details of this will be confirmed once the panel is established. Information will be marked as confidential by the Council where necessary.
- 1.1.23 Panel members will be asked to provide comments and share information on sites within a specified timescale and in a specified format.
- 1.1.24 All comments made on sites by panel members will be shared with all members of the panel throughout the assessment process to allow for dialogue, and will ultimately be published in the SHELAA report in a summarised format. Comments made will be collated and integrated into the site assessments and will not be attributed to individual panel members.

### Roles and Responsibilities of Panel Members

- 1.1.25 Each panel member will provide advice and opinions to the Council on the 'suitability', 'availability' and 'achievability' of identified potential sites. This may be through panel meetings or via email communication requesting written comments as set out above. The Council will consider the advice and opinions of all panel members when making its final assessment of identified sites. The Council will attach appropriate weight to such advice and opinions, relative to other evidence and considerations. The final assessment of sites and their inclusion in the final SHELAA report will be the responsibility of the Council.
- 1.1.26 Panel members are to act as an independent representative of their sector as a whole and not just the interests of a particular individual or organisation. No commercial or other advantage will be sought by panel members. Panel members are required to declare any interest they may have on a site when contributing toward its assessment and will not be expected to advise on areas outside of their experience.
- 1.1.27 Panel members will work collaboratively and constructively with one another to inform the assessment of sites and to identify potential barriers to delivery and help identify how they may be overcome.
- 1.1.28 Panel Members will provide advice and opinions to the Council on the understanding that:

*The assessment of the deliverability and developability of sites for new housing through the SHELAA process and the identification of potential*



*housing sites in a local authority's published SHELAA report does not indicate that the site(s) will be allocated for development in the Local Plan or that planning permission will be granted. Potential sites for new housing and economic development which have been identified through the SHELAA will be further tested through the plan making process where judgments will be made about whether sites should be allocated through plan policy. This will include testing through Sustainability Appraisal / Strategic Environmental Assessment, stages of public participation and independent examination. Planning proposals on sites identified in a published SHELAA report will be judged on their merits against the Local Plan unless material considerations indicate otherwise. The SHELAA report may be a material consideration in the determination of such planning proposals.*

- 1.1.29 The Panel will have regard to current Government practice guidance on Land Availability Assessments in providing their advice.
- 1.1.30 Panel members may be provided with unpublished information about identified sites and other draft documentation relating to the preparation of the SHELAA report. They will be required to keep this information confidential until it is published by the Council.