




South Hams
District Council



West Devon
Borough
Council

March 2009

The background of the cover is a teal-colored graphic. On the left, there is a map showing a residential area with a large, irregularly shaped plot of land highlighted with a thick black dashed border and filled with diagonal black lines. On the right, there is a faded image of a construction site with scaffolding and various signs, including one that says 'BS' and another that says 'The safety'.

Final Report

Strategic Housing Land Availability Assessment
March 2009

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Executive Summary

Councils have a statutory requirement under Planning Policy Statement 3: Housing (PPS3) to produce a Strategic Housing Land Availability Assessment (SHLAA). A SHLAA aims to: identify sites with potential for housing, assess their housing potential and assess when they are likely to be developed, to ensure that there is sufficient land available to meet the housing needs of communities.

The preferred method for undertaking a SHLAA is in partnership across a Housing Market Area. This assessment forms a key part of the evidence base underpinning the South Hams and West Devon Local Development Frameworks. It provides an appraisal of available land to inform the allocation of sites for residential and mixed use development to meet strategic targets.

The SHLAA report presents an analysis of the potential dwelling provision of sites from both within and outside of the planning process over 0 to 5, 6 to 10 and 11 to 15 year time periods. Sources of sites include:

- unimplemented/outstanding planning permissions for housing
- planning permissions for housing that is under construction
- Local Plan or LDF Allocations
- Sites in rural settlements and rural exception sites.

A significant source of potential sites is land submitted by landowners through a publicised 'call for sites'.

All sites have been assessed by a panel comprising professionals with specialist knowledge such as local developers, land agents, community representatives, Registered Social Landlords and other agencies, as recommended in the CLG Practice Guidance.

The SHLAA includes a trajectory of potential housing supply. Performance against this trajectory will be monitored through the Annual Monitoring Report which compares the delivery of housing and the five-year supply of deliverable sites with the annualized strategic requirement.

The final results for this SHLAA show that the strategic requirement for the South Hams, of 842 dwellings per year, for the 0 to 5 year period can be met. There is a significant supply of potential housing land for the 6 to 10 year period some of which might be developable earlier if 'availability' issues such as ownership can be resolved. Not all of the 6 to 10 year supply of potential housing land is likely to be developed in that time and some of these sites will therefore eventually supplement the supply of potential housing sites for the 11 to 15 year period. The results for West Devon will be published in later 2009.

The SHLAA will be refreshed when key LDF documents are reviewed or when a five year supply of identified deliverable sites for housing is not clearly identifiable.

1. Introduction

What is a Strategic Housing Land Availability Assessment?

1. Planning Policy Statement 3: Housing (PPS3) contains the national policy basis for undertaking a SHLAA. Every local authority is required to complete a SHLAA to:
 - identify sites with potential for housing
 - assess their housing potential
 - assess when they are likely to be developed.
2. The Strategic Housing Land Availability Assessment (SHLAA) aims to ensure that there is sufficient land available to meet the housing needs of our communities both now and in the future. It identifies potential sites for housing in the West Devon and South Hams parts of the Plymouth Housing Market Area (HMA) and their potential for development within 5, 10 and 15 year time frames.
3. The SHLAA forms a key part of the evidence base underpinning the West Devon and South Hams LDFs. It provides an assessment of available land to inform the allocation of sites for residential and mixed use development to meet targets set by the Regional Spatial Strategy (RSS) and will help to ensure that the most suitable and deliverable sites for housing development are identified.
4. The SHLAA has been undertaken as a partnership between South Hams District Council and West Devon Borough Council using a shared methodology. This follows the 'Strategic Housing Land Availability Assessments: Practice Guidance' (July 2007) published by the Department of Communities and Local Government (CLG).

It is important to note that whilst the assessment will help to inform future plans, it will not determine whether a site should be allocated for housing. This will occur through the appropriate LDF document.

Monitoring and Evaluation

5. The SHLAA will produce a trajectory of potential housing supply. Performance against this trajectory will be monitored through the Annual Monitoring Report which compares the delivery of housing and the five-year supply of deliverable sites with the annualized requirement. The SHLAA will be refreshed when key LDF documents are reviewed or when a five year supply of identified deliverable sites for housing is not clearly identifiable.

6. The main objective of the SHLAA is to identify a range of potential housing sites. The core requirements for SHLAA, taken from the Practice Guidance, are set out below.

1. A list of sites, cross-referenced to maps showing locations and boundaries of specific sites (and showing broad locations, where necessary)
2. Assessment of the deliverability/developability of each identified site (*i.e.* In terms of its suitability, availability and achievability) to determine when an identified site is realistically expected to be developed.
3. Potential quantity of housing that could be delivered in each identified broad location (where necessary) or on windfall sites (where justified).
4. Constraints on the delivery of identified sites.
5. Recommendations on how these constraints could be overcome and when.

7. The SHLAA is not a one off process. It should be updated as part of the Annual Monitoring Report, although full re-survey should not be necessary every year. There will be opportunities for sites to be submitted to local authorities for inclusion in the SHLAA process; details will be made publicly available at that time.

The Policy Background

8. The Planning and Compulsory Purchase Act 2004 introduced major changes to the way the planning policy system operates and has replaced Local Plans with LDFs. The new system places emphasis on evidence based plan-making. This is particularly relevant for housing which is a priority nationally, regionally and locally.
9. A SHLAA is significantly different from the Urban Capacity Study (UCS), previously required by PPG3, which identified potential housing sites. The SHLAA aims to provide up to date information on potential housing sites and a more thorough assessment of their availability by also considering their deliverability and developability.

Partnership Approach

10. A partnership approach to the development of SHLAA across Housing Market Areas (HMAs) is encouraged to ensure a joined up and robust approach. However, differences in methodology, LDF timetables and Cornwall's new unitary status have meant that it has not been possible to undertake one SHLAA for the whole of the Plymouth HMA.
11. The SHLAA partnership established between South Hams District Council and West Devon Borough Council has maintained contact with the other Plymouth HMA authorities to ensure workable links and consistency within the Plymouth HMA.

12. The HMA partners agree that to provide consistency across the HMA key aspects of SHLAA methodologies should be compatible. Aggregation of the results of individual assessments will give a picture of housing availability over the entire housing market area.

Stakeholder Panel

13. As recommended in the CLG Practice Guidance, local developers, land agents, community representatives, Registered Social Landlords and other agencies have participated in a panel to help develop the methodology and consider whether the identified sites are deliverable and developable. The specialist knowledge of panel members has helped to inform the assessment of sites for suitability, availability and achievability.
14. The panel provides a representative balance of stakeholders in the Plymouth HMA to ensure that the assessment remains objective. The stakeholders:
 - are volunteers and have received no financial reward
 - have signed the memorandum of establishment and memorandum of participation of the South Hams and West Devon SHLAA
 - have declared any interest in sites that they own or represent, and
 - have not had access to any confidential information.

The SHLAA is an ongoing process that will require periodic update. A stakeholder panel will be involved in each update.

2. Methodology

The ten stages

15. The methodology follows the ten stages of the SHLAA as outlined in the CLG Practice Guidance. These stages have been carried out in order and have led to a full assessment of housing supply which can be viewed in Section 3 of the document.

Stage 1: Planning the Assessment

16. Having fully investigated the scope to work together across the Plymouth HMA, South Hams and West Devon agreed to work together to devise and apply a SHLAA methodology within their areas. The specific organisational details such as management and scrutiny arrangements and the skills and resources required to produce the SHLAA have been addressed from the outset and considered by each local authority for their particular SHLAA.

Stage 2: Determining Which Sources Should Be Included In The Assessment

17. Many data sources have been used to inform the assessment including a review of sites already in the planning process. Sites not in the planning process have also been investigated and a “call for sites” was issued, inviting land owners to bring sites forward for consideration in the process. This is described in more detail under Stage 3 below. Table 1 identifies the sources of sites to be investigated, using an extract from the CLG guidelines.

Table 1: Sources of Sites with Potential for Housing

Code	Sites in the Planning Process	Sources of Information
1	Unimplemented/outstanding planning permissions for housing.	Unimplemented and outstanding planning permissions
2	Planning permissions for housing that is under construction.	Extracted from the Building Control database.
3	Local Plan Allocations	Annual Monitoring Report
4	LDF Allocations	Adopted and draft LDF documents
5	Land allocated (or with planning permission) for employment and other uses which are no longer required for those uses.	Allocations from Local Plans and LDFs. De-allocated employment sites (assessed during a review of employment land). Sites of recent business closure where a mixed use scheme might now be appropriate.
6	New free standing settlements	Adopted and draft LDF documents, e.g. Sherford New Community in the South Hams. [West Devon - not applicable]
Sites not currently in the Planning Process		
7	Vacant and derelict land and buildings.	National Land Use Database (NLUD) Site Surveys
8	Surplus public sector land.	NLUD
9	Land in non residential use which may be suitable for re-development for housing, such as commercial buildings or car parks, included as part of a mixed-use development.	NLUD
10	Additional housing opportunities in established residential areas, such as under-used garage blocks.	NLUD
11	Large scale redevelopment and redesign of existing urban areas.	DPDs
12	Sites in rural settlements and rural exception sites.	DPDs Call for Sites
13	Urban extensions.	DPDs Call for Sites
14	Empty Homes.	Discounted as it is currently lower than the regional target and expected to be unnecessary to achieve the SHLAA requirement in the rural areas.

Stage 3: Desktop Review of Existing Information

18. Stage 3 of the methodology involved a desktop review of all the data sources outlined in Table 1. This has been coupled with a 'Call for Sites' exercise which provided an opportunity for the public and stakeholders to identify any potential sites for housing development and submit them to the relevant local authority to be considered in the SHLAA. The Call for Sites ran for a six week period from the 1st August 2008 to the 12th September 2008.
19. All of the sites identified through the desktop review and Call for Sites were compiled for each authority then mapped and presented to the Stakeholder Panel for consideration - these are presented in Appendix 1.

Site Thresholds

20. Data shows that a significant proportion of new housing in West Devon and South Hams occurs on small sites such as windfalls, infill, conversions, agricultural dwellings, redevelopment schemes or the sub-division of existing dwellings. To include all such sites for SHLAA survey would be overly burdensome and therefore, to help effectively manage the process, **minimum site size thresholds of five dwellings and 0.07 ha in town centres and 0.12 ha elsewhere have been applied.** However, existing planning permissions will be included regardless of this threshold because they are already in the planning process and contribute to the housing stock trajectory.

Stage 4: Determining Which Sites and Areas Will Be Surveyed

21. As part of the desk-top review, the Council has considered sites which have recently been granted planning permission but where development has not yet commenced. The practice guidance notes that sites with planning permission will generally be suitable but acknowledges that such sites may not remain available. The Panel viewed evidence on the proportion of planning permissions that had not been progressed in the 'life' of that permission and the number of dwellings that this represented to ascertain a potential 'lapse rate' for planning permissions.

Table 2: Proportion of Applications Made Between April 2003 and March 2004 Not Progressed By March 2008

Proportion of 5+ Dwelling Applications in April 2003 / March 2004 not Progressed by March 2008	
South Hams (%)	West Devon (%)
15	-

- 22. On consideration of these figures on extant planning permissions, and taking into account the delaying effect of developing affordable housing policy - particularly in South Hams - in this period, and that the minimum site size considered in the SHLAA is five dwellings, the Panel agreed to consider all sites with planning permission for five or more dwellings as contributing to the SHLAA process. Any lapse rate will be applied to the sites with planning permission that remain yet to be started in section 3 of this report - Assessment Results.
- 23. The assessment allows for the exclusion of particular land or areas, if deemed necessary. Table 3 provides a list of the types of sites that have been excluded and why. Where sites have been excluded on the basis of one or more of the following reasons, this has been noted in the Appendix 1.

Table 3: Excluded Sites

Land or sites excluded from the SHLAA	Justification
The potential site is not within, or not well related to an existing settlement defined in the development plan.	Development in locations unrelated to settlements does not comply with development plan policy.
Sites protected by environmental designations: Local Nature Reserves, County Wildlife Sites, County Geological Sites, National Nature Reserves (NNR), Sites of Nature Conservation Importance (SNCI), Sites of Special Scientific Interest (SSSI), Special Areas of Conservation (SAC), Ramsar Site (wetlands of international importance), Environmentally Sensitive Area (ESA), Special Protection Area (SPA) and Scheduled Ancient Monuments.	National, regional and local policies for the protection of the environment.
Established employment locations identified as strategic or high quality locations.	For example: Langage Industrial Estate is identified as a key employment area in the SHDC Core Strategy. It also has Assisted Area status. Land at Exeter Road, Okehampton is allocated for employment in the WDBC 2005 Local Plan and is currently being developed by the Borough Council in partnership with the Regional Development Agency.
Sites within Flood Zone 3b.	National policy restricts development on the functional floodplain (Flood Zone 3b). Buildings intended for residential dwellings are not permitted.
Sites not confirmed as available.	PPS3 states that to be considered deliverable, sites should, at the point of adoption of the relevant Local Development Document, be available.

Stage 5: Carrying Out the Survey

24. All sites identified by the desk-top review and in the Call for Sites exercise have been investigated. The study of the sites has included an assessment of landscape characteristics, access, ownership issues, relation to settlements and infrastructure and a range of physical constraints, including contamination and flood risk. The full criteria for the assessment of sites can be viewed in the Site Survey Form of the published SHLAA Methodology.

Stage 6: Estimating the Housing Potential of the Site

25. To estimate the housing potential of sites, consideration has been given to the site size and the range of housing densities in the development plan.

The adopted Core Strategy for South Hams specifies 30-40 dwellings per hectare (dph) in rural areas and up to 75 dph in built-up areas. In West Devon, the adopted Local Plan resists development at less than 30 dph and there is a policy aspiration in the draft Core Strategy to increase densities to 40 dph. For the purposes of the SHLAA a higher density of 75 dph will apply to town centre zones and a density of 40 dph will apply to all other areas. The resulting minimum site areas that would provide five dwellings, calculated using these densities, are shown in Table 4 below.

Table 4: Minimum Site Area

Area/Location	Town Centres (75dph)	Elsewhere (40dph)
Minimum Site Area	0.07ha	0.12ha

Stage 7: Assessing When and Whether Sites Are Likely To Be Developed

26. Planning Policy Statement 3: Housing states that in order for a site "to be considered deliverable, sites should, at the point of adoption of the relevant Local Development Document, be:
- **Available** – the site is available now
 - **Suitable** – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities
 - **Achievable** – there is a reasonable prospect that housing will be delivered on the site within five years."

27. All sites included in the SHLAA have been assessed against these criteria to determine whether they are:
- **Deliverable** – a site is available now, offers a suitable location for housing development and there is a reasonable prospect that housing will be delivered on the site within five years of adoption of the relevant Development Plan Document (DPD)
 - **Developable** – a site should be in a suitable location for housing development and there should be a reasonable prospect that it will be available for development at the time envisaged.
28. This information will be used to inform the plan making process. It will help determine whether sites should be allocated in a development plan document. **It is not the role of the SHLAA to bring sites forward for allocation.** The guidance indicates that the assessment of deliverable and developable sites should be made irrespective of the level of housing provision actually needed over the plan period.

Stage 7a – Assessing Suitability for Housing

29. Suitable sites for housing are those which offer an appropriate location for development that contributes to the creation of sustainable, mixed communities. Each site will be assessed to find out if it is a suitable and sustainable location for housing development. Each site has been assessed for its suitability based on the criteria outlined on the Site Survey Form in the published SHLAA Methodology.
30. For the purposes of this exercise, it has been assumed that housing development on any site would conform to the vision and strategic objectives identified in the [draft] development plan.

The Vision for the South Hams LDF:

- Meeting communities' needs locally
 - Securing sustainable development
 - Promoting the regeneration of market towns and villages and rural diversification
 - Prioritising developments for affordable homes and new jobs.
 - Protecting and enhancing the areas' precious environmental heritage
 - Delivering the sustainable development of the Sherford New Community
31. The strategic objectives for the South Hams LDF are set out under four key themes of housing, economy, transport and accessibility and environment.

West Devon:

- To provide a mix of housing types (size, type and location) that meet the needs of all the community

- To meet a range of housing needs, including the provision of affordable housing, lifetime homes and extra care housing.
 - To promote high quality design in new development in order to create attractive and safe places in which to live, work and play by ensuring that development is appropriate in terms of scale and location and takes account of the context of settlement form and character.
32. A summary of the suitability of each site has been recorded on the Site Assessment Tables (Appendix 1) and includes any identified constraints. Sites not rejected from the assessment on suitability grounds are assessed against the 'availability' and 'achievability' criteria by the panel.

Stage 7b - Assessing Availability for Housing

33. An indication of the availability of potential new housing sites has been provided in the responses to the Call for Sites and in a desk-top review of any sites submitted within as part of the LDF process. A site is considered available when it is controlled by a housing developer who has expressed an intention to develop or the landowner has expressed an intention to sell.

Where a site has not been confirmed as available it has been excluded on the grounds that it does not meet the requirements set out in PPS3: Housing.

Stage 7c - Assessing Achievability for Housing

34. 'Achievability' is defined as whether there is a reasonable prospect that housing will be developed within specified time periods. This will be affected by market conditions, the costs associated with the development and the phasing of development schemes.
35. To inform estimates of achievability and to ensure development is sustainable, the local authorities have provided information to assist the panel in determining what infrastructure requirements may need to be taken into account when considering sites. This has included indications of affordable housing and open space provision. Achievability might also be affected by potential problems identified in the questionnaire - such as multiple ownerships, ransom strips, tenancies or other requirements of landowners - and these have also been investigated.

Stage 7d - Overcoming Constraints

36. Where constraints to development on otherwise suitable sites have been identified, consideration has been given to how these might be overcome, such as mitigation measures. Key issues have been discussed at length between the Local Authorities and the Stakeholder Panel to try and achieve a consistent approach.

Stage 8: Review of the Assessment

37. Prior to the assessment of sites, a set of assumptions were made by the Panel to enable a consistent assessment of all sites.

Assumptions Made by the Panel

1. Where unanimous agreement by the panel is not made, the majority view will be upheld.
2. A site is considered 'available' if it is proposed in an adopted local plan or LDF, arose through the 'call for sites' or if it has extant planning permission.
3. For a site to be considered as 'developable' in the first 5 year SHLAA period planning permission for the development of the site or a planning application nearing approval must exist. This must meet the requirements set out in paragraph 39 of the SHLAA guidance which states that: there must be no legal or ownership constraints, tenancies or operational requirements which compromise the availability of the site; the site should either be controlled by a housing developer or the land owner has expressed an intention to sell.
4. Sites which neither have nor are nearing a grant of planning permission are not considered to be deliverable until the 6-10 year or 11-15 year period. The Panel agreed that this was particularly relevant in the light of current market conditions.
5. Where all or part of a site lies within Flood Zones 2 and / or 3a the site will only be considered to be developable if it remains viable having taken the constraint into consideration.
6. Where a site is affected by a statutory designation (e.g. Area of Outstanding Natural Beauty, Conservation Area etc) or physical constraint yields will be adapted accordingly and the site will only be considered developable if development remains viable.
7. Large and adjacent sites will be phased over consecutive five year time periods if necessary.
8. Development rates of 50 dwellings per year per developer (*i.e.* 0-250 dwellings = one developer; 251-500 = 2 developers; 501 – 750 = 3 developers; 751+ = 4 developers).
9. Sites with a threshold below five dwellings will not be considered.
10. Sites with extant planning permission will be included in the trajectory at the specified number of dwellings, though a lapse rate of 15% will be applied.
11. Sites considered unsuitable for residential development primarily due to location or existing use are discounted.
12. Existing policies designed to constrain development should not be applied by the panel, in accordance to the SHLAA guidance. This is not a policy document – policy will be applied at the plan making stage.

The panel acknowledge that these assumptions will need to be reviewed to ensure that the criteria by which suitability is assessed remain appropriate.

Those sites found to be “available”, “suitable” and “achievable” have been recorded in Section 3 of this report - 'Assessing Housing Supply'.

Stage 9: Identifying and Assessing the Housing Potential in Broad Locations (Where Necessary)

38. PPS3: Housing and CLG Practice Guidance indicate that broad locations should be applied to years 11-15 of the trajectory if the SHLAA fails to indicate sufficient capacity for dwellings to meet the housing requirement.
39. The authorities have previously identified and consulted on various broad locations for development through the LDF process. These broad sites have also been assessed by the Panel as part of the process but, particularly in view of the relatively limited scale of development proposed in RSS, it has not been considered appropriate to otherwise consider broad locations in this assessment.
40. In South Hams the proposal for the Sherford new community is included in the adopted Core Strategy and is the subject of an adopted Area Action Plan (AAP). A planning application for its development has also been submitted. Both the AAP and the planning application include a housing delivery timetable that shows housing being built within the first five years. The scheme is therefore considered under '*Sites Within the Planning Process*' rather than as a broad location.
41. Those parts of South Hams immediately adjoining Plymouth City are also being considered through the Plymouth SHLAA and in the context of a cross boundary DPD (between Plymouth City Council and South Hams District Council) for the Plymouth fringes.

Stage 10: Determining the Housing Potential of Windfalls (Where Justified)

42. Paragraph 59 of PPS3 states that 'an allowance for windfalls should only be made where it is not considered possible to allocate sufficient land to meet the requirement at least for the first five years [of the trajectory].'
43. This assessment has shown that an element of windfall development is necessary to meet the housing target for the period -see section 3: Assessment Results. Housing provision from windfall has historically contributed a significant amount of dwelling completions in both the South Hams and West Devon. Furthermore the LDF documents allocating land in the South Hams have yet to be adopted. These factors combined create local circumstances that justify use of windfall development numbers in creating the South Hams housing trajectory.

3. Assessment Results

44. SHLAA aims to ensure that there is sufficient land available to meet the housing needs of our communities both now and in the future. This section of the SHLAA report takes the results from the panel's assessment of sites to create a trajectory of potential housing delivery, based upon five year periods, and compares it to the strategic requirement. If a deficit is shown to exist then stages 9 (*Identifying and Assessing the Housing Potential of Broad Locations*) and 10 (*Determining the Housing Potential of Windfalls*) of the methodology will be applied.
45. During the development of the site assessment process the panel had to make certain assumptions (detailed in Stage 8) to apply to sites to enable assessment of their suitability, availability and achievability. These assumptions had particular relevance to the numbers of dwellings deliverable on each site and the timescale of potential development.
46. The assumptions made were broadly of three types: those that precluded sites from development (for example significant flood risk), those to be applied to all suitable sites (for example the proportion of a site required for access, services and community uses) and those made in consideration of circumstances prevailing at particular sites (for example phasing of deliverability in relation to the size of a site and other – potentially more suitable – sites in the vicinity). The application of these assumptions and agreement of the Panel by consensus aided the allocation of numbers of potential dwellings to the five year time periods making up the 15 year land supply.

Assessing 0-5 Year Housing Supply:

47. For the Panel to consider a site as developable in the 1-5 year period it must meet the following conditions:
 - the site is available (has been proposed by the landowner - as part of the 'call for sites' or other process) or
 - there is extant planning permission or a planning application is nearing a decision and recommended for approval (as set out in paragraph 39 of the SHLAA guidance) and
 - the site is under construction and will contribute to housing supply in the 0-5 year period.

Assessing 6-10 Year Housing Supply:

48. Sites contributing to the 6 to 10 year housing supply are those where:
- the site is available (has been proposed by the landowner as part of the 'call for sites' or other process) and
 - there is no extant planning permission or planning application that is nearing a decision and recommended for approval and
 - a site that contributes housing in the 0 to 5 year period is too large for the development to be completed in that period and development continues into the 6 to 10 year period or
 - there has been discussion with a land owner or agent and there is an understanding that housing development would be acceptable on the site or
 - the site is proposed for housing in an adopted LDF or local plan document.

Assessing 11-15 Year Housing Supply:

49. Sites contributing to the 11 to 15 year housing supply are those where:
- the site may be available (has been proposed by the landowner as part of the 'call for sites' or other process) but may rely on other factors to come forward
 - there is no extant planning permission or planning application that is nearing a decision and recommended for approval and
 - a site that contributes housing in the 6 to 10 year period is too large for the development to be completed in that period and development continues into the 11 to 15 year period or
 - the site is proposed for housing in an adopted LDF or local plan document.
50. The tables below collate the SHLAA results into five year time periods, broken down by source of sites within and from outside the planning process. Finally the total potential dwellings from each time band are presented alongside the strategic requirement. Tables showing the details of sites potentially delivering housing in each of the five year time periods are shown in Appendix 1.

Table 5: Potential from Sites Within the Planning Process

Source of Supply		Timescales for Development			Total
		0-5 years	6-10 years	11-15 years	
1	Unimplemented/outstanding planning permissions for housing	202	0	0	202
2	Planning permissions for housing that is under construction	255	0	0	255
3	Local Plan Allocations (not started)	170	1267	0	1437
4	LDF Allocations (to be approved)	0	0	0	0
5	Land allocated (or with permissions) for employment and other uses which are no longer required for those uses	0	550	157	707
6	New free standing settlements	2,360	2,853	1,037	6,250
Total Housing Potential		2,987	4,670	1,194	8,851

51. A lapse rate of 15%, for planning permissions not carried through to development, is applied to the 457 planning permissions in the 0 to 5 year period. The Sherford New Community proposal is included as a separate item because of its scale and because the number of dwellings scheduled for delivery in the first ten years is significant.

Potential from Sites Outside of the Planning Process

52. This section is concerned with those sites which have not been allocated but which are available and may have housing potential. These sites have been derived from a variety of sources such as the 'call for sites' exercise, National Land Use Database and Urban Capacity Study and include car parks, commercial buildings, PDL, vacant land, greenfield sites and sites suitable for intensification of use. They have been assessed by the panel and those sites considered to be deliverable have been included in the figures in the table below.

Table 6: Potential from Sites Outside the Planning Process

Source of Supply		Timescales for Development			Total
		0-5 years	6-10 years	11-15 years	
7	Vacant and derelict land and buildings	0	10	0	10
8	Surplus public sector land	0	271	0	271
9	Land in non residential use which may be suitable for redevelopment for housing suitable for re-development for housing, such as commercial buildings or car parks, included as part of a mixed-use development	0	32	35	67
10	Additional housing opportunities in established residential areas, such as under-used garage blocks	0	0	0	0
11	Large scale redevelopment and redesign of existing urban areas	0	0	0	0
12	Sites in rural settlements and rural exception sites	564	10,728	2,204	13,496
13	Urban extensions	0	0	0	0
14	Empty Homes	0	0	0	0
Total Housing Potential		564	11,041	2,239	13,925

Table 7: Summary of Total Potential by Five Year Period

Source of Supply	Timescales for Development			Total
	0-5 years	6-10 years	11-15 years	
Potential from sites within the planning process	2,987	4,670	1,194	8,851
Potential from sites outside the planning process	564	11,041	2,239	13,925
Total Housing Potential	3,551	15,711	3,433	22,776

53. Table 7 shows that the potential housing supply identified through the SHLAA process cannot meet the strategic housing requirement of 4,210 dwellings (842 *per annum*) for the South Hams in the 0 to 5 year period.
54. To supplement the sites identified in the SHLAA and meet the strategic requirement two further stages of the SHLAA process can be implemented. These are concerned with the potential for housing on identified 'broad locations' and taking into account the background supply of housing that is developed on so called 'windfall' sites.

Identifying and Assessing the Housing Potential of Broad Locations

55. It has not been deemed appropriate to consider broad locations to supplement the total housing potential identified in this SHLAA for the reasons given in paragraph in Stage 9 of the methodology section of this report.

Determining the Housing Potential of Windfall

56. Extrapolating the recent trend in windfall dwelling completions allows an estimate for the 0 to 5 year period to be calculated which can then be added to the potential housing supply identified in the SHLAA. Table 8 shows the trend in windfall dwelling completions (total completions minus completed allocations) for the last five years giving an average annual build rate of 217 dwellings.

Table 8: South Hams Windfall Completions 2003/04 to 2007/08

Year	03/04	04/05	05/06	06/07	07/08	5 Year Total
Dwelling Total Completions	317	297	235	222	144	1,215
Allocated Dwelling Completions	51	11	36	0	33	131
Windfall Total Completions	266	286	199	222	111	1,084

57. The recent declining trend in South Hams dwelling completions is related to a period of uncertainty in the local housing industry during the development of the South Hams LDF Core Strategy and Affordable Housing policy and a lack of allocated sites. These documents have now been adopted and site allocation documents are being developed which together are expected to have a positive effect on dwelling completions locally. Taking this into account along with the anticipated negative effect of the recent downturn in the housing market, the current annual windfall completion rate is extended to cover the 0 to 5 year period of the SHLAA.

The Housing Trajectory

59. The combined SHLAA total and windfall estimate, including the planning permission lapse rate, produces a potential 852 dwellings annually for the South Hams in the 0 to 5 year period, compared to the strategic requirement of 842 dwellings per year. There is a significant supply of potential housing land, 13,894 dwellings, for the 6 to 10 year period, some of which may be developable earlier if 'availability' issues such as ownership are resolved. Furthermore, site allocation documents for the South Hams LDF will be adopted in the first two years of this period, contributing identified housing land to the trajectory and stimulating house building within the district. Not all of the 6 to 10 year supply of potential housing land will be developed in that time and over time some of these sites will eventually supplement the supply of potential housing sites, 3,276 dwellings, for the 11 to 15 year period. The results for West Devon will be published in 2009.
60. The SHLAA identifies potential sites for development but does not make allocations. Its findings will help to determine which sites should be proposed for development. It will be subject to regular review through the AMR, in accord with CLG Practice Guidance, taking into account housing market trends that influence housing delivery and based upon monitoring of residential land availability. A summary of each review will supplement the SHLAA. Updates will strongly link to the LDF documents being brought forward.

ERRATUM

SHLAA Housing Trajectory

Please note that paragraph 59 contains a printed error. The potential dwellings per year for the 0 to 5 year period should read 921 dwellings per year (rather than 852 dwellings per year).

SHLAA Housing Trajectory Calculation:

From Table 5:

$$(202 \times 85) + 255 = 427$$

$$427 + 170 + 2,360 = \underline{2,957}$$

From Table 6:

$$2,957 + 564 = \underline{3,521}$$

$$3,521 / 5 \text{ years} = 704 \text{ per year}$$

$$704 + 217 \text{ (windfalls per year)} = \underline{\mathbf{921 \text{ dwellings per year.}}}$$

NB: this amendment does not affect the result of the SHLAA as it still indicates sufficient capacity to meet the strategic requirement of 842 dwellings.