

North Somerset Futures
Local Development Framework

Strategic Housing Land Availability Assessment



Contents

Executive Summary

1	Introduction.....	9
2	Methodology.....	12
3	Stage 1: Planning the Assessment.....	14
4	Stage 2: Determining which sources should be included in the Assessment.....	15
5	Stage 3: Desktop review of existing information.....	22
6	Stage 4: Determining which sites and areas will be surveyed.....	22
7	Stage 5: Carrying out the survey.....	24
8	Stage 6: Estimating the Housing potential of sites.....	24
9	Stage 7: Assessing when and whether sites are likely to be developed...25	
10	Stage 8: Review of the Assessment.....	26
11	Stage 9: Broad Locations.....	28
12	Stage 10: Housing potential from 'windfall'.....	29
13	Summary.....	29
14	Procedures for Monitoring, review and updating.....	30



Appendices

Appendix 1: Schedule of sites

Appendix 2: 'Call for sites' and questionnaire

Appendix 3: Distribution of sites



List of figures

Figure 1: Core outputs from the Assessment

Figure 2: Methodology diagram

Figure 3: Table of sources of housing supply

Figure 4: Review of housing supply

Figure 5: Indicative Housing Trajectory

Figure 6: Past completions 1996-2008 in North Somerset



Executive Summary

National context

- 1 Planning Policy Statement 3, Housing (PPS3) was published in 2006 and sets out a national planning policy framework for housing in England. With a strong focus on delivery the Statement emphasises the role Councils' will have in identifying sites and managing the process of housing growth. It also advocates an evidence based approach to planning requiring the production of a Strategic Housing Land Availability Assessment (SHLAA) along with a Strategic Housing Market Assessment (SHMA) which form elements of the evidence base to the Local Development Framework (LDF). These documents taken together provide information on the levels of need and demand for housing (SHMA) and the opportunities available to meet it (SHLAA).

- 2 In addition to these the Council also:
 - maintains a five year housing land supply through plans and planning permissions reported through the Annual Monitoring Report (AMR)¹,
 - prepares a housing (and affordable housing) trajectory setting out housing delivery against the annual requirement over the entire plan period, also reported through the AMR,
 - prepares an annual Residential Land Survey (RLAS) recording housing completions and housing commitments through the planning process.

Regional context and housing demand

- 3 The Regional Spatial Strategy (RSS) distributes housing across the region focussing development in key areas (see Policy HMA1-West of England Housing Market Area). The most recent stage of production, the Secretary of State's Proposed Changes published for public consultation in July 2008, proposed a target for 26,750 dwellings to be provided in North Somerset during the plan period 2006-2026, distributed as follows:
 - 9,000 at Weston-super-Mare urban extension
 - 9,000 at South West Bristol urban extension
 - 3,000 within the urban area of Weston-super-Mare
 - 5,750 in the remainder of North Somerset

- 4 From this it can be seen that around 67 per cent of housing growth is expected to come from the two urban extensions. The Council has made strong representations to the Secretary of State's Proposed Changes

¹ The five year supply (and 15 year) will be set out within relevant Local Development Documents.



challenging the overall scale and distribution of the housing numbers including questioning the appropriateness of the urban extensions.

Background to the North Somerset SHLAA

- 5 The methodology used for the SHLAA is in line with current practice guidance published by the Department for Communities and Local Government, *Strategic Housing Land Availability Assessments*, published in July 2007. Whilst the SHLAA is a technical assessment that needs to address the emerging RSS position, it does not prejudice the Council's position in relation to the proposed housing requirement for North Somerset. It does not represent Development Plan or informal policy and does not pre-empt future plan making or related decisions (see also paragraph 8 of the Guidance).
- 6 The SHLAA identifies potential housing supply opportunities across North Somerset to accommodate housing need and demand up to 2026. This includes assessing sites and broad locations². The identification of broad locations takes into account the emerging spatial vision for the area, and the emerging RSS Spatial Strategy.
- 7 Importantly the SHLAA does not allocate sites. It is for the plan making process to determine which sites are appropriate for housing with any potential sites being subject to consultation and independent examination. Future allocations for housing will be made through the relevant Local Development Framework documents.

Purpose

- 8 The SHLAA has three primary roles (see paragraph 6 of the practice guidance):
 - Identify sites with potential for housing,
 - Assess their housing potential,
 - Assess when they are likely to be developed.
- 9 At this stage in the LDF, the SHLAA has been prepared to support the production of options for the Core Strategy. The fundamental objective is to explore the opportunities that exist to meet the demand and need for housing in North Somerset, and to help determine whether the availability of land for housing will be a constraint on delivery. Potential sites are appraised to assess their suitability and the extent of any constraints, as well as actions to overcome such constraints. An indication is then given as to the quantity of supply throughout the plan period from 2008 to 2026. This includes an initial assessment of the suitability, availability and achievability of each site as recommended by the practice guidance and in line with PPS 3 paragraph 54. It must be emphasised again however that it is for the plan making process to make the judgement on whether a site

² Broad locations have been identified at this stage to support a flexible approach in the Core Strategy. These are the areas where emerging policy directs housing development and where specific sites will be identified to support more detailed Site Allocation Documents.



can be considered deliverable, developable or not currently developable for housing development as required by Planning Policy Statement 3: *Housing* (PPS 3) (CLG Guidance, paragraph 33).

Timescale

- 10 The Assessment has a base date of 1st April 2008 and supports plan making for the period up to 2026. It should be noted that as the current housing requirement set out in the Joint Replacement Structure Plan is only until 2011, there are two years worth of housing completions against the proposed RSS housing requirement from 2006 to 2026. As the base date preceded the economic downturn, the 2009 review will need to assess the implications on delivery.

Methodology

- 11 The Assessment has followed the methodological approach set out in the Guidance *Strategic Housing Land Availability Assessments Practice Guidance* (2007). The report has progressed through various stages being commenced using previous guidance and subsequently updated to reflect new practice guidance.
- 12 Whilst the SHMA has been prepared for the West of England Housing Market Area as a whole, the individual authorities within the sub-region have decided to carry out individual SHLAAs due to differing plan making programmes. In addition there was a pressing need to progress work on a SHLAA to evidence the Core Strategy. However a common methodology has been agreed and a joint SHLAA overview report is to be prepared taking the common outputs from the individual SHLAAs to provide a sub-regional overview.
- 13 In accordance with advice set out in the practice guidance, the individual SHLAA's will be considered by the West of England Housing Market Partnership as annexes to the sub-regional report, where the methodological approaches and main findings will be agreed by the Partnership. The North Somerset SHLAA is due to be put before the Partnership on the 4th December 2008. The SHLAA will then be finalised as a baseline evidence report to support the North Somerset Core Strategy Preferred Options document.
- 14 Within the urban extensions the Assessment does not yet assess specific sites rather it just factors in the potential for the extensions. The deliverability of the urban extensions is being explored through masterplanning and delivery work as additional evidence to support the Core Strategy and the results from this will feed into any amendments to the figures within the SHLAA.

Consultation

- 15 The Assessment has been subject to extensive consultation including internal officer review, and review with the North Somerset Council Strategic Planning and Economic Development Policy and Scrutiny Panel.



Various interested organisations have been consulted including the Home Builders Federation, other West of England Housing Market Area authorities, the Government Office for the South West, and the West of England Housing Market Partnership, in addition to a six week public consultation and call for sites.

Findings

- 16 As the SHLAA is required to take account of the emerging RSS, the starting point is the current requirement of 26,750 dwelling 2006- 2026. Taking off two years of completions (2,606) this leaves a residual requirement of 24,144 dwellings 2008-2026.
- 17 The Assessment has identified a total potential for around 25,454 dwellings³ subject to delivery work at the urban extensions, providing evidence to support options for meeting the residual RSS dwelling requirement. This figure includes existing commitments of 3,511 permissions including dwellings under construction, and 687 dwellings on sites allocated in the Replacement Local Plan. Following completion of the masterplanning and delivery work at the extensions, specific sites may be assessed through the SHLAA in subsequent review stages. At this stage the SHLAA does not assess the deliverability of the urban extensions nor include specific sites, they are indicated based on the RSS allocation. The following table identifies opportunities to meet the proposed RSS residual requirement however the urban extensions for the purposes of the SHLAA are only treated as 'broad locations' and will be subject to future review. At this stage the SHLAA uses the housing trajectory figures for the urban extensions as reported in the Annual Monitoring Report.

Procedures for monitoring and review

- 18 An annual update to the SHLAA will be prepared through the Research and Monitoring Team and reported through the Annual Monitoring Report. Specific sites and sources will be monitored along with the underlying assumptions behind the Assessment which will support future review and updating to ensure evidence remains robust. In addition as part of managing the delivery of housing, this information will provide evidence to support any review of housing delivery strategy in the LDF.

Current economic context

- 19 The current economic and housing downturn does raise questions on the deliverability of housing. It demonstrates that housing delivery is largely influenced by the availability of finance to fund development. This wider market context will potentially reduce delivery in the short to medium term as has been the case according to recent monitoring. The assumptions within the SHLAA will be monitored taking into account any changes in the housing market and any changes will be made as necessary.

³ Note that this is largely driven by the 18,000 figure for the urban extensions set out in the RSS. The Council have made representations to reduce this and envisage amending the assessment accordingly. Detailed masterplanning and delivery work is taking place for the two urban extensions.



1 Introduction

National planning policy context

1.1 *Planning Policy Statement 3: Housing* (PPS 3) refers to a conceptual and principled approach towards policy-making⁴, including an 'evidence based policy approach', which will contribute to the Core Strategy and other Development Plan Documents (DPDs). With a strong focus on delivery PPS 3 emphasises the role Council's will have in identifying sites and managing the process of housing delivery. This is encapsulated in the following four requirements for Local Planning Authorities:

- Identify specific, deliverable sites for the first five years of a plan that are ready for development,
- Identify specific, developable sites for years 6-10, and ideally years 11-15, in plans to enable the five year supply to be topped up,
- Where it is not possible to identify specific sites for years 11-15 of the plan, indicate broad locations for future growth, and,
- Not include an allowance for windfalls in the first 10 years of the plan unless there are justifiable local circumstances that prevent specific sites being identified.

Regional context and housing requirement

1.2 The emerging Regional Spatial Strategy (RSS) has set a target for 26,750 dwellings to be provided in North Somerset during the plan period 2006-2026⁵. This is distributed as follows:

- 9,000 at Weston-super-Mare urban extension
- 9,000 at South West Bristol urban extension
- 3,000 within the urban area of Weston-super-Mare
- 5,750 in the remainder of North Somerset

1.3 From this it can be seen that around 67 per cent of housing growth is expected to come from the two urban extensions (18,000 dwellings). The identification and delivery of sites at the urban extensions is currently being explored through masterplanning and delivery work, with options due to be consulted upon within the Core Strategy 'Preferred Options' report in February 2009. That leaves a requirement to accommodate 8,750 dwellings (6,804 of which are already completed or committed through planning permissions and existing allocations, see section 4.4 and 4.5) throughout North Somerset, 3,000 of which at Weston-super-Mare. Due to completions and existing commitments 140 and 1,806 dwellings need to be accommodated with additional sites in Weston-super-Mare existing urban area and the remainder of North Somerset respectively. The residual dwelling requirement at April 2008 is 24,144 to 2026 (26,750 minus 2,606 for completions for 2006 to 2008)

⁴ Department for Communities and Local Government, 2006, Planning Policy Statement 3: Housing, paragraph 11.

⁵ North Somerset Council has made representations to reduce this figure.



Strategic Housing Land Availability Assessment and the Local Development Framework

Purpose of the Assessment and Document Status

- 1.4 The *Strategic Housing Land Availability Assessment (SHLAA)* identifies and records potential housing sites across North Somerset to accommodate additional housing. The SHLAA will be referred to hereafter as the Assessment. It is closely linked to a housing trajectory which forecasts future housing delivery to meet demand for housing across North Somerset, and provides a mechanism to support the phased delivery of housing sites. The Assessment supports the 'plan, monitor, manage' approach towards plan making, and will be monitored through the Annual Monitoring Report process.
- 1.5 The fundamental objective of the Assessment is to explore land availability potential for housing development across North Somerset. Potential sites have been appraised to assess their suitability, availability, and achievability and the extent of any constraints. An indication is then given as to the quantity of supply at each 5 year period from 2008 to 2026, and also an indication of the likely delivery of individual sites. The findings from this Assessment will inform the Council in its supply of a five year supply of housing sites⁶.

1.6 The SHLAA does not allocate sites; neither does it constitute planning policy. It forms an initial assessment of housing supply including an initial assessment of specific sites. Further the identification of particular sites does not suggest a guarantee of housing development. It therefore follows that planning permission is not guaranteed for proposals on any given site. Such proposals will be considered through normal development control procedure. "The Assessment is an important evidence source [as part of a wider evidence base] to inform plan-making, but does not in itself determine whether a site should be allocated for housing development." (paragraph 8, Practice Guidance). Reference should be made to specific DPDs and the current Local Plan for specific housing allocations.

- 1.7 The Assessment has been developed in the context of the emerging RSS for the south west and to support the emerging North Somerset Core Strategy. It is for the plan making process to determine which sites are appropriate for housing, through emerging policy objectives. Future allocations for housing will be made within the Local Development Framework (LDF). At present housing sites are allocated through the *Replacement Local Plan* which will be superseded by the LDF.

⁶ The five year supply will include; sites set out in Development Plan Documents, sites with planning permission, and sites that have made considerable progress through the planning system. The 5 year supply will be reported within the Annual Monitoring Report.



1.8 Practice guidance produced by the Department for Communities and Local Government has been used to guide the Assessment⁷. This will be referred to as the Guidance throughout this Assessment. The Guidance sets out that the primary role of the SHLAA is to:

- Identify sites with potential for housing;
- Assess their housing potential; and,
- Assess when they are likely to be developed.

Partnership Approach and Consultation

1.9 The Assessment has been prepared in conjunction with officers within the Council, and other key stakeholders. For reasons given in paragraph 3.1, it has been agreed amongst the West of England authorities, that individual SHLAAs will be prepared however, with agreement on a common methodology (based on the Guidance) a summary report will be prepared to collate the common outputs, creating a sub-regional overview of housing land availability. The Assessment methodology and process will be agreed by the Strategic Housing Market Partnership that is in place to oversee sub-regional housing projects. The Assessment has been subject to ongoing internal officer review including development control with input on specific identified sites and sources.

1.10 A draft version of this report was subject to a six week consultation from 14th December to 31st January 2008, in order to agree on the methodology chosen and the preliminary findings of the report. Individual sites identified to date as set out in Appendix 1 were also open to comment and a ‘call for sites’ was issued. This gave the opportunity for stakeholders to inform the methods chosen and put forward sites not constrained by type or location. This approach to consultation created a wider debate around the methods used and how these related to the preliminary findings, being a suitably robust approach give the Core Outputs figure 2 of the Guidance.

Core outputs

1.11 Figure 1 lists the core outputs from the Assessment as recommended in the Guidance.

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 (ie in terms of its suitability, availability and achievability ¹⁰) to determine when an identified site is realistically expected to be developed
3	Potential quantity of housing that could be delivered on each identified site or within 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

Figure 1: Core outputs from the Assessment. Source: DCLG 2007

⁷ Strategic Housing Land Availability Assessment, practice guidance published by the DCLG in July 2007.



Differences between this Assessment and the old style Urban Capacity Assessment

- 1.12 The SHLAA has evolved from the old style urban capacity study. Both are intended to support plan making and decision making but the SHLAA has more emphasis now in the context of the evidence based approach advocated for Local Development Frameworks.
- 1.13 Key differences include a move from only assessing urban areas to a more comprehensive, wider assessment; more detailed assessment of the deliverability and developability of specific sites; and a more strategic approach to supporting housing delivery through tools such as the 'broad location' and phasing of sites, as part of the 'flexible supply of land' advocated by PPS 3 (paragraph 10).

Keeping the Assessment up to date

- 1.14 In line with recommendations from the Guidance and guidance from the Planning Advisory Service⁸, the Assessment will be reviewed annually throughout the LDF process to support the production of Development Plan Documents.

2 Methodology

Methodology summary and Assessment Structure

- 2.1 Work commenced on the Assessment prior to the publication of the most recent Guidance using draft guidance (December 2005). Before finalising the production of the draft Assessment for consultation, the study was redrafted to fulfil the main outputs from the new guidance. Following consultation and further discussion with officers the methodology was amended to reflect the structure recommended by the new guidance and in so doing, negate the need to justify any departure during independent examination (see paragraph 15 of the Guidance).
- 2.2 The sections of the Assessment correspond to the methodology recommended in the Guidance, and where necessary include any reasoned justification to support the findings.
- 2.3 **Section 3** sets out the fundamental parameters to guide the Assessment.
- 2.3 **Section 4** details the sources examined including the findings in each case and any reasoned justification.
- 2.4 **Section 5** describes the use of other related information to inform the Assessment.
- 2.5 **Section 6** explains which sites and areas have formed the focus of the Assessment.
- 2.6 **Section 7** explains the survey procedures.

⁸ PAS (January 2008) *Strategic housing land availability assessment and development plan document preparation*



- 2.7 **Section 8** explains how the dwelling yield has been identified on sites.
- 2.8 **Section 9** explains the objectives of the initial site assessments and the relevance to the plan-making process.
- 2.9 **Section 10** details the findings of the Assessment, and the potential delivery across the plan period.
- 2.10 **Section 11** explains the use of 'broad locations' in the Assessment.
- 2.11 **Section 12** explains the assumptions for housing from windfall.
- 2.12 It is considered that the Assessment complies with PPS 3 and the Guidance although the use of the 'broad location' concept differs slightly (see paragraph 11.2 for reasoned justification).

Diagrammatic methodology

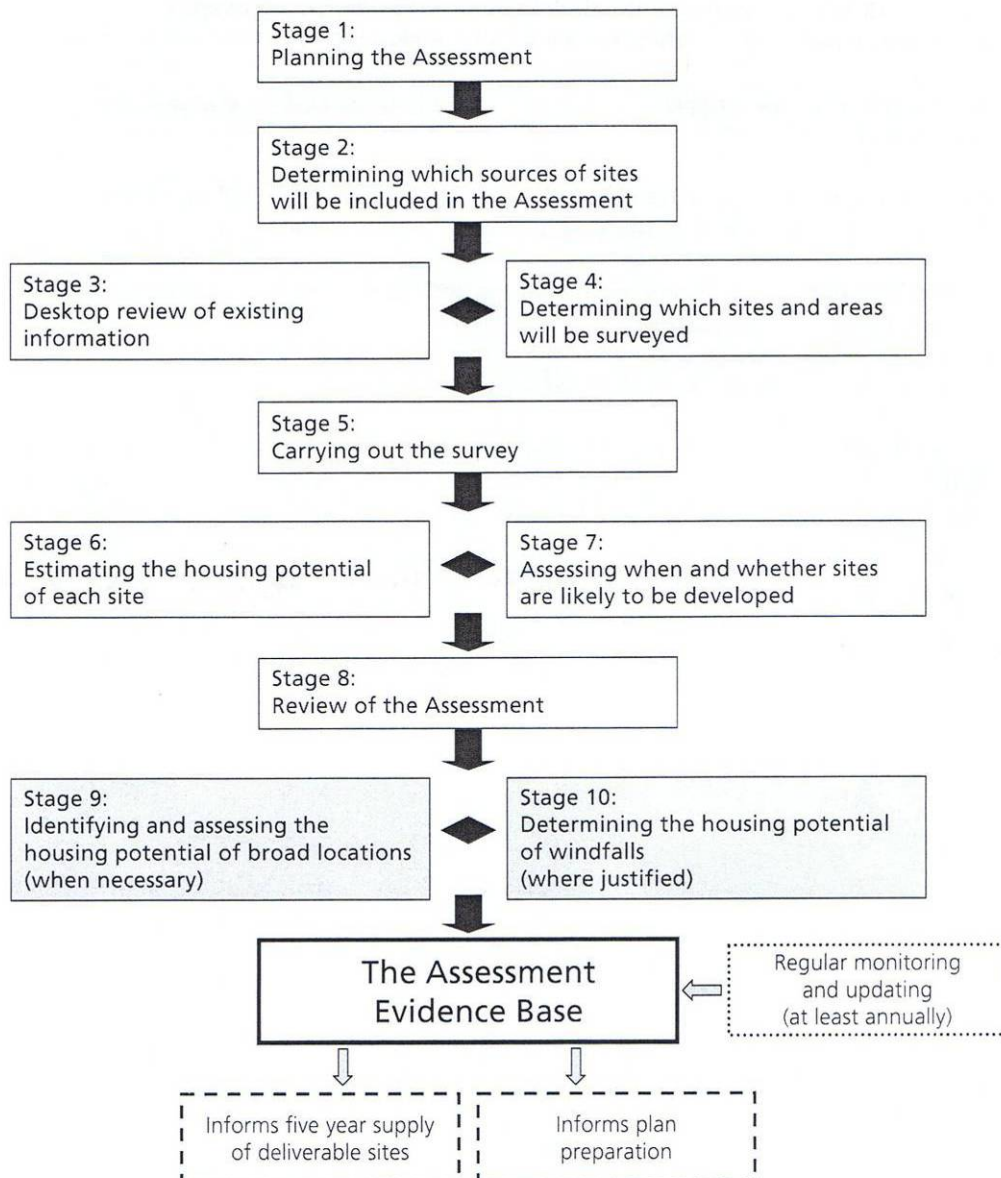




Figure 2: Methodology diagram. Source: DCLG 2007

3 Stage 1: *Planning the Assessment*

Geographic Study Area

- 3.1 Each authority within the West of England Housing Market Area is to produce an individual Assessment from which the common outputs can be drawn to inform a sub-regional report outlining housing availability. As part of this approach individual authorities agreed a common methodology based on the Guidance. This Assessment therefore covers the administrative boundaries of North Somerset. The decision to carry out individual Assessments was primarily driven by the differing stages of plan preparation between the various authorities and the pressing need to prepare evidence, as well as the variation in housing challenges faced across the sub-region.

Site size threshold

- 3.2 A specific site size threshold has not been used for the study. Instead a minimum dwelling yield figure has been used, so the Assessment has not sought opportunities for specific sites that would yield less than five dwellings. This approach is considered justified given the large amount of housing expected on larger sites.

Time Periods

- 3.3 The base date for the Assessment is April 2007, and relates to the RSS and LDF time period up to 2026 and has been updated to 2008. The dwelling yield is distributed across the plan period reflecting PPS 3 time periods of an initial 5 years (2008-2013, years 6-10 (2013-2018) and 11-15 (this study 2018-2026).



4 **Stage 2: Determining which sources should be included in the Assessment**

List of sources

4.1 Figure 3 lists the sources examined in the study.

Sites in the planning process
Land allocated for employment or other uses
Existing housing allocations
Unimplemented/ outstanding planning permissions for housing
Sites not currently in the planning process
Vacant and derelict land and buildings
Land and buildings in non-residential use suitable for conversion
Additional housing opportunities in established residential areas ⁹
Large scale redevelopment and redesign of existing residential areas
Sites in rural settlements
Urban extensions
Figure 3: Table of sources

Summary of sources

4.2 These are divided into two sections, those that are currently in the planning process such as planning permissions and allocations and those that are not. Firstly those that are in the system currently include:

Land allocated for employment or other uses

4.3 A small number of employment allocations have been assessed at the early stages of the project, although generally the loss of these sites to any other use including residential will be guarded against as set out in current and emerging policy contexts. This is particularly the case at Weston-super-Mare where employment generating uses are being encouraged in an attempt to decrease out-commuting and increase the jobs to homes ratio. It is also true of other towns and villages across North Somerset, where existing and safeguarded employment sites will be protected.

4.4 Any such loss will be considered on its merits throughout the plan period depending on the appropriateness of the employment allocation. For example it may be that no interest is shown on a particular employment site, and a residential use may be more beneficial. However no significant provision from employment sites is included within the Assessment. A review of this source will take place alongside the production of the Employment Land Review.

Existing housing allocations

4.5 Only allocated sites that have no planning permissions have been included within this source equating to sixteen sites giving approximately 20 hectares. Assuming various densities, around 750 dwellings (net) could be achieved.

⁹ Includes the four main towns Weston-super-Mare, Clevedon, Portishead, and Nailsea.



- 4.6 The vast majority of these remaining without outline or full planning permission will be assumed to be built out through the remaining Replacement Local Plan period to 2011 and beyond (within the initial five year period) providing around **687** dwellings.

Unimplemented/ outstanding planning permissions

- 4.7 These will be reviewed in order to assess the likely level of housing development that may come forward in the short term. The Residential Land Survey (RLAS 2008) maintains a schedule of sites with an outstanding permission. Using information on past trends a prediction can be made as to the likely level of development that will come forward. Sites with planning permission are not mapped in this Assessment because they are already collated within the RLAS, including an address and grid reference.

- 4.8 Approximately **2,803** dwellings are expected to come from extant planning permissions on large sites some of which are recorded as under construction¹⁰. A proportion of the dwellings only have outline permission though this suggests that the principle of housing development is sound. It is assumed that these sites will be developed optimally within the first five years of the plan period. In addition to this **708** dwellings are expected to be provided from small site planning permissions, that is, sites with a yield of less than 10 dwellings. It is not anticipated that there will be a significant amount of applications lapsing so no allowance is given, though this assumption will be monitored given the emerging economic and housing market context to conform to paragraph 58 in PPS 3.

Sites that are the subject of current planning consideration

- 4.9 In addition to the supply listed above there are some sites that have the potential to deliver housing but are not yet specifically allocated and these are included within the Assessment. Some of these are being considered through Area Action Plan and Supplementary Planning Document work. However it is considered feasible that such sites have the potential to be included within the five year supply¹¹.

- 4.10 Housing opportunities that are not currently in the planning process include:

Vacant and derelict land and buildings

- 4.11 Provision from this source is central to a sustainable approach to housing development. Both national and local policy guidance has put increasing emphasis on development within existing urban areas and in particular the reuse of Brownfield land. Many vacant sites lay unused for many years, and their development for housing could contribute a considerable amount

¹⁰ North Somerset Residential Land Survey 2007.

¹¹ Advice produced by the Department for Communities and Local Government, 'Demonstrating a 5 year supply of deliverable sites', (2007)



of dwellings, whilst providing an opportunity to reinvigorate an area and ensure that land is being used as efficiently as possible.

- 4.12 A potential for **3,814** dwellings has been established through specific sites, although it should be noted that other sources of supply include large amounts of previously developed land. This includes previously developed sites at RAF Locking and Weston Airfield at the Weston-super-Mare urban extension.

Conversion of commercial/ non-residential land and buildings

- 4.13 Over time some buildings or more commonly the uses within the buildings, become redundant. The only viable option is to seek an alternative use which ensures that the building remains in use and does not become a wasted resource. A current example of this is Knightstone Island in Weston-super-Mare, and the collection of Grade 2 listed buildings which have been redeveloped to provide 87 residential units. Early indications show that these units have been sought from both existing residents of the town and also proving attractive to those outside. At the time of writing only around six apartments remained for sale comprising one, two, and three bedrooms.
- 4.14 Particular types of buildings lend themselves to residential conversion largely depending on their physical characteristics of the building and its setting. The use may be either no longer necessary or can be provided in a more appropriate and contemporary way. In fact, from a physical point of view many buildings have the potential for conversion to residential, with variations in conversion costs, and knowledge of technological application being an important determinant. All opportunities for conversion also have to take into account the relevant planning context. Increasingly it is the case that the conversion to a residential use is more financially viable due to the high values of residential in relation to other uses. However this should not compromise the appropriate placing of residential land uses.
- 4.15 Between April 2005 and March 2006, 416 dwellings emerged as a result of the redevelopment of other existing uses, including offices and retail units, agricultural buildings, and institutions such as nursing homes. A future opportunity is the potential conversion of Birnbeck Island, which will be included within this Assessment during review at a later date.
- 4.16 The approach to this source is to survey the potential opportunities across North Somerset for conversion. The unique nature of many conversions makes it a difficult source to quantify so assumptions will be made as to the likely number of units possible in each case. For the purposes of this Assessment these should not prejudice any more detailed proposals for sites or be used to justify higher than appropriate dwelling yields.
- 4.17 Experience has shown that high quality housing can be developed from conversions stimulating local housing markets and attracting inward



investment. Provision has been made for **153** dwellings from this source, including specific sites and land in non-residential uses.

***Additional housing opportunities in established residential areas:
Subdivision of existing housing***

- 4.18 Large stone-built houses developed throughout the 19th and 20th century are an important asset and central component of the existing housing stock throughout North Somerset, being located mainly at Weston-super-Mare, Clevedon, and Portishead, and other areas throughout North Somerset. They contribute to the local identity as a significant part of the architectural and historic built environment. The evolution of these buildings can be traced throughout history by various modifications to suit changing occupier needs over time. It is important to note also that historically a proportion of subdivisions take place outside of the four towns.
- 4.19 Subdivision of these properties has subsequently been a familiar trend in recent times an example of which is the conversion of nursing homes or guest houses. The economics of conversion have been capitalised on producing a large increase in flatted accommodation. Thus the net density of these areas increases both in dwellings per hectare and people per hectare. These areas then tend to have lower average household numbers; in Weston-super-Mare west ward the average household size is 1.84 people per household.
- 4.20 Care should therefore be taken to protect the character of these areas. Key concerns are the impact on residential amenity and the demand for car parking.
- 4.21 Gross dwelling completions between April 2005 and March 2006 indicate a total of 25 units coming from subdivisions throughout North Somerset, 8 of which took place outside of the four main towns. Between 2006 and 2007 this figure increased to 62 with 7 coming from areas outside of the four main towns.
- 4.22 In assessing the future provision of subdivisions within the plan period an average of previous completion rates has been used both for the four main towns and areas outside. A total of 494 dwellings have been included within the Assessment, 33 of which are in areas outside of the four main towns. Subdivisions from within the four towns are included within a broad location and have been factored in to commence from 2013 to 2026. Subdivisions from outside of the four main towns are included as windfall and have been calculated as strategic, long term provision from 2016 to 2026 in line with the Guidance.
- 4.23 Future potential from subdivisions should take into account the remaining capacity for subdivisions within the building stock, the economics of conversion, the changing planning policy context, the impacts on existing areas, and the demand and need for smaller dwellings. The projected



growth of single person households¹² does not suggest a reduced demand for such units of accommodation. However market conditions are a factor in particular the potential slow down of new build and the effect this may have on the development of existing buildings. There may be an increased effort by those involved in providing residential accommodation, including large and small investors, house builders and housing associations, to focus their efforts and skills on maximising the efficiency of the existing building stock.

Flats over shops

- 4.24 Whilst the conversion of upper floors into residential premises has been only marginal throughout North Somerset, research has suggested that it can be most successful as part of a wider regeneration scheme¹³. Therefore it is reasonable to assume that the proposals for change that will be set out in the Town Centre Area Action Plan will support the emergence of increasing supply at Weston-super-Mare.
- 4.25 This study will assume a potential supply based on the number of retail units within the town centres of the settlements listed below. Inevitably some opportunities will be missed with this method but any losses will be mitigated with an ample allowance from conversions above shops in the main retail centres. This approach has the favourable outcome of omitting large retail stores on the periphery of towns which are generally not included within this source of supply. Towns included are;
- Weston-super-Mare (including Worle and Locking Castle)
 - Clevedon (including Clevedon Hill Road)
 - Nailsea
 - Portishead
- 4.26 Based on the number of retail units approximately 1,196 potential units could be achieved, 10 per cent of which will be assumed to come forward giving **120**. Some units will already have residential above.
- 4.27 North Somerset has relatively low levels of 'living over the shop' where increased car ownership, changes in ownership of shop units and upper floors being used for storage purposes, and changes in the provision of housing (e.g. increased provision through subdivisions and new build), have all contributed. Research in conjunction with this study suggests that, of the retail units studied within the town centre of Weston-super-Mare, only a very small proportion has residential above, with a higher incidence on units just away from the main shopping street, for example at Meadow Street and St James Street. This tended to be the lower value retail units in lower value premises and is perhaps indicative of a situation where the residential units supplement the income generated from the

¹² DCLG (2007) 'New projections of households for England and the regions to 2029', Communities and Local Government Statistical Release 2007/0045.

¹³ ODPM (1997) 'Evaluation of flats over shops', Housing Research Summary No. 067



retail use. Along the main pedestrianised High Street, there was no residential above, only storage and other associated uses. Consideration should also be given to the quantity of empty, underused space which could actively contribute to housing provision, and enhance vitality and viability of town centres.

Empty homes

4.28 According to statistics published by the Empty Homes Agency, the number of empty homes across England has shown an increase for the first time in nine years to a new total of 672,924. The strategy set out in this Assessment includes empty homes as an important element of bringing existing empty homes back into effective use, although it is recognised that wider strategies are required to encourage the reuse of empty homes. The Council has set out its strategy for empty homes in the Empty Homes Strategy, 2008-2011.

4.29 Based on data received from Council Tax returns for July 2006, there are around 2,260 empty homes across North Somerset, 1,160 of which have been empty for 6 months or more, termed non-transactional vacancies. Whilst some vacancies are down to the normal functioning of the housing market termed transactional vacancies (properties active in the housing market), it is the non-transactional vacancies that may require action to bring them back into active use. Recognising that some of these empty dwellings will be second homes, provision shall be made for **918** dwellings from this source based on the number of homes that have been vacant for 6 months or more.

4.30 In assessing potential from this source regard should be had to the available mechanisms to ensure empty properties come back into active use. Engagement with property owners to encourage reuse has a key role here. See the North Somerset Draft Empty Homes Strategy 2008-2011 for more information which can be viewed on the council website.

Intensification of existing residential areas

4.31 Intensification describes the infilling of additional dwellings into an existing area. In most cases there is a net gain in dwellings thus increasing the density of a given area. An increasingly common form of intensification in North Somerset has been the development of the curtilage of properties to provide additional dwellings, but also includes other forms of infilling in an existing residential area.

4.32 Any potential intensification proposal has to take into account the existing character of the area, and the existing infrastructure capacity and its ability to absorb additional housing. This includes the road and sewage network, schools and other facilities.

4.33 Gross dwelling completions between April 2005 and March 2006 indicate a total of 82 units coming from subdivisions throughout North Somerset, 37 of which took place outside of the four main towns. Between 2006 and



2007 this figure increased to 181 with 67 coming from areas outside of the four main towns.

- 4.34 In assessing the future provision of dwellings from intensification projects within the plan period an average of previous completion rates has been used both for the four main towns and areas outside. A total of 1,034 dwellings have been included within the Assessment, 225 of which are outside the four main towns. Like subdivisions, intensifications from within the four towns are included within a broad location and have been factored in to commence from 2013 to 2026. Intensifications from outside of the four main towns are included as windfall and have been calculated as strategic provision from 2016 to 2026 in line with the Guidance.

Large-scale redevelopment of existing housing

- 4.35 Redevelopment is an option for particular sites and can contribute to regeneration within existing areas. Redevelopment schemes tend to, *but not always*, deliver a larger amount of dwellings, along with the potential for a more efficient use of land. A mix of housing that offers choice of tenure both for the open market and affordable can provide much needed accommodation in deprived areas. This source should be considered as part of a long term regeneration strategy for particular areas, including areas identified for regeneration in other Development Plan Documents. Also any potential supply should be considered against the demand for this type of accommodation in an area, and future regeneration objectives. A potential for 191 dwellings is included for this source.

Sites in rural settlements

- 4.36 The general approach to residential development throughout the rural villages of North Somerset is that it does not offer the most sustainable option for development as in most cases they do not offer the necessary services, facilities and other infrastructure necessary to support additional housing in a sustainable way. The current local policy context sets out this approach in the Replacement Local Plan adopted in March 2007. The Issues and Options stage for the Core Strategy as part of the LDF also reinforces the approach.
- 4.37 Therefore whilst villages are not envisaged as supporting any further housing development, this Assessment has included villages but has not been as intensive as other more sustainable locations. The policy approach to residential development within villages is currently being developed as part of the production of the Core Strategy.

Urban extensions

- 4.38 The Assessment recognises the two urban extensions indicated in the emerging RSS with 9,000 dwellings allocated to each. Delivery and masterplanning work for the extensions is taking place in other work to support the submission of the Preferred Options for the Core Strategy and to provide an evidence base for their delivery. It is expected that the Core Strategy Preferred Options report will set out the strategic function of these



urban extensions including Strategic Allocations¹⁴. North Somerset Council has made representations to the Proposed Changes to the Regional Spatial Strategy requesting a reduction in the overall housing numbers allocated to North Somerset.

- 4.39 Subject to findings from the aforementioned delivery work, this Assessment factors in the possible commencement of the two urban extensions from 2011 with previously developed sites categorised as 'vacant sites' in figure 4. It is envisaged that Strategic Allocations will be made in the Core Strategy with detailed work taking place in the form of masterplanning approved as a Supplementary Planning Document.

5 Stage 3: Desktop review of existing information

- 5.1 A range of information was used during the early stages of the Assessment, including various guidance notes, NLUD information, the North Somerset Urban Capacity Study 2002, the Residential Land Survey 2007, and other relevant information on potential housing supply. The data derived from this was factored into the Assessment. In addition, information available from within the Council has been used for example where other officers have knowledge of specific sites.

6 Stage 4: Determining which sites and areas will be surveyed

- 6.1 In order to begin to structure the Assessment process it was decided early that some areas would be excluded from the Assessment primarily because they do not offer a sustainable option for additional housing development. However if by the end of the Assessment there was an identified shortfall, then other areas would be assessed on a sequential basis to identify further opportunities to provide housing potential. Paragraph 21 and 25 of the Guidance are clear that this is an acceptable approach to identifying land.
- 6.2 A hierarchy of settlements have been identified in analytical work to be included within the study, with a main objective of contributing to a sustainable provision of housing across North Somerset. Housing provided through a mix of settlements will support the strategic objectives set out in PPS 3, including providing opportunity, choice, and sustainable, inclusive and mixed communities in urban and rural locations¹⁵.
- 6.3 Areas have been chosen with necessary justification as set out below. The four main towns including Weston-super-Mare, Nailsea, Clevedon, and Portishead form a large part of the study, in particular Weston-super-Mare to fulfil its role as a *Strategically Significant Town*¹⁶. Winscombe, Yatton, and Congresbury are included as locations which have an existing provision of local services, which would potentially support additional small scale housing development.

¹⁴ See Planning Policy Statement 12: creating strong and prosperous communities through Local Spatial Planning, Communities and Local Government, June 2008.

¹⁵ PPS 3, paragraph 9.

¹⁶ Emerging Regional Spatial Strategy.



- 6.4 As set out in the Core Strategy Issues and Option document, smaller villages are not expected to experience any significant development (except potential development around villages at south west Bristol as part of the urban extension). A settlement hierarchy is currently being developed as part of the Core Strategy Preferred Options and this will set out a strategy for development throughout the towns and villages across North Somerset.

Weston-super-Mare, Clevedon, Portishead and Nailsea¹⁷

- 6.5 Within the four main towns' part of the method involved finding sites that are within the 800m catchment areas based on local town centres¹⁸. The 800m distance from a central point in each centre is indicative of a ten minute walk¹⁹. These locations were subject to a table and site survey.

Weston-super-Mare

- 6.6 Weston-super-Mare is the largest urban area in North Somerset and has been a focus for housing development. There are a number of sites still allocated for housing development not yet started.
- 6.7 Recent schemes completed include the Rozel House, Knighstone Island, and Beach Road. As part of the Town Centre/ Seafront regeneration a number of sites are being considered in the Town Centre Area Action Plan, DPD.
- 6.8 The approach to additional housing development in the town is that it will be employment led as part of a strategy to rebalance the jobs to homes ratio in the town. This approach is central to the adopted Replacement Local Plan (2007) and within the Issues and Options stage of the Core Strategy as part of the LDF. Allocations for residential development in the town will be made through Development Plan Documents.

Clevedon, Portishead, and Nailsea

- 6.9 As concluded in the Urban Capacity Study 2002, the redevelopment opportunities within the other three towns are few and small scale. These towns in addition to W-s-M have an allowance for projected housing development from 2011-2026 based on an average of previous annual completion rates. This is included within figure 3 as 'Additional housing opportunities in established residential areas'. This is in addition to any specific sites identified. Annual completion rates in the four towns will be monitored to ensure these assumptions are appropriate, or if changes need to be made. Alternative scenarios may be tested during the plan making process for housing development throughout the towns.

¹⁷ These four towns are considered as the four main towns as per the approach of the North Somerset adopted Replacement Local Plan. The strategic role and function of the towns are being considered as part of the LDF process.

¹⁸ See DCLG Guidance, Strategic Housing Land Availability Assessments (2007), page 13, footnote 22.

¹⁹ Urban Design Compendium 2.



'Call for sites'

- 6.10 A call for sites was issued during the six week consultation on the Assessment. This was not limited in terms of potential location, only in dwelling yield. As set out in the practice guidance, no areas are excluded from the Assessment. A small selection of sites was put forward that have subsequently been considered as part of this Assessment. Further sites that are put forward with representations in the LDF may be assessed in future review stages of the Assessment.

7 Stage 5: Carrying out the survey

- 7.1 A number of sites were considered through the Assessment, many of which have been discounted through assessment and officer review. Of the sites assessed 25 have the potential to provide around 1,183 dwellings. This schedule of specific sites will be added to as the plan period progresses to support the housing supply, particularly in relation to the urban extensions.
- 7.2 Site surveys have been carried out using criteria corresponding with that advocated in the Guidance. To support those initial assessments other relevant information held within the Council was used to inform when and whether the site has the potential for development.
- 7.3 Site boundaries identified through the study process are indicative only and may not address specific ownerships or current uses. Where further information is gained they may be amended, in particular if sites are to be considered for allocation.

8 Stage 6: Estimating the Housing Potential of each site Density multipliers

- 8.1 Density multipliers have been used to give a basic indication of the potential dwelling yield from each site. Where more detailed figures are known these have been included. Various densities have been applied to sites depending on the surrounding character of established densities, and with reference to density ranges established for the West of England aggregated SHLAA.

Design-led approach

- 8.2 A design led approach has not been used for the Assessment at this stage. However further review of the sites will be carried out alongside the plan making process and design scenarios will be used to give a more accurate dwelling yield from each site. Another approach is to use successful sample schemes from elsewhere to inform housing yield. This will be used in particular to support ongoing work in site specific DPDs.

Information

- 8.3 Where more detailed information is gained for example through pre-application discussions or site briefs, then this will be used where appropriate to inform the housing yield of each site.



9 Stage 7: Assessing when and whether sites are likely to be developed

Deliverability and Developability

9.1 The Guidance is clear in paragraph 33 that, “assessing the suitability, availability and achievability of a site will provide the information on which the judgement can be made in the plan making context as to whether a site can be considered deliverable, developable or not currently developable for housing development.” It is emphasised that this is not the role of the SHLAA, but rather to provide an initial assessment of each site and source of housing supply.

9.2 It is also clear from the Guidance that in identifying sites, policy restrictions should apply as opposed to an approach that just assesses everything regardless of current and future policy context.

Assessing suitability

9.3 The general assumption is that a site will be suitable for housing development if it offers a suitable location for development and would contribute to the creation of sustainable, mixed communities (Guidance, paragraph 37).

Assessing availability

9.4 The general assumption is that a site is considered available for development when, on the best information available, there is confidence that there are no legal or ownership problems, such as multiple ownerships, ransom strips, tenancies or operational requirements of landowners (Guidance, paragraph 39).

Assessing achievability

9.5 A site is considered achievable for housing development where there is a *reasonable* prospect that housing will be developed on the site at a particular point in time (Guidance, paragraph 40).

Overcoming constraints on sites identified

9.6 It is probable that in most cases sites identified within this Assessment will have constraints on their development of varying complexity. Where these are known they are included within each site template along with some possible actions to overcome them. These constraints may be physical in nature or policy based though these are not necessarily separate issues.

9.7 The nature of the constraints known on each site has informed its likely timeframe for possible delivery. Further constraints that become evident subsequent to this Assessment will be updated within the sites information and its status may be changed in future updates.



10 Stage 8: Review of the Assessment

10.1 Figure 4 sets out the dwelling potential from sources outlined in section 4.

Sites in the planning process	2008-2013	2013-2018	2018-2026
Land allocated for employment or other uses	39		35
Existing housing allocations	687		
Unimplemented/ outstanding planning permissions for housing (2006-2011, includes both large and small sites) inc. under construction	3511		
Sites not currently in the planning process			
Vacant and derelict land and buildings (3,800 on Brownfield sites at Weston-super-Mare urban extension ²⁰)	1,114	2,700	
Land in non-residential use suitable for conversion	41	32	80
Additional housing opportunities in established residential areas in Clevedon, Portishead, Nailsea and W-s-M. (Broad locations-2013-2026).		987	1,579
Large scale redevelopment and redesign of existing residential areas		191	
Sites in rural settlements (included as windfall below after 2018)	-	-	-
Urban extensions green field sites (2013 onwards, See vacant and derelict category above)	-	5,462	8,738
Windfall (2018-2026: Housing development outside of towns above)	-	-	258
Total housing 25,454 ²¹	5,392	9,372	10,690

Draft Regional Spatial Strategy	
Weston urban extension	9,000
South west Bristol urban extension	9,000
Weston-super-Mare urban area	3,000
Remainder of North Somerset	5,750
Total housing requirement	26,750

North Somerset completions 2006-2008	2,606
Residual Dwelling Requirement to 2026	24,144
Figure 4: Review of housing supply	

²⁰ The identification of these sites within this category and the number of dwellings attached, does not prejudice the findings from the masterplanning and delivery work commissioned by the Council which in any case may take precedence. For the purposes of including provision for the urban extensions within the SHLAA, density multipliers have been used (see paragraph 8.1).

²¹ The quantity of dwellings distributed across the plan period will be closely monitored to take into account ongoing market trends and the Assessment reviewed and altered as necessary.

²² Of this 8,750 only 1,946 dwellings require additional sites due to completions between 2006 and 2008, sites with planning permission, and allocated land. Excluding the urban extensions only 140 and 1,806 dwellings require additional sites in W-s-M and North Somerset respectively.



Net dwelling completions 1996-2007

10.2 Figure 6 shows a useful comparison of historic 5 year dwelling completions. By way of comparison the RSS requires an annual build rate of 1,338, or 6,688 for each 5 year period.

97/98	98/99	99/00	00/01	01/02	02/03	03/04	04/05	05/06	06/07
833	862	940	782	1066	1206	1265	1058	1253	1132
4483					5914				
Figure 6: Past completions 1996-2007									

A responsive supply of housing land

10.3 For the purposes of the SHLAA and maintaining up to date evidence, the distribution of housing numbers across the plan period is intended to be dynamic, and will be subject to change as the Assessment is updated (as the plan period progresses), through the AMR process.

10.4 Based on 2008 data there are currently 4,198 units worth of supply including allocated sites and small and large sites with a planning permission. This in addition to other potential sources identified in this report brings the figure up to 5,792 units again subject to delivery work at the urban extensions. The current supply represents enough to meet the Structure Plan targets to 2011.

10.5 The emerging RSS requires an average annual build rate of 1,338 so any shortfall during the early part of the plan period has the potential to be made up during the later stages particularly once Local Development Documents are adopted.

Risk Assessment

10.6 There are a number of scenarios that need to be considered during plan making in relation to housing delivery in North Somerset all of which may have an impact on housing delivery across the plan period. Three immediate issues are:

- Delivery at the urban extensions may be slower than anticipated; potentially resulting in a large deficit in housing delivery from 2011 onwards (based on current RSS targets).
- Compared to historic completion rates, development will slow in the four main urban areas perhaps as the housing market slows, which may have a particular impact on regeneration proposals in Weston-super-Mare town centre.
- Existing planning permissions will not be implemented. This may have a particular impact on the five year supply.

10.7 If any of the above scenarios do occur and indeed others, the assumptions within the Assessment should be revisited and alternative courses of



action considered. The Core Strategy should have flexibility built in so it can best respond to any issues that may affect housing delivery.

11 Stage 9: Broad Locations

Urban extensions

11.1 The urban extensions are included as broad locations for the purposes of the SHLAA at this stage and due to additional delivery work being carried out on the extensions. However if the urban extensions are confirmed in the RSS it is expected that they could commence before 2013. Whilst specific sites are not identified through the Assessment it is considered that they should be shown in the context of the wider opportunities available to meet the housing requirement and to reflect the Housing Trajectory as set out in the Annual Monitoring Report.

11.2 The Assessment has used an alternative approach is the use of the 'broad location' in relation to the urban extensions. Where PPS 3 and the Guidance indicate that broad locations should be applied to years 11 to 15, the Assessment factors them in before but it is considered a robust approach to still refer to them as broad locations. The following provide the main justification for this:

- The urban extensions are identified as 'Areas of Search' in the emerging RSS, and the long delivery period (15+ years) means that in practice they will be phased throughout the plan period,
- There is delivery work taking place specifically exploring the urban extensions contributing to the evidence base to the LDF, and this will identify specific sites, and any constraints on their delivery,
- The approach adopted in the SHLAA gives certainty as to where housing is being encouraged in line with the RSS strategy.

Weston-super-Mare, Clevedon, Portishead, and Nailsea

11.2 The Guidance suggests identifying broad locations in those areas within or adjoining settlements where housing development is or could be encouraged²³. The four towns listed above are locations where housing is encouraged through the Replacement Local Plan and in the Local Development Framework as they are considered the most sustainable locations for housing in North Somerset. For the purpose of this Assessment broad locations in the four towns are broken down to the 'Additional housing opportunities' in section 4.9 to 4.12. This approach gives certainty about where the most appropriate housing development is to be located.

11.3 The four towns are identified as broad locations to support a flexible approach in the Core Strategy. When the Site Allocation Development

²³ Page 18, paragraph 46, first bullet point.



Plan Document (DPD) is prepared a more detailed assessment can be made of specific sites within the towns to inform any allocations within the DPD.

- 11.4 The 'broad location' areas are defined by the existing settlement boundaries to the four towns as defined in the Replacement Local Plan, and for the urban extensions the broad areas are defined by the Areas of Search set out in the RSS Proposed Changes.

12 Stage 10: Determining Housing Potential from windfall

- 12.1 Housing provision from windfall has historically contributed a significant amount of dwellings in North Somerset. However the Guidance suggests that windfall should not be included for the first ten years unless justified by local circumstances. This Assessment explored using trend projections for the final ten years of the plan period based on previous completion rates in areas outside of the four main towns. A reduction of past completion rates has been assumed in line with emerging RSS and LDF strategies giving a figure of 258 dwellings.
- 12.2 Through the plan making process the strategy taken for the settlement hierarchy will have an impact on this source of supply potentially reducing the allowance to take into account policies to limit housing development in rural villages. At the time of publishing this Assessment, this hierarchy is still being developed as part of the Core Strategy Preferred Options preparation.

13 Summary

- 13.1 After considering the various opportunities, enough sites and potential sources have been identified to provide around 25,454 dwellings up to 2026 although this is heavily dependant on the findings from the delivery and masterplanning work taking place on the urban extensions. This information provides evidence to support the options available to the Council in terms of meeting the residual dwelling requirement, and managing the supply of housing land.
- 13.2 The total identified sites have a capacity of 1,120 dwellings as set out in Appendix 1. In addition to the implementation of planning permissions and delivery of housing at the anticipated broad locations identified through the Assessment, the indicates enough supply to meet the emerging RSS requirement. This is subject to the resolution of any identified constraints on specific sites and their subsequent allocation within Development Plan Documents.
- 13.3 However due to the significant increase in housing numbers identified through the RSS and the complex lead in times for the urban extensions, it is possible that there may be a shortfall on the 5 year land supply during the early stages of the plan period when considering the deliverability tests



set out in PPS 3. However this should not justify the release of additional sites other than those indicated through Development Plan Documents.

- 13.4 Whilst the RSS identifies broad Areas of Search for the urban extensions including a significant element of Greenfield land, an objective of the Assessment remains to maximise the use of the existing building stock which is why a significant proportion of supply is proposed from such sources (see sections 4.9 to 4.12 in particular).
- 13.5 With regard to development in Weston-super-Mare, enough sites need to be brought forward to provide around 140 dwellings to fulfil the 3,000 requirement in the RSS therefore excluding current commitments. Outside of Weston-super-Mare and the urban extensions, enough sites need to be brought forward to accommodate around 1,806 dwellings also excluding current commitments.
- 13.6 There are limited opportunities outside of Weston-super-Mare and the urban extensions. Portishead is currently delivering a significant amount of housing at the Ashlands and Portishead Dockside. The Assessment has not identified any significant potential in Clevedon and Nailsea other than as part of ongoing developments within the existing urban areas.
- 13.7 Assumptions have been made for windfall sites later in the plan period in line with the Guidance and PPS 3. By their very nature they are not on identifiable sites but are included as historically they have been a significant source of supply.
- 13.8 Similarly 'broad locations' have been identified at the four main towns and urban extensions and include anticipated growth based on historic trends, and current RSS allocations respectively.
- 13.9 At the time of publication there remains concern over the housing market and wider economic issues, giving rise to delivery concerns. This context will continue to be factored in to plan making and the SHLAA reviewed at later stages to support housing delivery.

14 *Procedures for monitoring, review and updating*

- 14.1 The Assessment will be subject to regular review and updating with a SHLAA annual update and through the AMR process in accordance with paragraph 9 of the practice guidance. This ongoing review will take into account wider market trends that will influence housing delivery in North Somerset.
- 14.2 Housing delivery will be monitored through the Residential land Survey and used during future review of the Assessment to review the assumptions made, and to determine any changes necessary. During review stages it is recommended that a housing summary be prepared to



sit alongside the SHLAA to provide additional context and evidence for plan making.

- 14.3 As sites are developed the study will be reviewed and updated to facilitate the necessary supply of housing land. Databases set up to facilitate the project will be kept up-to-date and will provide an efficient way of managing the provision of housing, ensuring that the study remains fit for purpose.
- 14.4 Subsequent review stages for the Assessment will be in line with the production of Development Plan Documents where housing allocations will be made, as well as with each AMR process.



Appendix 1

Schedule of sites:

Sites identified through the Assessment have been detailed on a template within this appendix. Where it has not been possible to establish the availability of a site for example because the landowner is unknown, it is assumed the site is not available. It is outside the scope of this study to collate comprehensive ownership details. Each site has a source reference which can be cross referenced with figure 3 to give the source of the site.

The sites include those already allocated for housing development, sites that are coming through current planning process for example those that are being considered in LDF documents, and other specifically identified sites.

The Strategic Housing Land Availability Assessment Practice Guidance (Communities and Local Government, 2007) explains how regions and local planning authorities can identify potential land for housing. As part of considering the potential suitability of broad locations and sites for housing, the risk of flooding should be recorded as part of the assessment. It will be the subsequent plan-making stages that determine whether a site is suitable to be allocated for housing, having regard to the findings of the assessment and the application of the Sequential Test required in PPS25. (PPS 25 Development and Flood Risk, paragraph 3.31)

Explanation of 'Likely Timeframe':

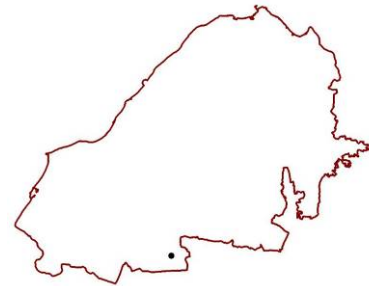
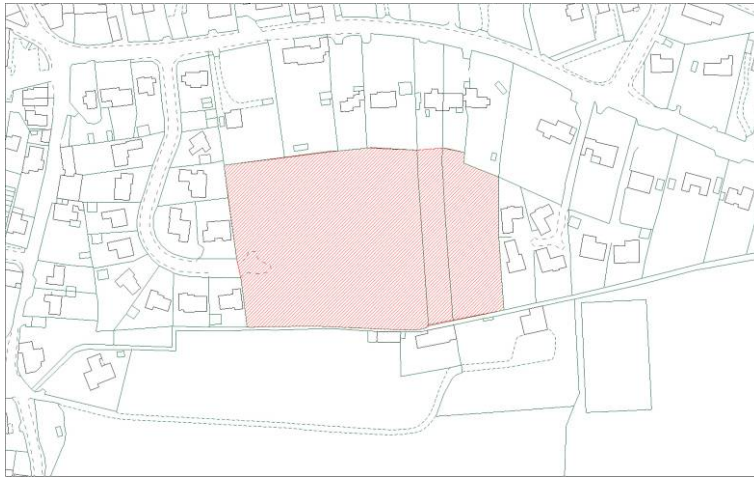
This report is based on an initial assessment of the deliverability and developability of particular sites and sources of housing supply, in line with the Guidance²⁴. Therefore each site assessment includes an initial consideration of the suitability, availability and achievability of a site using criteria within the Guidance.

An indication is given as to when the site may be developed but it should be emphasised that it is during the plan making process where judgements are made as to whether a site can be formally considered deliverable, developable or not currently developable for housing development in line with Planning Policy Statement 3: *Housing* paragraph 54-56. The 'likely timeframe' classification gives an indication of the deliverability of each site, with 2008-2013 indicating delivery within the first 5 years, 2013 to 2018, years 6-10, and 2018 onwards indicating longer term supply that is not currently developable.

Note that this Assessment has carried out an initial assessment of the suitability, availability, and achievability of a given site as recommended by the Guidance. It is for the plan making process to make the judgement on whether a site can be considered deliverable, developable or not currently developable for housing development. (CLG Guidance, paragraph 33).

See section 9.1 to 9.5 of this Assessment for an explanation of classifications.

²⁴ Paragraph 33 to 41.



Site reference: 09
Source reference: Existing housing allocations
Site location: Land south of Sidcot Lane, Winscombe

Site size:	Density	Dwellings
1.31 hectares	15	20

Brief description: Currently allocated for housing in Replacement Local Plan (H41). Accessed through The Chestnuts with playing fields to the south.

Surrounding uses: Residential

Available: Yes

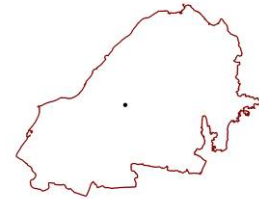
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Multiple ownerships on site. Site located in flood risk zone 1.

Action: A flood risk assessment (FRA) would be required focussing on surface water drainage and the use of Sustainable Urban Drainage Systems (SUDs).



Site reference: 14

Source reference: Existing housing allocations

Site location: Land to east and west of Wemberham Lane, Yatton

Site size:	Density	Dwellings
1.19 hectares	20	24

Brief description: Currently allocated for housing in Replacement Local Plan (reference H43). Osmond Bridge running across site and rail track to the south.

Surrounding uses: Primarily residential

Available: Yes

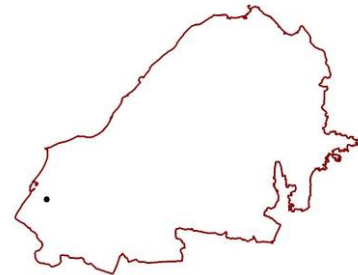
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Sections of site located within flood zones 2 and 3. Previous difficulties securing Section 106 Agreement.

Action: Refer to Planning Policy Statement 25: Floodrisk and the associated Practice Guidance. Technical issues should be addressed through development control process. A Sequential and Exception test would be required, followed by an FRA.



Site reference: 31

Source reference: Large scale redevelopment and redesign of existing residential areas

Site location: Victoria Square, Weston-super-Mare

Site size:	Density	Dwellings
0.57 hectares	50	29

Brief description: Site within town centre currently occupied by mini golf course, holiday flats and other uses. Site adjacent rear entrance to Sovereign shopping centre. This site is currently being considered as part of Town Centre Area Action Plan.

Surrounding uses: Mixed uses, primarily retail and leisure uses.

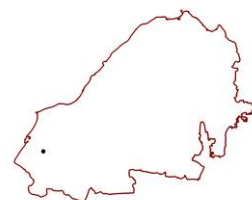
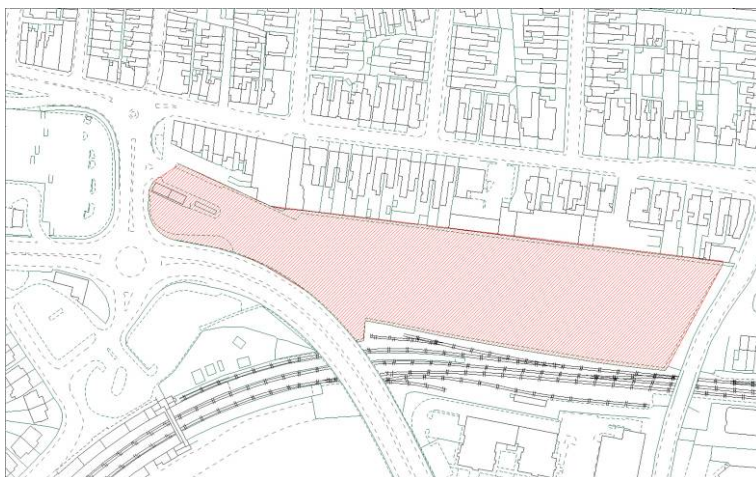
Available: Uncertain
Suitable: Yes, given appropriate organisation of uses on site.

Achievable: Yes, in medium to long term.

Likely timeframe: *2008-2013*
2013-2018
2018-2026

Constraints: Conservation Area. Site is located in flood zone 3. Multiple ownerships.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance. Consider using Design Codes to provide framework for sites development. Continue landowner meetings to discuss the sites potential. A Sequential and Exception test would be required followed by an FRA.



Site reference: 32

Source reference: Land and buildings in non-residential use suitable for conversion

Site location: Locking Road car park, Weston-super-Mare

Site size:	Density	Dwellings
2 hectares	40	80

Brief description: Large site on the edge of the town centre and a key gateway site into the town. Site is currently being considered as part of Town Centre Area Action Plan work.

Surrounding uses: Residential, light industrial retail and commercial.

Available: Uncertain

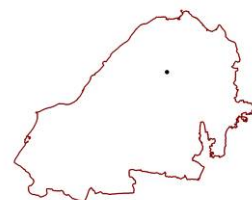
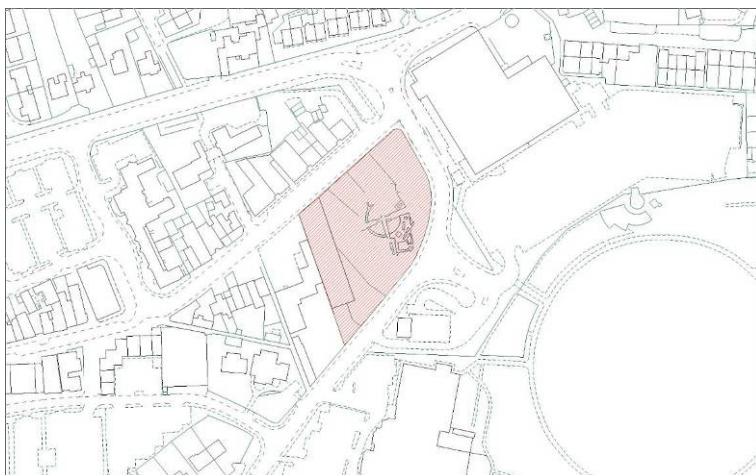
Suitable: Potentially with a mix of other uses, and provided other uses of site are not prejudiced.

Achievable: Uncertain

Likely timeframe:
2008-2013
2013-2018
2018-2026

Constraints: Town centre car parking need. Car park used as base for carnival floats, coaches and stop over freight. Part of site located in flood zone 2.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance. A Sequential and Exception test would be required followed by an FRA.



Site reference: 47

Source reference: Vacant and derelict land and buildings

Site location: Glassworks, Brockway, Nailsea

Site size:	Density	Dwellings
0.48 hectares	30	14

Brief description: Important site with archaeological remains present on-site. Deliverable as part of a mixed use, residential led scheme.

Surrounding uses: Primarily retail

Available: Yes

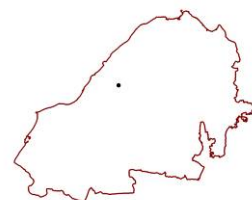
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Archaeological site with significant historical remains (designated Scheduled Ancient Monument which would need to be protected). Possible contamination due to industrial use of site.

Action: Protect archaeological remains in line with policy ECH/6 *Archaeology* of the Replacement Local Plan. Full site contamination surveys and remediation where required.



Site reference: 49
Source reference: Existing housing allocations
Site location: Stowell Concrete Works, Kenn Street, Kenn

Site size:	Density	Dwellings
0.96 hectares	15	14

Brief description: Site currently allocated through Replacement Local Plan (H50).

Surrounding uses: Rural uses and residential

Available: Uncertain

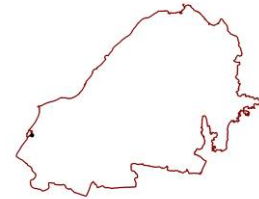
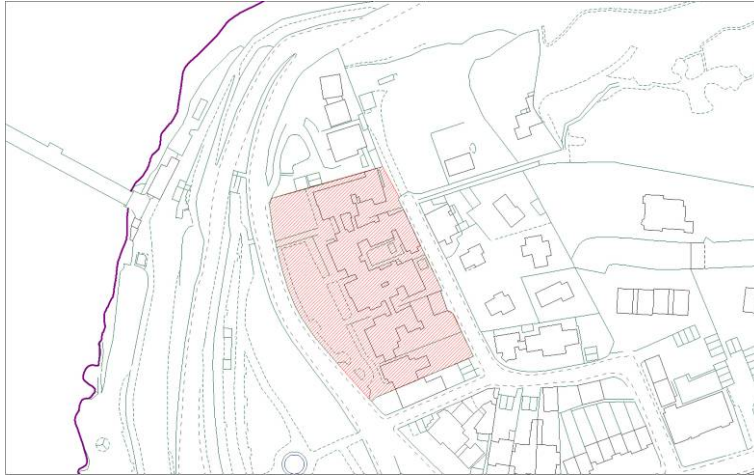
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Current use in operation. Site located within flood zone 3. Watercourses adjacent to site flowing to nearby SSSI.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 51

Source reference: Land and buildings in non-residential use suitable for conversion

Site location: Westcliff College, Upper Kewstoke Road, Weston-super-Mare

Site size:	Density	Dwellings
0.54 hectares	50	27

Brief description: Former Westcliffe College buildings. Set in a residential area overlooking Weston Bay and Birnbeck Pier. A grouping of five buildings built in the 19th century with a characterful presence overlooking the Prince Consort Gardens. Listed building and Conservation Area status should be central to redevelopment.

Surrounding uses: Residential

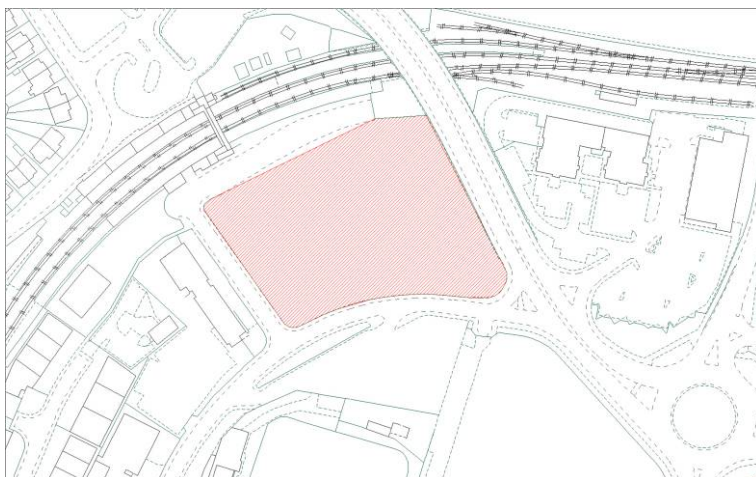
Available: Yes, this site has a current application for planning permission at the time of publishing this Assessment.

Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Listed building status, requiring careful conversion.
Action: Ensure high quality design through redevelopment. Technical issues to be dealt with through development control process.



Site reference: 55

Source reference: Land allocated for employment or other uses

Site location: Land adjacent Hildeshiem Bridge, Weston-super-Mare

Site size:	Density	Dwellings
1.16 hectares	30	35

Brief description: Employment allocation. Site linked by a pedestrian link to further employment area to the east. Site bounded on north and west side by railway and Hildesheim Bridge. The site is currently being considered through the Town Centre Area Action Plan.

Surrounding uses: Commercial and Employment generating uses.

Available: Uncertain in the short term.

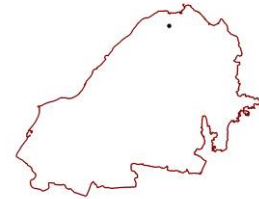
Suitable: Yes

Achievable: Yes

Likely timeframe: 2008-2013
2013-2018
2018-2026

Constraints: Employment uses preferable on site to residential though a mixed use scheme primarily employment may be acceptable. Part of site is located in flood zone 3.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 56

Source reference: Land allocated for employment or other uses

Site location: Land off Wyndham Way, Portishead

Site size:	Density	Dwellings
1 hectares	40	39

Brief description: Allocated for employment use in Replacement Local Plan.

Surrounding uses: Residential

Available: Potential to develop site as mixed use with offices and a high proportion of affordable housing.

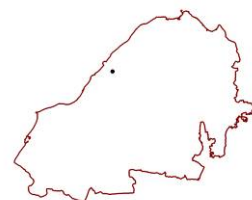
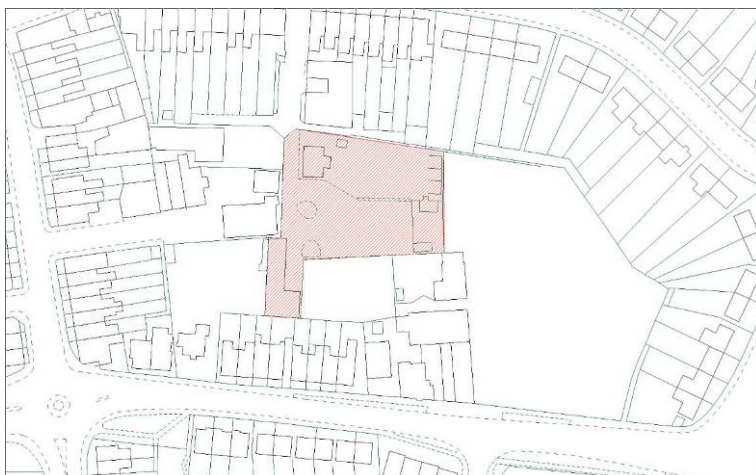
Suitable: Yes, providing employment floorspace lost is mitigated elsewhere.

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Currently an employment allocation. Site located within flood zone 3.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 57
Source reference: Existing housing allocations
Site location: Moor Lane, Clevedon

Site size:	Density	Dwellings
0.24 hectares	40	10

Brief description: Site allocated for residential development in Replacement Local Plan (site H/87 in schedule to Policy H/2).

Surrounding uses: Residential including recently built on adjoining timber yard.

Available: Yes

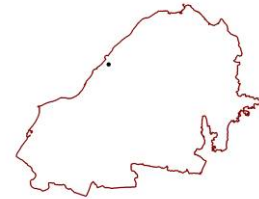
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Proximity to industrial uses. Possible access issues. Site located within flood zone 3.

Action: Detailed issues to be dealt with through development control process, including access. Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 59

Source reference: Land and buildings in non-residential use suitable for conversion

Site location: Strode Road, Clevedon

Site size:	Density	Dwellings
0.15 hectares	88	14

Brief description: Small site within existing urban area close to town centre.

Surrounding uses: Residential primarily.

Available: Yes

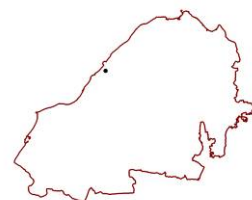
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Other uses currently on site; possible ownership issues; and viability. Site is located in flood zone 3. Requires demolition of former bus depot.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 61
Source reference: Existing housing allocations
Site location: Beach Avenue, Clevedon

Site size:	Density	Dwellings
0.13 hectares	120	16

Brief description: Site allocated for housing development in Replacement Local Plan (site H/2 in schedule to Policy H/2).

Surrounding uses: Residential

Available: Yes

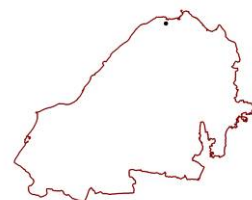
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Site currently has an employment use (Residential Land Survey 2008).

Action:



Site reference: 64
Source reference: Existing housing allocations
Site location: Severn Paper Mill, Portishead

Site size:	Density	Dwellings
2.42 hectares	50	121

Brief description: Site allocated for housing development. In Replacement Local Plan (site H/65 in schedule to Policy H/2).

Surrounding uses: Mixed uses including residential.

Available: Yes

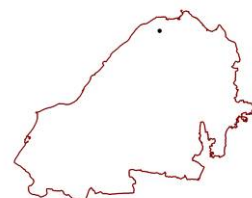
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Existing business on the site. Possible site contamination from industrial processes. Site located within flood zone 3. Policy E/5 of Replacement Local Plan (adopted in 2007).

Action: Relocation of existing business facilitated by development for residential. If contamination is found it will be necessary to implement remediation works. Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 65
Source reference: Existing housing allocations
Site location: 117 High Street, Portishead

Site size:	Density	Dwellings
0.23 hectares	90	20

Brief description: Site allocated for housing development in Replacement Local Plan (site H/88 in schedule to Policy H/2).

Surrounding uses:

Available: Yes

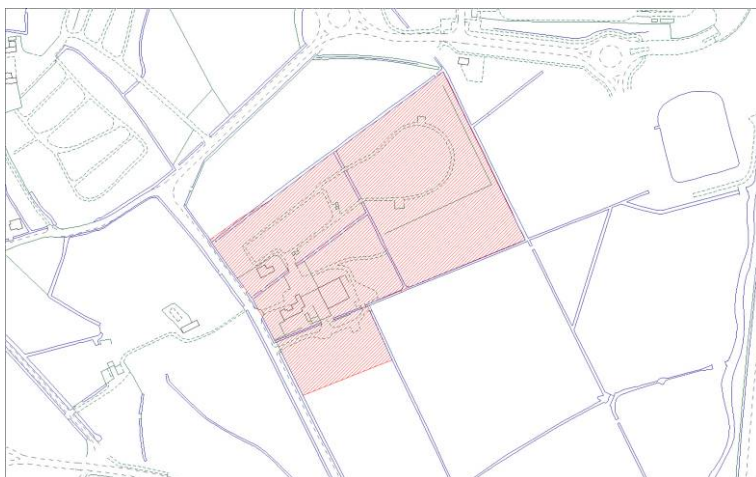
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Site located within flood zone 3. Attractive stone buildings on-site.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance. A Sequential and exception test would be required followed by an FRA.



Site reference: 66

Source reference: Existing housing allocations

Site location: Gateway Caravan Park, West Wick, Weston-super-Mare

Site size:	Density	Dwellings
4.66 hectares	40	100

Brief description: Site allocated for housing development in Replacement Local Plan (site H/20b in schedule to Policy H/2).

Surrounding uses: New build residential and commercial and employment uses to the east of the site.

Available: Yes

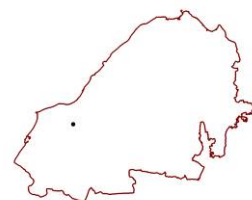
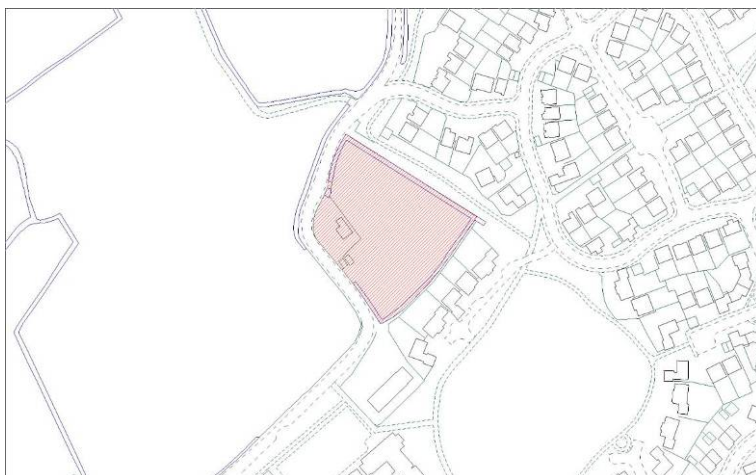
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Site located within flood zone 3.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 67
Source reference: Existing housing allocations
Site location: Land at Ebdon Road, Weston-super-Mare

Site size:	Density	Dwellings
0.55 hectares	21	12

Brief description: Site allocated for housing development in Replacement Local Plan (site H/29 in schedule to Policy H/2).

Surrounding uses: Residential

Available: Yes

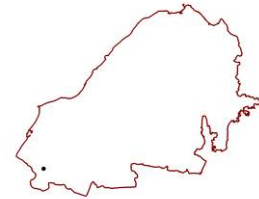
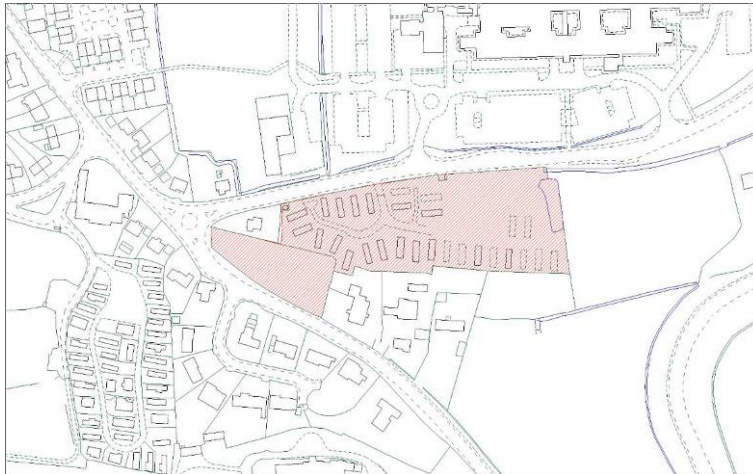
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Site located within flood zone 3.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 68
Source reference: Existing housing allocations
Site location: Grange Road, Weston-super-Mare

Site size:	Density	Dwellings
1.30 hectares	15	20

Brief description: Site allocated for housing development in Replacement Local Plan (site H/28 in schedule to Policy H/2).

Surrounding uses: Residential, Weston General Hospital to the north.

Available: Yes

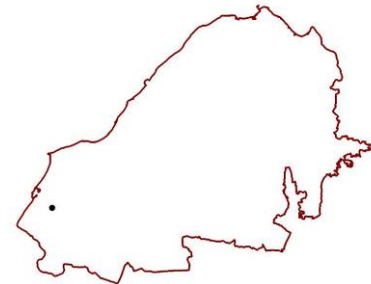
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Site located within flood zone 3.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 78

Source reference: Land and buildings in non-residential use suitable for conversion

Site location: High Street, Weston-super-Mare

Site size:	Density	Dwellings
0.46 hectares	70	32

Brief description: Urban site providing enclosure to Big Lamp Corner. Various retail uses at ground floor with some associated uses above.

Surrounding uses: Retail and other town centre uses

Available: Not at present, site has been identified in Weston Town Centre Area Action Plan as a key site for regeneration.

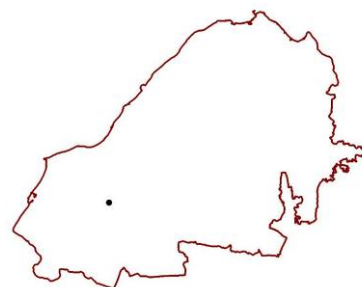
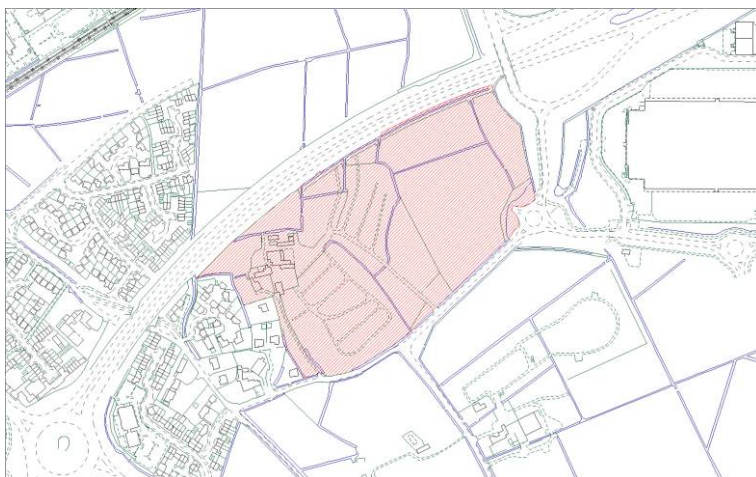
Suitable: Yes central location which could contribute to the regeneration efforts in the town.

Achievable: Yes in line with wider regeneration of the town and subject to landowner interest.

Likely timeframe: *2008-2013*
2013-2018
2018-2026

Constraints: Existing retail units occupy premises. Mixed ownerships and tenancy arrangements.

Action: Set out planning framework through Weston Town Centre Area Action Plan.



Site reference: 80

Source reference: Existing housing allocations

Site location: Weston Gateway, Somerset Avenue, Weston-super-Mare

Site size:	Density	Dwellings
8.95 hectares	53	136

Brief description: Site allocated for mixed use development in Replacement Local Plan (site M1 in schedule to Policy E/3).

Surrounding uses: Residential and commercial

Available: Yes

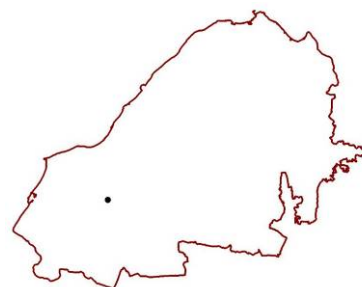
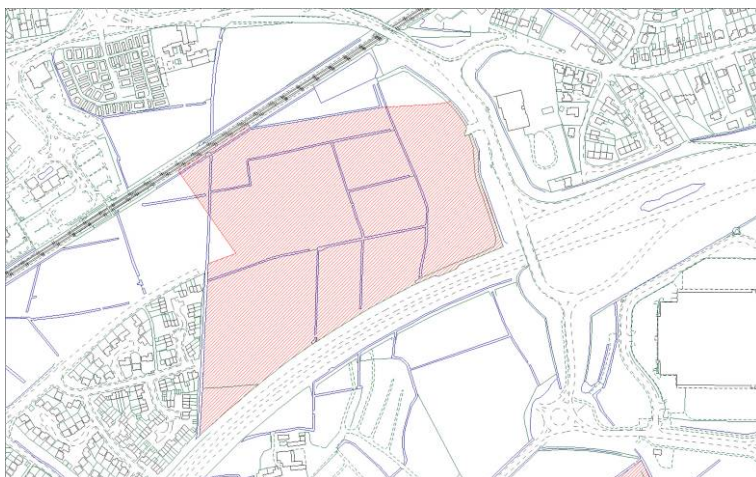
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Site located within flood zone 3.

Action: Agree appropriate phasing strategy through Section 106 negotiations.
Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 81
Source reference: Existing housing allocations
Site location: Summer Lane, Weston-super-Mare

Site size:	Density	Dwellings
9.4 hectares	50	100

Brief description: Site allocated for housing development in Replacement Local Plan (site M2 in schedule to Policy E/3).

Surrounding uses: Residential, and retail to the North of the site.

Available: Part of site.

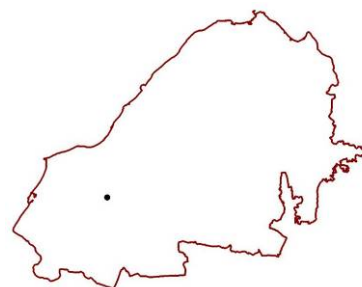
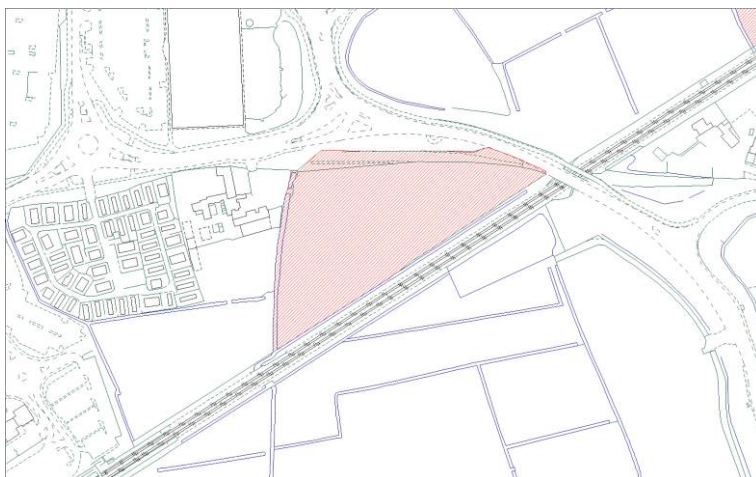
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
 2013-2018
 2018-2026

Constraints: Access issues onto site. Multiple ownerships. Site located within flood zone 3.

Action: Agree appropriate phasing strategy through Section 106 negotiations. Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 82

Source reference: Existing housing allocations

Site location: Bridge Farm, Bristol Road, Weston-super-Mare

Site size:	Density	Dwellings
1.58 hectares	50	50

Brief description: Site allocated for mixed use development in Replacement Local Plan (site M/4 in schedule to Policy E/3).

Surrounding uses:

Available: Yes

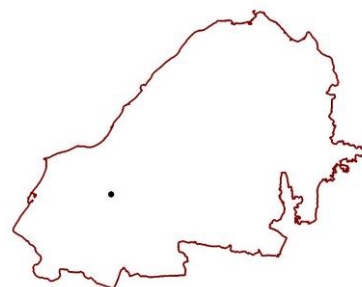
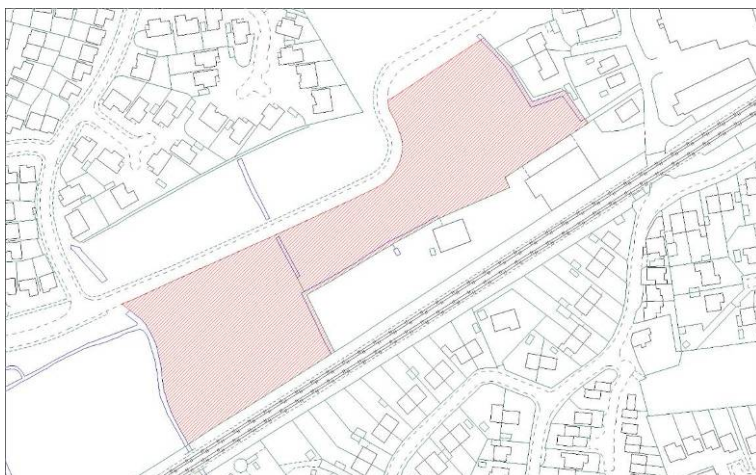
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Employment premises to be built ahead of residential element on site. Possible reduction in house building due to wider economic downturn. Site located within flood zone 3.

Action: Agree appropriate phasing strategy through Section 106 negotiations. Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 83
Source reference: Existing housing allocations
Site location: The Ridings, Weston-super-Mare

Site size:	Density	Dwellings
1.61 hectares	50	45

Brief description: Allocated mixed use site to include residential, in Replacement Local Plan. (site M/3 in schedule to Policy E/3).

Surrounding uses: Residential, office and commercial all in close proximity.

Available: Yes

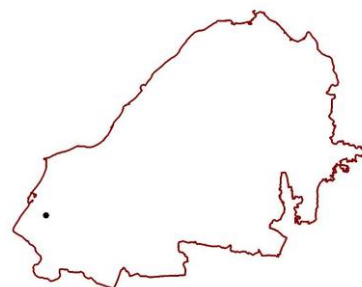
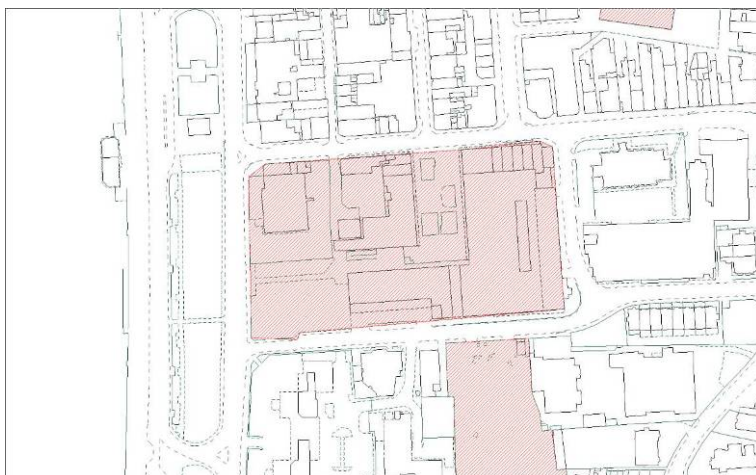
Suitable: Yes

Achievable: Yes

Likely timeframe: **2008-2013**
2013-2018
2018-2026

Constraints: Employment premises to be built ahead of residential element on site. Site located within flood zone 3.

Action: Agree appropriate phasing strategy through Section 106 negotiations. Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Site reference: 84

Source reference: Large scale redevelopment and redesign of existing residential areas

Site location: Dolphin Square, Carlton Street, Weston-super-Mare

Site size:	Density	Dwellings
1.62 hectares	100	162

Brief description: Large site in town centre. See Dolphin Square Supplementary Planning Document for further details.

Available: Yes

Suitable: Yes already residential on site.

Achievable: Yes

Likely timeframe: *2008-2013*
2013-2018
2018-2026

Constraints: Refer to Dolphin Square SPD. Part of site located within flood zone 3.

Action: Refer to Planning Policy Statement 25: Flood risk and the associated Practice Guidance.



Appendix 2

'Call for sites' and questionnaire

A call for sites took place early in the SHLAA preparation. These along with other specific sites have been subject to an initial assessment as part of the SHLAA process. As part of the 6 week consultation a questionnaire was issued along with the consultation documents including questions on the methods used, assumptions, and findings.

Local Development Framework Strategic Housing Land Availability Assessment



Site template

North Somerset Council is preparing a Strategic Housing Land Availability Assessment (SHLAA). This assessment identifies potential housing supply up to 2026.

As part of the consultation phase running from 14 December to the 31 January, use this form to put forward any sites that you think should be considered for inclusion within the assessment. **Only include sites with a potential of 6 or more dwellings.** Use one form for each site and attach a map clearly indicating the boundary to the site.

Please return this form to Planning Policy Team, North Somerset Council, Somerset House, Oxford Street, Weston-super-Mare, BS23 1TG, or E-mail to planning.policy@n-somerset.gov.uk

Your details:

Name and/or Company:

Address:

Postcode:

Telephone:

E-mail:

Interest in land:
Landowner Land agent Developer RSL

Other, please specify:

Site details:

Site address:

Site area:

Current use:

Potential number of dwellings (optional):

Map attached: Yes No

Additional information:

Are there any issues relating to the site that would contribute to it being unsuitable for housing development? If yes could these be overcome with measures on site? (these may include physical constraints, potential impacts, or environmental conditions)

Is the site currently available for development?

At what point in time would the site be achievable (2007-2011, 2011-2016, 2016-2021, 2021-2026)?

Please use this section to provide any further information as necessary.

All information submitted may as part of the assessment process become available within the public domain.

Sites template issued for 'call for sites' during consultation.

Please use in conjunction with Strategic Housing Land Availability Assessment draft report

Local Development Framework Strategic Housing Land Availability Assessment



Questionnaire

North Somerset Council is preparing a Strategic Housing Land Availability Assessment (SHLAA). This assessment identifies potential housing supply up to 2026.

As part of the consultation phase running from 14 December to the 31 January, please complete this questionnaire in response to the draft Strategic Housing Land Availability Assessment. **Either post back to the planning policy team or e-mail using the details below. Please attach any additional sheets with further comments.**

Please return to: Planning Policy Team, North Somerset Council, Somerset House, Oxford Street, Weston-super-Mare, BS23 1TG, or E-mail to planning.policy@n-somerset.gov.uk

Your details:

Name and/or Company:

Address:

Postcode:

Telephone:

E-mail:

Question 1: Do you have any specific comments/ observations regarding the methodology chosen for the Strategic Housing Land Availability Assessment, and if so, suggestions for improvement?

Question 2: Do you have any comments/ observations on the assumptions used throughout the assessment, and if so, how could these be improved or changed for the better?

Please use in conjunction with Strategic Housing Land Availability Assessment draft report

Question 3a: Is the assessment clear and does it provide a suitable level of detail?

Question 3b: Do you agree with the findings of the draft assessment?

Question 3c: Do you consider the sources of housing supply have been covered appropriately?

Question 3d: Do you agree with the list of towns and villages assessed?

Question 4: Do you have any specific comments/ observations regarding the sites set out in appendix 1 (please refer to site reference)?

Questionnaire issued as part of consultation process.



Appendix 3

Distribution of sites

	<i>Large site with PP</i>	<i>Small site with PP</i>	<i>Identified sites</i>	<i>Broad Locations</i>	<i>Windfall*</i>	<i>Percentage Distribution</i>
<i>Weston super Mare</i>	820	373	828	10,619	0	49.7
<i>Portishead</i>	1,534	66	180	481	0	9
<i>Clevedon</i>	150	65	40	247	0	2
<i>Nailsea</i>	66	24	14	219	0	1.3
<i>Other</i>	233	180	58	9,000	258	38
<i>Total Identified Dwellings</i>	2,803	708	1,120	20,566	258	100

(Photograph inset: Knightstone Island under construction)

The table above shows the distribution of potential housing development as indicated within the Assessment. It can be seen that the majority of development potential is at Weston-super-Mare in conformity with the RSS.

The reduced housing potential at the other three towns is indicative of the fewer opportunities for additional development but takes into account a continued development of housing primarily from within the existing housing stock.

*Windfall allowance only included for final ten years of plan period.