

Links to strategic housing land availability assessments

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Chapter 24. Links to strategic housing land availability assessments

24.1 Introduction

The CLG issued guidance on Strategic Housing Land Availability Assessments (SHLAAs) in July 2007. They are seen as a key component of the evidence base to support the delivery of sufficient land for housing to meet the community's need for more homes and are required by Planning Policy Statement 3: *Housing* (PPS3) and go hand-in-hand with SHMAs.

CLG guidance gives practical suggestions on how to carry out an assessment to identify land for housing and assess the deliverability and develop-ability of sites. This chapter outlines the guidance, provides links to each district's individual assessments and a summary of each SHLAA as at August 2009. These will be reviewed and updated in future as they develop further.

24.2 National planning policy context

A top priority for Government is to ensure that land availability is not a constraint on the delivery of more homes. Planning Policy Statement 3: *Housing* (PPS3), underpins the Government's response to the *Barker Review of Housing Supply* and the necessary step-change in housing delivery, through a new, more responsive approach to land supply at the local level. It requires local planning authorities to:

- Identify specific, deliverable sites for the first five years of a plan that are ready for development¹, and to keep this topped up over-time in response to market information.
- 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.
- 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.

In July 2007 further guidance was released by CLG.

24.3 What is a Strategic Housing Land Availability Assessment? (SHLAA)

The SHLAA is a key component of the evidence base for a Council's Local Development Framework (LDF). It is required by PPS3¹ and provides information on the opportunities that exist to meet housing targets and the choices available for delivering housing in sustainable locations.

PPS3 requires Local Authorities to identify specific deliverable sites to deliver housing in the first five years from the adoption of the Core Strategy. In addition, Local Authorities are

¹ Paragraph 7, PPS3 and Advice produced by Communities and Local Government – Demonstrating a five year supply of deliverable sites (2007). This note sets out advice to Government Offices and the Planning Inspectorate on considering whether local planning authorities are able to demonstrate a five year supply of specific, deliverable sites. It is only available on PINS website, see: www.planning-inspectorate.gov.uk/pins/advice_for_insp/advice_produced_by_dclg.htm

required to identify a further supply of specific, developable sites for years 6-10; and, where possible, years 11-15. This should draw on information from the SHLAA. The SHLAA seeks to demonstrate that there is enough land that could be delivered when required.

The fundamental purpose of the SHLAA is to understand the level of housing opportunities within each individual District. This is achieved by:

- Identifying sites with potential for housing
- Assessing their potential suitability for housing
- Identifying any constraints to development
- Indicating whether suitable sites are deliverable and developable and available for allocation if needed

24.4 Development of a SHLAA

Draft guidance²³ on Housing Land Availability Assessments was published in December 2005 and was subsequently updated in July 2007 to Strategic Housing Land Availability Assessments Practice Guidance. When PPS3 was published in November 2006, this referred to the need for local planning authorities to produce Strategic Housing Land Availability Assessments which placed an emphasis on deliverability of new potential sites and those already in the planning system.

It is important to stress that SHLAAs are rolling documents which need to be regularly updated. Figure 1 below sets out the eight-stage process that has guided the SHLAA 2009 revision and is derived from Government Practice Guidance³. Each stage and the various processes carried out as part of that stage is set out in detail in the following sections.

24.5 The importance of a partnership approach

This guidance advocates that regional planning bodies and local planning authorities work together, and with key stakeholders, to undertake assessments to ensure a joined-up and robust approach. Assessments should preferably be carried out at the sub-regional level, for separate housing market areas, by housing market partnerships (where established). Housing market partnerships should include key stakeholders such as house builders, social landlords, local property agents, local communities and other agencies, such as English Partnerships where they have a recognised interest in an area.

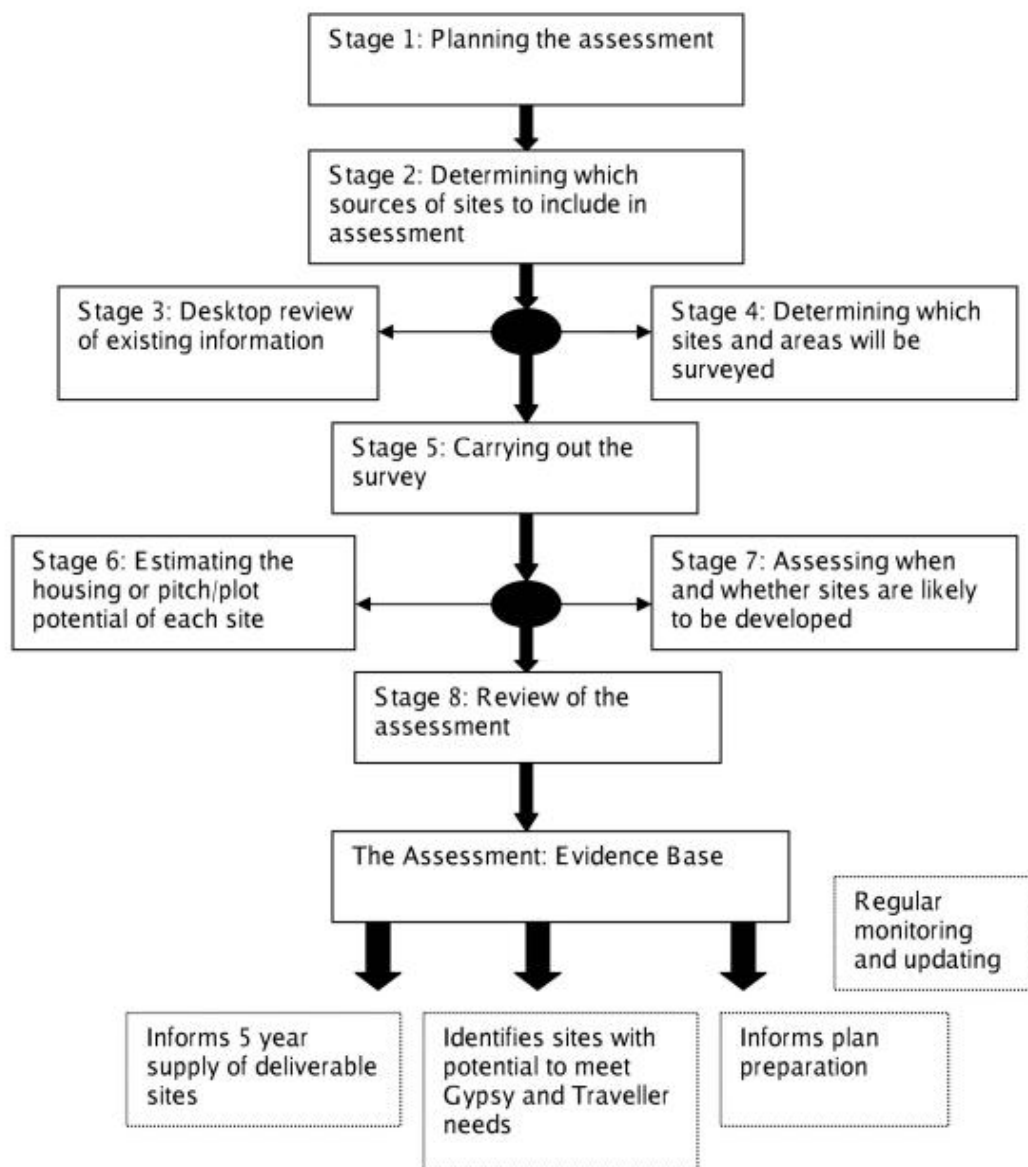
Key stakeholders should be involved at the outset of the Assessment, so that they can help shape the approach to be taken. In particular, house builders and local property agents should provide expertise and knowledge to help the partnership to take a view on the deliverability and developability of sites, and how market conditions may affect economic viability. Key stakeholders should also be involved in updating the Assessment from time to time.

There may be particular reasons why an assessment cannot be prepared for the whole housing market area, for example, where a local planning authority needs to urgently update its five year supply of specific deliverable sites. Where this is the case the Assessment should be capable of aggregation at a housing market area level at a later date.

² Housing Land Availability Assessments: Identifying appropriate land for housing development - draft practice guidance (Dec 2005) ODPM

³ Strategic Housing Land Availability Assessments Practice Guidance July 2007 CLG

Fig 1: Flow Chart Methodology



24.6 Core requirements of the Assessment

An assessment should, as a minimum, provide the core outputs and follow the process requirements set out below.

SHLAA core outputs

- A list of sites, cross-referenced to maps showing locations and boundaries of specific sites (and showing broad locations, where necessary).
- Assessment of the deliverability/developability of each identified site (i.e. in terms of its suitability, availability and achievability) to determine when an identified site is realistically expected to be developed.
- 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).

- Constraints on the delivery of identified sites.
- Recommendations on how these constraints could be overcome and when.

SHLAA process checklist

- The survey and Assessment should involve key stakeholders including house builders, social landlords, local property agents and local communities. Other relevant agencies may include the Housing Corporation and English Partnerships (a requirement in areas where they are particularly active).
- The methods, assumptions, judgements and findings should be discussed and agreed upon throughout the process in an open and transparent way, and explained in the Assessment report. The report should include an explanation as to why particular sites or areas have been excluded from the Assessment.

The methodology set out in Section Two of this guidance has been designed to meet these requirements. The use of this standard methodology is strongly recommended because it will ensure that the Assessment findings are robust and transparently prepared. When followed, a local planning authority should not need to justify the methodology used in preparing its assessment, including at independent examination. However, where a different methodology is used, the Assessment report will need to explain the approach chosen and the reasons for doing so, and the approach may need to be justified at independent examination.

24.7 Keeping the assessment up-to-date

The Assessment, once completed, should be regularly kept up-to-date (at least annually) as part of the Annual Monitoring Report exercise, to support the updating of the housing trajectory and the five-year supply of specific deliverable sites. The main information to record is whether:

- Sites under construction have now been developed, or individual stages have been developed.
- Sites with planning permission are now under-construction and what progress has been made.
- Planning applications have been submitted or approved on sites and broad locations identified by the Assessment.
- Progress has been made in removing constraints on development and whether a site is now considered to be deliverable or developable.
- Unforeseen constraints have emerged which now mean a site is no longer deliverable or developable, and how these could be addressed.
- The windfall allowance (where justified) is coming forward as expected, or may need to be adjusted.

The July 2007 guidance goes into much more detail about methodology, to see the full guidance go to:

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/399267.pdf>

24.8 The situation in the Cambridge housing sub-region

All of the Strategic Housing Land Availability Assessments carried out so far within the Cambridge sub region have been district based, though St Edmundsbury and Forest Heath worked together when commissioning their assessments.

Table 1 sets out the overall position, however the evidence base is being continually updated so it is wise to check with the Local Planning Authority concerned to find out the latest position. Summaries of the available studies are included in sections 24.9 to 24.15, as at August 2009.

Table 1: Progress on SHLAAs across the sub-region at August 2009

Local Planning Authority	Housing Land Availability Assessment Published?	Other evidence
Cambridge City Council	The City Council has recently revised the assessment methodology and criteria. This process has included relevant consultation on the criteria prior to the site assessment process. Target date to complete the SHLAA is now March 2010.	The Cambridge Urban Capacity Study 2002 was completed as part of the evidence base for the 2006 Cambridge Local Plan. This document can be viewed at: http://www.cambridge.gov.uk/ccm/content/policy-and-projects/future-housing-capacity.en
East Cambridgeshire District Council	Yes. The emerging East Cambridgeshire LDF draws on the evidence provided by the East Cambridgeshire Housing Land Availability Assessment April 2007. The East Cambridgeshire HLAA can be viewed at: http://www.eastcambs.gov.uk/docs/publications/devservices/ldfhlaa.pdf A Supplement to the HLAA was produced in July 2007, which sets out details of a new site which has been identified as having potential for windfall development for housing since the 2007 Assessment was written – plus 2 site assessments and maps which were omitted in error from the 2007 HLAA. This is available at http://www.eastcambs.gov.uk/docs/publications/devservices/ldfshousla.pdf	Not relevant.
Fenland District Council	Yes, Fenland published a new SHLAA in March 2008, which can be accessed from the linked page below: http://www.fenland.gov.uk/ccm/content/development-policy/ldf/consultation/housing-land-availability-assessment.en	Fenland District Council is currently updating the March 2008 SHLAA, rolling forward the base information to 1st April 2009 and taking into account the County Council's latest monitoring information, which should be completed around October 2009. The latest SHLAA will inform our LDF Core Strategy Submission Document
Huntingdonshire District Council	Yes. Huntingdonshire's LDF draws on the evidence provided by the Huntingdonshire Land Availability Study, of June 2008, which can be viewed at: http://www.huntsdc.gov.uk/Environment+and+Planning/Planning/Planning+Policy/Strategic+Housing+Land+Availability+Assessment.htm	Huntingdonshire is undertaking further refinement and consultation on its SHLAA in 2009 and aims to publish the results once available.

Local Planning Authority	Housing Land Availability Assessment Published?	Other evidence
South Cambridgeshire District Council	A new assessment of Land Supply Sites has been incorporated into Appendix 2 of SCDC's annual monitoring report for 2007/8, available from http://www.scambs.gov.uk/documents/retrieve.htm?pk_document=907670	A Statement of Housing Land Supply was also published in September 2007 and can be found at http://www.scambs.gov.uk/documents/retrieve.htm?pk_document=905933
Forest Heath District Council	Yes. FHDC published its SHLAA in March 2009, and is available from http://www.forest-heath.gov.uk/NR/rdoonlyres/6D3A9C09-035D-487D-8B3F-0E73D0025BDB/0/SHLAAReportwebsiteversion.pdf	
St. Edmundsbury Borough Council	Yes. St Edmundsbury published its SHLAA in July 2009, and is available from http://www.stedmundsbury.gov.uk/sebc/leave/PDF/Planning/Helpdesk/SHLAA/SHLAA_FINAL_and_appendix_9.pdf	

Source: District websites

This table shows the significant progress has been made to bring forward district based housing land availability assessments across the sub region. CLG guidance published in July 2007 indicates that SHLAAs should preferably be carried out at a sub regional level. This has not happened to date but there may be scope for a more strategic approach to be adopted in respect of planned SHLAAs in future. Section 24.9 onwards provides a brief summary of each assessment to date.

24.9 Cambridge City

From 2008 annual monitoring report, 19/8/09:

An initial report was taken to Committee on 8 July 2008, this identified capacity for 17,148 dwellings to be built up to 2021. This is reliant on the planned delivery of the urban fringe sites around Cambridge, including Cambridge East. However, this figure will be subject to variation as sites have not yet been assessed on how achievable they are, this will involve consultation with developers and landowners and it does not take into account sites not yet in the planning system.

From draft Environment Scrutiny Committee 6/10/2009:

The City Council is in the process of producing a Strategic Housing Land Availability Assessment to identify further potential sites for development. The proposed (revised) methodology and criteria were considered by the Development Plan Steering Group in July 2009. Public consultation on the SHLAA is due to take place between November 2009 and January 2010, with a report back to Members in early 2010 and a target date to complete the SHLAA in March 2010.

Any potential sites will then need to be allocated through the Local Development Framework process and would need to go through the normal planning application process before they could be developed.

Previous relevant work:

Urban Capacity Study 2002

The Cambridge Urban Capacity Study 2002 identifies potential capacity for residential development within the existing urban area of Cambridge. The results of the Cambridge Urban Capacity Study demonstrate that there is sufficient capacity to meet the requirements of the Structure Plan for housing within the urban area of Cambridge. The study identifies individual sites where there may be potential for residential, development on all or part of the site. It does not indicate that planning permission for residential development on a particular site would necessarily be granted. By its very nature, this study has to look in general terms at the potential of sites for residential development.

It is also important to note that the total discounted potential does not assume that all of the sites that have been identified will be ultimately be developed. An allowance has been made in the Study to take account of the fact that not all of the sites identified will come forward for development. Table 2 provides a summary of the main findings of the Urban Capacity Study. It identifies the overall Capacity from 1st July 1999 taking into account completions as well as implemented and unimplemented planning permissions and identified discounted potential capacity.

Table 2: Summary of findings of Cambridge’s Urban Capacity Study 2002

Completions 1st July 1999 – 31st March 2002	451
Planning permissions that have been implemented but not completed as at 31st March 2002	832
Extant unimplemented planning permissions as at 31st March 2002 discounted by 10% (1380-138 =1242)	1,242
Sites with resolutions to grant planning permission subject to S106 agreement/not included in monitoring of planning permissions discounted by 10% (372-37=335)	335
Identified discounted potential capacity – sites without planning permission that may have potential for residential development, taking into account the overall likelihood of development taking place on different types of sites in the years to 2016	3,671
Total	6,531

Source: Cambridge Urban Capacity Study 2002

24.10 East Cambridgeshire

East Cambridgeshire’s Housing Land Availability Assessment (HLAA) of April 2007 is an assessment of land likely to be available for housing development in the district up to 2024. It identifies larger sites within the built-up framework of main settlements which have potential to accommodate further housing, and estimates the likely future yields from smaller and larger sites across the district. The purpose of the HLAA is to inform the process of planning for housing growth in the district, and inform preparation of the new Local Development Framework.

The Council published the first study of this type in 2002 as the ‘East Cambridgeshire Urban Capacity Study’ and updated the study in each subsequent year. However, Urban Capacity Studies are now replaced with SHLAAs, following new Government guidance and policy. This HLAA has been informed by the Government’s draft practice guidance paper on HLAAs

(2005), and builds on techniques in the Government document ‘Tapping the Potential’ (2000). The key change is that the HLAA looks at potential capacity across the district, while Urban Capacity Studies only looked at potential within Ely, Soham, Littleport and Burwell. The HLAA results indicate there is potential capacity for an estimated 6,287 dwellings between 2006 and 2024. Taking account of housing completions between 2001 and 2006, it is estimated that a total of 9,538 dwellings could be delivered over the LDF period 2001 to 2024. A summary of estimated supply is shown in the table below. This compares to a district housing target of 9,890 – as set out in the draft Regional Spatial Strategy (2006).

Table 3: Summary of estimated capacity/supply 2001-2024 in East Cambridgeshire

Location	Estimated capacity / supply 2006-24						Est. supply outside settlements 2006-24	Historical completions 2001-06	Est. capacity / supply 2001-24
	A Housing allocation	B Other large comm. sites	C1 Large specific windfall sites	C2 Large non-site specific source	D Small windfall sites	Total			
Ely	646	69	178	74 (23%)	346	1313	N/A	1,530	N/A
Soham	277	129	306	67 (21%)	324	1103	N/A	289	N/A
Littleport	683	207	183	48 (15%)	249	1370	N/A	300	N/A
Bottisham	42	-	118	22 (7%)	72	254	N/A	53	N/A
Burwell	-	36	28	23	158	245	N/A	210	N/A
Haddenham	-	-	20	22	86	128	N/A	70	N/A
Newmarket fringe	59	-	25	22	35	141	N/A	8	N/A
Sutton	98	14	34	22	177	345	N/A	182	N/A
Fordham	-	-	0	19	50	69	N/A	49	N/A
Isleham	-	-	0	0	50	50	N/A	47	N/A
Little Downham	-	20	22	0	75	117	N/A	62	N/A
Stretham	-	-	0	0	47	47	N/A	62	N/A
Wilburton	-	-	0	0	68	68	N/A	44	N/A
Witchford	-	-	15	0	72	87	N/A	68	N/A
Other villages	-	20	-	-	283	303	N/A	277	N/A
Total	1805	495	929	319	2092	5640	647	3251	9538

Source: East Cambridgeshire’s Housing Land Availability Assessment (April 2007)

24.11 Fenland

Fenland District Council’s SHLAA, published March 2008, summarises:

The amount of new land required in the Core Strategy increases significantly. This is because unidentified windfall has been replaced with identified deliverable and developable sites. The extra requirement has been taken into account in the identification of broad locations for development to accommodate at least enough development to 2024. The preferred broad locations are set out in detail on page 16 of the Preferred Options Broad locations document.

Conclusions for the LDF

- PPS3 requires that more housing land be identified and brought forward.

- New dwellings required potentially on greenfield increases from 4,120 to over 5,200.
- The plan period for housing has been extended from 2021 to 2024 to allow more land to be brought forward and give security over long term land supply.
- Housing requirement increases from 11,000 to 12,530 dwellings.
- Windfall assumption removed for first 10 years in line with PPS3.
- Windfall decreases from 2,000 dwellings to just 590 resulting in more allocations.
- Windfall assumption has no greenfield element being only brownfield land.
- Brownfield contribution to RSS target now included - 37% of total.
- Small commitments less than 10 dwellings now identified (715 units).
- Sites identified in villages for brownfield or affordable housing.
- The amount of deliverable and developable land is shown in the trajectory. All the land shown in the trajectory period to 2012 is considered to be deliverable.

24.12 Huntingdonshire

In 2008 Huntingdonshire District Council undertook a Strategic Housing Land Availability Assessment which identifies and assesses potential housing sites within or adjacent to the Market Towns and Key Service Centres identified in the emerging Core Strategy. It also includes a section on rural exception sites within some smaller settlements. The SHLAA also looks at the status of sites already allocated for housing in the existing Local Plan, as well as sites which have outstanding planning permission for housing.

The SHLAA builds upon and supersedes the Housing Land Availability Assessment (HLAA) of January 2007, and the Housing Land Availability Study (HLAS) of October 2007. The SHLAA takes the form of several documents, and is available from <http://www.huntsdc.gov.uk/Environment+and+Planning/Planning/Planning+Policy/Strategic+Housing+Land+Availability+Assessment.htm>

- Part 1 - gives details of the background to the study, methodology, details of sites studied , and draws together housing land supply data
- Part 2 - is made up of individual chapters for each settlement studied when looking for potential sites
- Part 3 - covers rural exceptions sites

Latest News June 2009

Huntingdonshire District Council is carrying out a review of its SHLAA, in accordance with Government guidance which stresses that it should be regularly updated. As part of the review, Gypsy and Traveller Sites will be included within the SHLAA and a review of Rural Exception sites will also be carried out.

Market Housing

We would like to know about any potential new sites which do not already feature in the SHLAA document. Potential new sites for market housing should meet the following criteria:

- minimum site threshold of 0.20ha (or 10 or more dwellings)
- located within or adjacent to Market Towns or Key Service Centres only

Gypsy and Traveller Sites

In line with wider Government guidance, the Council intend to include Gypsy and Traveller sites within the revised SHLAA. Proposed Gypsy and Traveller sites should meet the following criteria:

- located within areas of search of 2000m around Market Towns, Key Service Centres and Smaller Settlements with a primary school
- no minimum site threshold

Rural Exception Sites

A review of Rural Exception Sites will also be carried out and sites should meet the following criteria:

- located within or adjacent to Key Service Centres and Smaller Settlements with basic services such as a food shop or primary school
- no minimum site threshold

In addition to asking for potential new sites, the Council is also keen to ensure that information on sites already contained in the SHLAA is as up-to-date as possible. We would therefore like to receive any relevant amendments relating to existing sites, both "potential" sites and those with planning permission, such as availability and proposed timetable for delivery. Please use the form provided.

It is important to stress that whilst the SHLAA identifies and assesses potentially suitable housing sites, the decision regarding which sites will be allocated will be made in the Planning Proposals Development Plan Document (DPD) and Gypsy and Traveller Sites DPD. These DPDs will undergo full public engagement in accordance with national legislation before any decisions are made.

24.13 South Cambridgeshire

A new Assessment of Land Supply Sites was incorporated into Appendix 2 of SCDC's annual monitoring report for 2007/8, which is available at http://www.scams.gov.uk/documents/retrieve.htm?pk_document=907670

This provides detail of sites across the district, and is further updated by Annex D of the Report of the examination into the South Cambridgeshire site specific policies development plan document, published 28 September 2009. Annex D sets out the following table:

Table 4: Housing Trajectory for South Cambridgeshire, Allocations 2009-2016

Site name / address	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	Total up to 2016
Cambridge Northern Fringe West (Orchard Park, SP/1) – original outline consent	57	72	150	82	0	0	0	361
Cambridge Northern Fringe West (Orchard Park, SP/1) – Additional Parcels	0	0	72	48	0	0	100	220

Site name / address	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	Total up to 2016
North West Cambridge – Huntingdon Road to Histon Road (SP/1a)	0	0	0	0	0	270	360	630
Cambourne (Increased Density)	0	50	250	420	230	0	0	950
North of Impington Lane, Impington (SP/6)	0	0	0	0	0	0	0	0
Powell's Garage, Great Shelford (SP/6a)	0	18	0	0	0	0	0	18
Bayer CropScience (SP/7)	0	50	100	100	100	30	0	380
Fulbourn & Ida Darwin Hospitals (SP/7a)	0	51	51	41	41	16	15	215
Papworth Everard West Central (SP/8 – site 2)	0	30	30	27	0	0	0	87
Total	57	271	653	718	371	316	475	2,861

Source: Annex D, Report of the examination into the South Cambridgeshire site specific policies development plan document, 28 September 2009

Note: This trajectory is based on the housing trajectory included in the 2007-2008 Annual Monitoring Report, published in December 2008, except where the figures were revised during the examination of the DPD in "Responding to a Housing Shortfall: the Council's Preferred Sites".

The full examination report can be found at:

http://www.scambs.gov.uk/documents/retrieve.htm?pk_document=908279

24.14 Forest Heath

The East of England Plan puts forward a target for Forest Heath District of 6,400 homes between 2001 and 2021 (expressed as Planning Area Proposed Dwellings (net)).

Forest Heath's 2009 SHLAA summarises:

Many of the sites included in the SHLAA have previously been identified through Urban Capacity Studies or Local Plan allocations. These known sites were supplemented through a call for sites in October 2008, inviting landowners, agents and developers to submit sites for potential development. Only sites over 0.2 ha were considered. Sites smaller than this were not considered appropriate for the purposes of this study but may still come forward as windfall sites.

There was some duplication of sites as the same areas of land have in some cases been promoted by different developers/landowners/agents. Any areas of duplication were removed as the process of site sieving was undertaken.

As a starting point, all of the identified sites were mapped and site visits were undertaken to record detailed site information. All of the site information was entered into a site database which will be updated regularly as information becomes available, to ensure that the SHLAA provides an up to date record of housing land supply as recommended in SHLAA practice guidance.

A total of 195 sites were initially identified in the Forest Heath area, covering approximately 1,279 hectares of land. If a crude indicative density figure is used at 30 dwellings per hectare, these sites could potentially deliver 38,362 dwellings.

As previously mentioned, all of the sites identified were brought forward for discussion at the stakeholder meeting on 10th December 2008. Comments received from the stakeholders were used to assist officers in the site sieving process.

24.15 St Edmundsbury

The East of England Plan puts forward a target for St Edmundsbury Borough of 10,000 homes between 2001 and 2021 (expressed as Planning Area Proposed Dwellings (net)). In order to monitor how the delivery of the RSS is being met in relation to St Edmundsbury a simple calculation has been undertaken as follows;

RSS and St Edmundsbury Housing Requirements

▪ East of England Plan housing requirement	10,000
▪ Minus housing completions to date (up to April 2008)	3,036
▪ Residual total	6,964
▪ Divided by remaining years of Dev Plan (13)	536 dwgs p.a.

The table below provides an update on housing requirements compared with the RSS requirements. It removes an allowance for rural windfall housing, in accordance with PPS3, but includes the housing allocated on the strategic site at north-west Haverhill in the Replacement Local Plan.

St Edmundsbury Borough Housing Requirements

(a) Commitments at 1/4/08 (planning permissions)

▪ Bury St Edmunds	672
▪ Haverhill	373
▪ Rural Areas	317
▪ Borough Total	1,362

(b) Remaining allocated sites in the Replacement St Edmundsbury Local Plan 2016

▪ Bury St Edmunds	441
▪ Haverhill	928
▪ Rural Allocations	275
▪ Borough Total	1,644

(c) Other development potential

▪ Unidentified Urban Capacity sites	629
▪ Strategic Local Plan sites	350
▪ Less 5% deduction for non implementation of permissions	-68
▪ Borough Total	911

Total (a) + (b) + (c) = 3917

Based on the East of England Plan requirement of 500 dwellings per annum, this figure would provide for 7.8 years of housing land. However, if the residual requirement for the remainder of the regional plan period is taken into account, having regard to the amount of housing already completed, the figure would provide 7.3 years supply of housing.

24.16 Future plans

® Cambridgeshire County Council and the district councils within the Cambridge Sub Region need to consider what technical studies and assessments are now required as part of the forthcoming review of the Regional Spatial Strategy, including the possibility of a sub regional strategic housing land availability assessment.

® A practical issue that needs to be resolved in preparing a sub-regional SHLAA is the precise area that it should relate to. The boundaries of the Cambridge Sub Region are currently different for housing and planning purposes. The housing sub region covers the administrative areas of all seven district councils while the planning sub region includes Cambridge City and South Cambridgeshire district, plus parts of the administrative areas of the other five district councils as well as parts of Essex (Saffron Walden in Uttlesford District) and Hertfordshire (Royston in North Hertfordshire).

Annex 1

Summary of “Great expectations: Management of land supply for delivery of affordable housing”

In June 2009, the Chartered Institute of Housing published this report on management of land supply. A brief summary is included in this chapter to highlight some of the key findings and provide a link to the full report:

Great expectations will be useful to everyone involved in the complex process of securing land for affordable housing. It critically examines recent practice and considers the lessons for more effective management of land supply. It considers the effects of land supply management practices in the public and private sectors; and identifies ways that key actors have attempted to increase the amount of land available for new affordable housing, and therefore to increase the number of affordable homes being delivered. It also highlights examples of effective practice and makes recommendations for practice as well as policy and guidance. It makes suggestions for land management for affordable housing development in the economic downturn; and it draws out lessons from problems experienced in a strong market which can be used to inform preparation for market recovery.

Management of land supply for delivery of affordable housing is the activities and approaches used to get to a point where development of new affordable housing can start on site. For private developers and housing associations, land supply management predominantly involves working through site purchase and planning processes. For landowners it involves making decisions around use of a land portfolio and working through the sale process. And for local authorities it involves making and enforcing strategic decisions about how land can or must be used in an area.

A great deal of attention has been given to the relationship between land supply and delivery of new homes, with Barker, Callcutt and others arguing that allocation of more land for housing is the key to increasing supply of new homes. Management of land supply is certainly at the heart of the effective delivery of affordable housing.

Getting to the stage where there is a site with planning permission, with any section 106 (s106) agreement finalised, with the development partners in place, with the type of housing agreed, with any public subsidy arranged and the infrastructure lined up is a very intricate process. It involves difficult negotiations and the commitment of a range of individuals and organisations, and of the political process.

This report critically examines recent practice and considers the lessons for more effective management of land supply. It considers the effects of land supply management practices in the public and private sectors, and identifies ways that key actors have attempted to increase the amount of land available for new affordable housing, and therefore to increase the number of affordable homes being delivered. It also highlights examples of effective practice and makes recommendations for practice as well as policy or guidance.

The research for this report was carried out when the land market was different to the one now prevailing but the report has been adapted to match current and future policy and practice challenges. Consequently, it makes some suggestions for land management behaviour for affordable housing development in the economic downturn; and it draws out lessons from problems experienced in a strong market which can be used to inform preparation for market recovery.

The report is designed to be of use to all those involved in the complex process of securing land for affordable housing. In particular, it aims to help different actors in the process to understand each others' behaviours and motivations; to support improvements in land supply management; and to provide an additional insight for planners involved in policy making and land allocation and appraisal for affordable housing.

It highlights several key ways in which land can be managed so that more and better quality affordable housing is delivered. These activities may not result in more land for housing overall, but should lead to more land for affordable housing. Approaches to land management that may help include:

- use of skill and expertise in valuation, financial assessment and risk appraisal, sourced within or from outside the relevant organisation
- ensuring availability of both s106 and direct development opportunities for different types or preferences of developer
- use of robust economic viability assessments to inform thresholds where affordable housing must be provided alongside market housing
- use of skilled negotiators around price and planning conditions by developers and local authorities
- use of rural housing enablers
- increased and more flexible grant funding compared to 2008-9
- constructive approaches to density and grant to achieve delivery of family homes
- risk taking around the planning status of land bought by affordable housing developers
- proactive searches and interventions to identify and bring forward a range of sites suitable for development of affordable housing, based on knowledge of local partners' skills and preferences
- understanding the preferences, capacity and behaviours of different actors in the land supply process, and tailoring behaviour to take account of these traits
- off-market public land sales
- clarity and consistency over local planning policy and expectations from the outset, to reduce loss of supply due to negotiations or trading of s106 property
- development of strategic, corporate approaches to disposal of public sector land for affordable housing development, with use of models to retain a stake where appropriate
- strategic land banking to support land assembly for regeneration and affordable housing supply
- tighter s106 negotiations that focus on what type of affordable housing is needed, viable and acceptable
- control of land by affordable housing providers, or their early involvement in s106 negotiations
- development of a strategic overview of future land sources and allocation of appropriate resources to bring them forward in a way that meets local housing needs and delivery capacity
- a good evidence base to inform and defend local planning policies.

The report presents a number of other important findings which will aid understanding of, and approaches to, the way land management processes work and interact:

- Supply of land for affordable housing is not the same as supply of land for any housing, because difficulties exist around its conversion from land for any housing to land for affordable housing, and so it should be considered separately in assessments of land supply.
- Dependence on one method of land supply management to deliver affordable housing is high risk because market fluctuations can cause a hiatus in supply – a more flexible toolkit for managing land for affordable housing is needed.
- Market type (urban, rural, growth, regeneration) only impacts on land management behaviour at extremes, and in most cases the same tools and approaches are suitable for all market types.
- Organisational culture and size have more impact on land supply management than market types.
- A good awareness of local markets and economic projections is essential for all actors in the process to tailor land management policy and behaviour to best effect.
- There is insufficient understanding and practice relating to use of local authority well-being powers in disposal of public land for less than best financial value.
- Greater awareness of the Register of Surplus Public Sector Land and how to work with it are needed if public sector land is to be put to good use for affordable housing supply.
- Risk aversion is high in all aspects of land management for affordable housing supply, and risk management skills and confidence must increase if well managed and effective risk taking is to grow.
- There is an expectation of a shift to large sites to meet supply needs in future, but bringing large sites forward for affordable housing supply requires skill and strategy which must be resourced.
- Land banking is not prevalent or desired, and is mostly used within the housing development sector as a vehicle for site assembly.
- Maximising affordable housing output is not the priority of all actors who can contribute to it.
- Skills for non s106 delivery of affordable housing do exist in high value as well as lower value areas, and they should be spread as s106 opportunities reduce.
- There is not a good understanding of likely changes in land supply sources within many local authorities and developers, and this could threaten future development programmes.
- Partnerships can help to deliver some of the approaches to land supply management listed above but they do not always deliver on expectations – careful assessment and management is needed to make them work.
- Skills shortages are a particular barrier to good land supply management.
- Some areas' targets for affordable housing bear no relationship to what is needed or what it could be possible to deliver.
- There is poor understanding of the way windfalls should be treated in Strategic Housing Land Availability Assessments (SHLAAs).

- The need and desire to provide infrastructure through planning gain detracts from conversion of housing land into affordable housing land, because the overall need for infrastructure can take greater priority for s106 funding than affordable housing.

The current downturn in the housing market is having a significant effect on the way land is managed to deliver affordable housing, and it is affecting the behaviour of, and options open to, all key actors in the land management process.

Actors can adopt particular behaviours to try to maintain delivery of affordable housing through the downturn. Suggestions are made around:

- land sources
- tenure balance
- strategic assessments of land availability
- local knowledge
- approaches to planning obligations
- the role of national agencies.

The current economic situation provides an opportunity to review policy and practice to put it on a more sustainable footing for different market conditions. The report calls for the market downturn to be used to explore and promote new ideas for models to develop affordable housing which are sustainable and can help avoid counter cyclical downturns.

Link: <http://www.cih.org/policy/fpp-Great-Expects-jun09.pdf>