

# **Strategic Housing and Economic Land Availability Assessment Report**

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## **1. Introduction**

- 1.1. The National Planning Policy Framework (NPPF) requires strategic policy making authorities to prepare a Strategic Housing Land Availability Assessment (SHLAA)<sup>1</sup> to 'have a clear understanding of the land available in their area. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability'.
- 1.2. The NPPF also requires that planning policies set out a clear economic vision and strategy and to support this 'set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period'.<sup>2</sup>
- 1.3. The Rutland Strategic Housing and Economic Land Availability Assessment (SHELAA), therefore, combines these housing and employment requirements into a single assessment of the housing and employment land available in the County.

## **2. Purpose of SHELAA**

- 2.1 The SHELAA is a technical document and forms part of the evidence base that will be used to inform the preparation of the Rutland Local Plan and support the delivery of new housing and economic development by:
  - Identifying sites in Rutland with the potential for housing and employment development;
  - Providing an objective survey of those sites through an assessment of site suitability, availability and achievability in accordance with national planning guidance;
  - Considering when these sites are likely to be developed.
- 2.2 The SHELAA can also support the preparation of, and allocation of sites in, Neighbourhood Plans.
- 2.3 The SHELAA does not determine if sites should be allocated for development or whether planning permission will be granted for development. This is because not all sites considered in the assessment will be suitable for development (e.g. because of policy constraints). The process of assessment does, however, provide the starting point and base information to enable the identification of sites and locations suitable for allocation in the Local Plan.<sup>3</sup>
- 2.4 The Local Plan making process will comprise a detailed assessment of potential development sites and will be subject to Sustainability Appraisal to ensure that the social, environmental and economic effects of development are considered.

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<sup>1</sup> NPPF paragraph 67

<sup>2</sup> NPPF paragraph 81

<sup>3</sup> A separate methodology for assessing potential sites as Local Plan allocations has been prepared. For further information see <https://www.rutland.gov.uk/my-services/planning-and-building-control/planning/planning-policy/local-plan-evidence-base/development-growth-and-site-appraisals/>

### 3 Methodology

- 3.1 The national Planning Practice Guidance (PPG), which supports the policy framework of the NPPF, includes a methodology for the preparation of Housing and Economic Land Availability Assessments<sup>4</sup> outlining the inputs and processes that should be followed in preparing assessments.
- 3.2 In accordance with this guidance, Rutland County Council have prepared a SHELAA methodology. The methodology was revised and updated in December 2019 to reflect revisions to the NPPF (February 2019). The SHELAA methodology is available on the Council's website and this report should be read alongside the methodology to understand the processes carried out.

### 4 Stage 1 - Identification of Sites and Broad Locations

- 4.1 The PPG identifies a number of potential sources of land, including sites already in the planning process and those that are not. These have been used as the basis for the SHELAA and the following sources have been used to identify potential sites:
- 4.2 **Sites previously identified in the Strategic Housing Land Availability Assessment (SHLAA) and Employment Land Availability (ELA) studies**  
All sites that have been identified under the SHLAA and ELA processes previously have been rolled forward into this assessment if the sites have not progressed and been built out. A full list of all sites included in the SHELAA are identified in Appendix A.
- 4.3 **Call for Sites**  
A 'Call for Sites' was carried out between September and November 2015. This sought the suggestion of sites for inclusion in the SHELAA. A pro-forma was made available to ensure sufficient information was submitted to enable a consistent assessment of sites to be made. There have been further opportunities to submit sites during consultations as part of the Local Plan review. This included consultations on the Issues and Options (November 2015), Draft Local Plan (July 2017) and Additional Sites and Focused Changes Consultation (August 2018). A full list of all sites included in the SHELAA are identified in Appendix A.
- 4.4 **Existing housing and economic development allocations**  
A full breakdown of the sites allocated in the Core Strategy adopted in July 2011, the Site Allocations & Policies Development Plan Document adopted in October 2014 and any sites allocated in made Neighbourhood Plans are identified in Appendix B. Against each allocated housing site and safeguarded employment site is the current status of the site. Where the site has not been built out, it is rolled forward into the SHELAA and the reference it is being assessed under is identified.

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<sup>4</sup> For further information see <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment>

**4.5 Planning permissions for housing and economic development that are unimplemented or under construction**

The annual Five Year Land Supply Report contains a breakdown of all sites with planning permission for residential development which are unimplemented or under construction. This is where housing sites are monitored and the status of each site is checked through site visits by the Monitoring Officer throughout the year and an annual position is checked at the end of March. Where a site was identified through the SHELAA process but has since gained planning permission for residential development it will be monitored as a commitment through the Five Year Land Supply Monitoring Report rather than through the SHELAA. The Five Year Land Supply Report will be published annually on the website at [www.rutland.gov.uk](http://www.rutland.gov.uk).

4.6 Employment and retail sites with planning permission that have not yet been implemented are listed in Appendix C. These sites will be identified as commitments and not assessed through the SHELAA process.

**4.7 Planning applications that have been refused or withdrawn**

All planning applications for residential, employment or retail development determined during the 2018/19 monitoring period that were refused or withdrawn have been identified. These sites have been checked to see if they are already promoted through the SHELAA process and if so, are not duplicated. Checks have also been carried out as to whether a resubmitted application has since been approved. If this is the case the site will be monitored as a commitment rather than being assessed through the SHELAA process. In addition the sites have been checked to identify whether they meet the capacity threshold of 0.15 hectares for residential development and 0.25 hectares (or 500 square metres) for employment development, if they do not they are not included. A final check has been carried out to identify whether the sites are within or adjacent the built up area of Oakham, Uppingham, Stamford or a Local Service Centre, using the Planned Limits of Development identified in the Site Allocations & Policies Development Plan Document 2014 as a guide. If they do not meet this criteria they are not included.

4.8 All of the sites where a planning application for residential, employment or retail development was refused or withdrawn during the 2018/19 monitoring period are set out in Appendix D. Commentary is provided against each site as to whether they are added to the SHELAA database or not and the reasons why.

**4.9 Land in the local authority's ownership**

All land identified by Rutland County Council which has the potential for development has been submitted through the call for sites process previously and are already included in the SHELAA database.

**4.10 Surplus public sector land**

The National Register of Surplus Public Sector Land<sup>5</sup> has been checked for any sites within the administrative boundary of Rutland and none are present on the list at this point in time.

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<sup>5</sup> <https://data.gov.uk/dataset/28c593bf-85fa-4676-a47b-45189d396ed9/land-register-of-surplus-land>

**4.11 Brownfield Register**

Rutland's Brownfield Register was first published in December 2017 in line with Government requirements and is reviewed at least once a year to make sure it is maintained and up to date. There are five sites listed on the Brownfield Register at present. They are all identified (some as part of larger site areas) on the SHELAA database. A list of the sites and the corresponding SHELAA reference numbers are located in Appendix E.

**4.12 Suitability Stage 1 Site Screening Process**

All sites identified in Appendix A have been assessed against the following criteria to establish which are appropriate to carry forward to a more detailed assessment process. Where a site meets one or more of the following criteria it is screened out of the assessment process at this stage:

- The site is not located adjacent to or within the built up area of Oakham, Uppingham, Stamford or a Local Service Centre, or is not capable of delivering a new stand-alone settlement;
- The site falls below the size thresholds for the proposed use (0.15 hectares for residential development and 0.25 hectares or 500 square metres for economic development);
- The site has planning permission in place but is not implemented yet and is monitored as a commitment through the Five Year Land Supply Report;
- The site is promoted for a different use, other than residential (C3 uses), employment (B1, B2 or B8 uses) or retail (A1 uses);
- The site has been identified as no longer available for development;
- The site is wholly or predominantly within a SSSI or European Conservation Site (SPA/Ramsar) designated site;
- The site wholly or predominantly contains a Scheduled Monument;
- The site is promoted for residential use and is located wholly or mostly (more than 50%) within Flood Zone 3.

4.13 There are 89 sites of the 207 that meet one or more of the above criteria. These sites are identified in Appendix A and a site information sheet for each one including a site location plan is provided in Appendix F. An explanation as to the reason for sites being screened out at stage 1 of the process is identified on the individual site information sheets.

## 5. Stage 2 – Site/ Broad Location Assessment

5.1 Stage 2 of the SHELAA identifies the development potential of sites and also goes on to consider whether sites are suitable available and achievable.

### 5.2 Estimating development potential

The net developable area of sites and the potential capacity are identified for each site on the individual site information sheets in the relevant appendices. These calculations have been carried out in accordance with the Rutland SHELAA methodology produced in December 2019. The potential capacity of sites and the net developable area are indicative only. They should not be taken to represent the Council's position on the amount of housing development a site may accommodate. This will need to be determined through any subsequent planning application process and may be subject to change as more detailed assessment of sites is undertaken, layouts prepared and development proposals negotiated on a site by site basis.

### 5.3 Suitability - Stage 2a Site Screening Process

118 sites of the initial 207 identified at the beginning of the SHELAA progressed through to stage 2a. At this point in the process, further constraint information has been identified for each site and consultation carried out with the Highways Officer in order to screen out any sites where the vehicular access of the site is considered to be detrimental to highway safety. In addition an assessment has been carried out regarding the relationship of the site to the existing settlement to identify and screen out those sites that have a poor relationship and therefore are considered unsuitable sites for development at this time. Any sites that were considered to be detrimental to highway safety due to the access situation or had a poor relationship with the existing settlement are screened out at stage 2a of the process. 30 of the sites brought through from Stage 1 are screened out at stage 2a of the process. These sites are listed in Appendix A along with a site information sheet for each one (including the reason for being screened out) located in Appendix G. This leaves 88 sites to be assessed at stage 2b of the process.

### 5.4 Suitability – Stage 2b Site Screening Process

The 88 sites in stage 2b of the process have been assessed further on topography, national and local ecology designations, heritage, archaeology, landscape, flood risk, environmental health and contamination, access and impacts on the wider road network in line with the methodology. This assessment includes consultation with technical stakeholders on each of the sites with a RAG rating provided for each factor assessed. The individual site information sheets are located in Appendix H.

5.5 Of the 88 sites assessed at stage 2b, 24 sites were identified as being unsuitable due to physical or environmental constraints, leaving 64 sites remaining as potential sites in the SHELAA. These sites are listed in Appendix A and a site information sheet is provided for all sites assessed at stage 2b in Appendix H. In Appendix H, the first table of RAG scores relates to the very initial GIS constraint check which identified

constraints based on whether the site as plotted intersected with any polygons on the relevant constraint data GIS layers. This data is based on the Draft Technical Annex of the Sustainability Appraisal work prepared in November 2019. This information will be updated on the basis of any future updates to the Sustainability Appraisal process. The second table containing RAG scores identified for each site, follows on from the initial GIS RAG scoring and provides more value including additional commentary and is based on consultation with technical stakeholders. In some instances therefore, the RAG scoring may differ between the two tables but this is due to further consideration being given to particular constraints by technical consultees.

**5.6 Availability**

Each site was assessed on the basis of its likely availability. Information was provided by promoters of individual sites to confirm availability or any impediments such as legal or ownership issues. This was supplemented by further information where needed. This information is recorded against each of the site information sheets in Appendix H.

5.7 In general a site is considered available when, based on the information gathered, there are no issues that would prevent the site from being developed i.e. the developer is ready to develop or a landowner has agreed to sell. Unless the evidence indicates otherwise, sites that have been submitted for consideration by landowners are assumed to be 'available'.

**5.8 Achievability**

The achievability of each site has been identified based on an assessment against the Viability Update Report prepared in February 2018 in line with the methodology. Where further viability reports or information has been provided on specific sites, this has been taken into consideration in the assessment of the sites. Consideration was also given to the prospects of each site being realistically developed at a particular point in time. The achievability status is recorded against each of the sites in the site information sheets in Appendix H.

**5.9 Deliverable, developable or not deliverable**

Each site has been assessed based on the information collated as to whether the site is classified as deliverable, developable or not deliverable at this point in time. This assessment has taken place in line with the guidance in the PPG as set out in the methodology. Minor developments of less than 10 dwellings are considered deliverable, as are any sites that have gained planning permission, however there are only employment sites with planning permission recorded in this SHELAA as all residential planning permissions are monitored through the Five Year Land Supply Report which is updated annually. It is important to note that a judgement on when sites could be delivered has been made based on information provided by site promoters, guidance provided in the PPG and through planning judgment. A more detailed assessment of delivery timescales will be carried out through the site allocations assessment process. Where sites have gained planning permission in the intervening period since the last Five Year Land Supply Report, these will be updated

in forthcoming SHELAA reports. The deliverability status is recorded against each of the sites in the site information sheets in Appendix H.

#### **5.10 Windfall Assessment**

The PPG advises that an allowance for windfall sites may be justified if there is compelling evidence to show that they will provide a reliable source of supply. Any allowance should be realistic having regard to, historic windfall delivery rates and expected future trends. A windfall assessment has been completed and is reviewed annually through the Five Year Land Supply Report which is published separately to the SHELAA and can be found on the website at [www.rutland.gov.uk](http://www.rutland.gov.uk).

### **6 Outcomes of the SHELAA**

- 6.1 Of the 207 sites identified in the SHELAA, 154 were assessed for their potential for housing; 12 for employment or retail; and 33 for mixed use. 8 sites were promoted for other uses not considered through the SHELAA process.
- 6.2 89 of the 207 sites were screened out of the SHELAA assessment at stage 1 of the process. A further 30 sites were screened out of the assessment process at stage 2a leaving 88 sites to go on to the full assessment process at stage 2b.
- 6.3 During stage 2b of the process 24 of the sites were identified as unsuitable leaving 64 sites which are identified as possibly having development potential.
- 6.4 Indicative capacities have been identified for these 64 sites and they have been identified as being delivered between years 0-5, years 6 -10 or beyond the 10 year period to identify the amount of land supply within Rutland at the current time. It must be reiterated that the inclusion of sites as being suitable in the SHELAA does not mean that they will be allocated or indeed would be granted planning permission should a planning application be submitted. This calculation provides an indication as to the amount of land supply based on an initial assessment of sites in terms of suitability, availability and achievability. The 64 sites that have been identified as suitable through this initial constraint check process will go forward to be assessed in the site allocations process which will provide further more in depth assessment and conclusions on those sites appropriate for allocation.
- 6.5 Data from the annual Five Year Land Supply Report published in June 2019 has been used in table 1 below to give a full picture of the current trajectory for Rutland. Care has been taken to avoid any double counting. In particular two sites (SHELAA/UPP/08 and SHELAA/UPP/06a) that were without planning permission (but were allocated) at the time the Five Year Land Supply Report monitoring was completed were identified as contributing 50 dwellings to the five year supply. These have been deducted from the SHELAA contribution. Table 1 identifies that through the SHELAA only (excluding sites with planning permission in place), there is a supply of 56 dwellings in years 0-5, 3005 dwellings in years 6-10 and 2227 dwellings beyond 10 years. Adding this to the supply already identified through the Five Year Land Supply report which includes sites with permission in place, there is a current total supply of 6005 dwellings in Rutland.

## **Strategic Employment and Housing Land Availability Assessment Report 2019**

- 6.6 Table 2 identifies employment land supply across Rutland. Five sites are identified equating to a total of 23.89 hectares of employment land supply.
- 6.7 Table 3 drills down and provides a breakdown of Table 1 to provide the amount of dwellings in the supply by parish, with the new settlement at St Georges separated out. This table only identifies sites within the SHELAA and does not include dwellings from sites with planning permission in place which are monitored through the Five Year Land Supply Report.

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**Table 1: SHELAA Housing Land Supply Trajectory 2019/20 – Number of Dwellings**

Type of Permission or SHELAA Site	Year 1 2019/20	Year 2 2020/21	Year 3 2021/22	Year 4 2022/23	Year 5 2023/24	Total Five Year Figures	Years 6 -10	Year 10+	Total
Large Sites with Planning Permission	159	89	75	75	79	<b>477</b>	0	0	477
Large sites Allocated but without Planning Permission	0	0	0	20	30	<b>50</b>	0	0	50
Small sites with planning permission	46	56	0	0	0	<b>102</b>	0	0	102
Windfall allowance	0	0	36	36	36	<b>108</b>	0	0	108
Small sites lapse rate deduction	-10	-10	0	0	0	<b>-20</b>	0	0	-20
SHELAA Sites	0	0	0	0	56	<b>56</b>	3005	2227	5288
<b>Totals</b>	<b>195</b>	<b>135</b>	<b>111</b>	<b>131</b>	<b>201</b>	<b>773</b>	<b>3005</b>	<b>2227</b>	<b>6005</b>

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**Table 2: SHELAA Employment Land Supply Trajectory 2019/20 – Site Area (ha)**

SHELAA Reference	Address	Years 1-5	Years 6 -10	Year 10+	Total	Notes
SHELAA/EDI/04	St George's Barracks, Edith Weston	0	7	7	<b>14</b>	
SHELAA/KET/11	Land northeast of Pit Lane, Ketton	1.386	0	0	<b>1.386</b>	Planning permissions on parts of the site for new industrial units and office space (2019/0530/FUL) and two light industrial units (2019/0480/FUL).
SHELAA/OAK/10	Land off Hackamore Way & Panniers Way, Oakham	0	4.758	0	<b>4.758</b>	2013/0598/FUL granted to extend time limit of outline permission OUT/2003/1181/MS for the use of land as B1, B2 and B8 employment development.
SHELAA/OAK/18	Co-op Site, Oakham	0	0.14	0	<b>0.14</b>	
SHELAA/UPP/02	Uppingham Gate, Ayston Road, Uppingham	0	6.8	0	<b>6.8</b>	Site promoted for part residential and part employment land. Due to current allocation in both the Core Strategy and Uppingham Neighbourhood Plan for employment, only assessed for employment uses.
<b>Totals</b>		<b>1.386</b>	<b>15.512</b>	<b>7</b>	<b>23.898</b>	

**Table 3: SHELAA Housing Land Supply 2019/20 – Number of deliverable and developable dwellings by Parish (with new settlement at St Georges separated out) in the SHELAA (not including sites already monitored through the Five Year Land Supply)**

Settlement	Deliverable Years 1 -5	Developable Years 6 -10	Developable Year 10+	Total
Barleythorpe	8	0	0	8
Cottesmore	18	77	0	95
Edith Weston	0	70	0	70
Empingham	5	18	6	29
Great Casterton	0	54	0	54
Greetham	0	58	0	58
Ketton	0	336	0	336
Langham	16	103	0	119
Little Casterton (Figure not included as this development is being utilised by SKDC housing figures)	0	0	0	0
Market Overton	0	71	0	71
Oakham	0	771	432	1203

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<b>Ryhall</b>	0	172	24	196
<b>St Georges Garden Community</b>	0	450	1765	2215
<b>Uppingham</b>	9	519	0	519
<b>Whissendine</b>	0	306	0	306
<b>Total</b>				<b>5288</b>

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