

# Teignbridge District Council Local Plan 2013 – 2033: Submission

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## Strategic Housing Land Availability Assessment 2012 Update

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## **1 Introduction**

- 1.1 The Council is responsible for preparing a Strategic Housing Land Availability Assessment (SHLAA) to help inform future plan making in Teignbridge outside the Dartmoor National Park. The SHLAA identifies potential development sites and assists with monitoring the supply of land for housing on sites that are capable of being developed in the next 5 years.
- 1.2 The first SHLAA for the Teignbridge Plan Area was completed in 2008/9 with a full update and review carried out in 2009/10. This SHLAA was part of the evidence which supported the development of the Preferred Options for the Teignbridge Local Plan.
- 1.3 Further information on the background, purpose and approach to preparing the SHLAA can be found on the Council's website at the following location: <http://www.teignbridge.gov.uk/shlaa>. This provides access to the full 2009/10 SHLAA Report and Annexes including methodology and details of site assessments.

### **The purpose of this report**

- 1.4 This document reports on a SHLAA assessment and review that was carried out to review deliverability of the Teignbridge Local Plan. This review was based on the review of the proposed sites for allocation in the Council's Core Strategy 2013-2033 Preferred Option (January 2012) and was carried out in order to determine whether the proposals within the plan are deliverable.

### **What is a Strategic Housing Land Availability Assessment?**

- 1.5 A Strategic Housing Land Availability Assessment is a key part of a local planning authority's evidence on housing delivery. It aims to identify sites with potential for housing and assess when they could be developed. The assessment, which is undertaken with the help of an independent Panel of experts, helps a local planning authority prepare the planning documents that are part of the process of delivering sufficient land to meet housing demand.
- 1.6 The Teignbridge SHLAA has been prepared in accordance with Government practice guidance and more detailed local guidance prepared by Local Authorities in the Exeter Housing Market Area (HMA) sub-region. It presents an analysis of the potential dwelling contribution of sites within the district outside the Dartmoor National Park, from both within and outside the planning process, over 1 to 5, 6 to 10, 11 to 15 and 16 to 20 year time periods. It includes a trajectory of potential housing supply over that 20 year period.

### **Status of the SHLAA and identified sites**

- 1.7 The SHLAA helps to identify sites that may have future development potential for consideration through plan making. The inclusion of sites in the SHLAA does not guarantee their allocation in the Local Plan or indicate that planning permission will be granted for housing. The SHLAA does not prejudge the relative suitability of sites for development or rank sites in order of preference.

Environmental considerations are acknowledged through the SHLAA process, but the SHLAA does not fulfil the role of Environmental Impact, Sustainability Appraisal, Strategic Environmental Assessment or Habitat Regulations Assessment.

### **SHLAA in future plan making**

- 1.8 The SHLAA process has provided valuable evidence for plan making in Teignbridge. Several authorities in the Exeter HMA have begun refreshing their SHLAAs, and a joint SHLAA panel and approach helps provide an area-wide view of availability and market for development land. Teignbridge plans to undertake another full SHLAA review, including an open call for sites, a few years after adoption of the Local Plan in preparation for the five year Plan review.
- 1.9 The SHLAA Panel advice on the development market, including advice on build out rates and site constraints, will be used in ongoing assessment of the five year land supply and in monitoring delivery.

## **2 SHLAA Panel review of Preferred Options**

- 2.1 In December 2011 the SHLAA Panel was convened in order to review the allocations within the Teignbridge Core Strategy 2013-2033 Preferred Option (January 2012). The purpose of this was to provide an industry view on the deliverability of the allocations. The majority of the areas allocated for housing development had been reviewed by the SHLAA panel as individual sites, and some new sites were incorporated since the SHLAA review in 09/10.
- 2.2 Ahead of the meeting Panel members were provided with deliverability assessment proforma, allocation area maps, SHLAA availability maps and a preferred options draft housing trajectory. They were also provided with information relating to other key policies and considerations including affordable housing provision, proposals for self build homes, Community Infrastructure Levy and infrastructure delivery. In light of the this information the Panel were asked to:
  - Comment on the deliverability of preferred options proposed allocations
  - Confirm/advise on the suggested timing of commencement
  - Advise of market issues with bringing forward delivery

### **Outcome of the review**

- 2.3 The SHLAA Panel discussed each of the proposed allocation sites. The conclusion of the Panel for each site is set out below. This is accompanied by an update from the Council which, where applicable, comments on how the Panel's advice has been taken into account.

### **NA1 Houghton Barton**

- 2.4 Panel Advice – Site is considered to be available and deliverable. Viability implications of cost of link road to Forches Cross need to be considered. Estimate of likely phasing should be more conservative as planning permission not yet gained for this large site. Recommend phasing delivery of Hele Park to 0 to 5 years (to reflect known developer interest), and remaining sites to begin in years 6 to 10.
- 2.5 Update – The Hele Park portion of the allocation had resolution to grant outline permission for 650 dwellings in July 2012 (s106 signed in Feb 2013). The link road from A382 (Forches Cross) to A383 (Seale Hayne) is identified in the Teignbridge Infrastructure Delivery Plan as “critical” infrastructure, recognising it as a strategic priority. Further work on infrastructure costs and requirements have been carried out and viability assessments have informed the affordable housing target and proposed CIL charges. This report demonstrates that the development is viable.

### **NA2 Whitehill**

- 2.6 Panel Advice – Recommend that phasing should be shifted to 6 to 10 year period as access planning needs considerable progress and multiple ownerships may make delivery difficult. Site is otherwise considered available and deliverable.
- 2.7 Update – Delivery of the site is recognised in the trajectory as likely to commence in the 6 to 10 year period.

### **NA3 Wolborough**

- 2.8 Panel Advice – Some debate related to the nature and cost of the access road and link onto South Devon Link Road. Some members suggested if the road is forward funded the site may commence delivery in 0 to 5 years (2013 to 2018). However other panel member views varied from years 6 to 10 and years 11+. Clarity was needed on the nature and cost of the link road and how much would be delivered through the development. It was suggested that it may be necessary to revisit housing numbers and increase number of units/allocation area of this site to fund the road.
- 2.9 Update – Further work has been done on infrastructure requirements, masterplanning and capacity and viability of the allocation. The road through the development will be an urban street with frontage and will be delivered through the development. The improved access from the development to the South Devon Link Road (SDLR) has been identified in the infrastructure plan (Decoy Aller Viaduct) and this is considered to be funded through CIL, Local Transport Funds or other opportunity. A viability assessment has been undertaken for the area and this has informed the affordable housing target and proposed CIL charges.

### **NA3a Beverley Way**

- 2.10 Panel Advice – The site was not included in Preferred Option Core Strategy and was not considered by the Panel as part of the 2012 SHLAA review.
- 2.11 Update – The Panel had previously considered the site in the 2009 SHLAA when they expressed concern over its achievability in light of the proposed 50% affordable housing requirement. The site was considered suitable and available but a reported covenant requiring development to be agreed with the National Trust raised concerns on achievability. Officer discussions with the landowner subsequently confirmed that there was commitment to working cooperatively to bring development forward. The Council understands that the site is available for development, and a start is anticipated in 2015 to 16. The target minimum delivery has been set low at 20 units to account for additional landscape buffering which may be required.

### **NA4 Milber**

- 2.12 Panel Advice – The Panel questioned density assumptions in the area. If fewer units were delivered, there may be an impact on viability of scheme in light of infrastructure requirements. The Panel would prefer to defer further comment until site infrastructure costs and access details can be more firmly established.
- 2.13 Update – The site area proposed for allocation has been reduced and no longer includes residential development.

### **NA5 Buckland Barton**

- 2.14 Panel Advice – No comment.
- 2.15 Update – The site now has a resolution to grant planning permission for 133 dwellings and delivery is anticipated to commence 0 to 5 years.

### **NA6 Bradley Barton**

- 2.16 Panel Advice – Agree phasing as 0 to 5 years, otherwise no comment.
- 2.17 Update – Development is anticipated to commence with in years 0 to 5 in accordance with the Panel's advice.

### **NA9, NA10 & NA15 Town Centre Allocations**

- 2.18 Panel Advice – The Panel considers that town centre sites require further work on delivery potential and commercial opportunities in order to comment.
- 2.19 Update – In 2012 Teignbridge commissioned consultant architects and commercial agents to assess the capacity of the sites and the market delivery issues. For both Bradley Lane and the Town Centre Markets a number of options were presented with different mixes of residential, business, and other commercial/leisure. The options were considered marketable however they were not likely to be commercially viable. The district council owns most of the land in these allocation areas and will balance the need for competitive return

with regeneration and delivery priorities. In order to support urban regeneration the council would also seek to deliver a suitably urban residential density which further informed the target delivery. The council considers that a limited amount of delivery in the Markets area could commence in years 0 to 5 however Bradley Lane is not likely to commence until years 6 to 10.

### **KS3 Abbrook**

- 2.20 Panel Advice – Suggest review of density and recommend phasing in years 6 to 10 due to road requirement. Suggest alternative approach to providing primary school land at KS3 or KS6 would be to move the Town Council building to either site and replace this with Primary School which would improve viability.
- 2.21 Update – The landowner supports the proposal to develop part of the site for a primary school. The proposed policy includes a requirement for the completion of the new road from Broadway Road to Greenhill Way which the landowner has expressed concern will affect viability and has suggested that it may not be necessary. The potential for this to delay commencement is recognised as a risk and the anticipated year for commencement needs to be set accordingly.

### **KS6 Penns Mount**

- 2.22 Panel Advice – Agree phasing in years 0 to 5. A suggested alternative approach to providing primary school land at KS3 or KS6 would be to move the Town Council building to either site and then replace this with a Primary School which would improve viability of development in this location.
- 2.23 Update – The large part of the site has recently been granted outline planning permission for up to 250 dwellings and delivery is anticipated to commence in 0 to 5 years. The remainder of the allocation has capacity for around 50 additional dwellings which introduces additional flexibility. A primary school is no longer proposed in this location.

### **KS8 Rydon Depot**

- 2.24 Panel Advice – The site was not included in Preferred Option Core Strategy and was not considered by the Panel as part of the 2012 SHLAA review.
- 2.25 Update – The Panel had previously considered the site in the earlier Teignbridge SHLAA and considered that the road frontage may have potential for about 15 dwellings in years 0 to 5.

### **KK1 Land off Torquay Road and Embury Close**

- 2.26 Panel Advice – Recommend clarifying that Environment Agency is content with access into site through the flood zone and that phasing should be moved to 6-10 years, to account for landownership issues
- 2.27 Update – The landowner is planning for delivery in this area and the Environment Agency has not raised an objection to the proposed allocation.

Officers consider that no completions would come forward until completion of the South Devon Link Road (SDLR) and the trajectory reflects this.

### **KK2 Land to the rear of Mount Pleasant Road**

- 2.28 Panel Advice – Potential access issues to north and south of the site and the panel raised concern about capacity.
- 2.29 Update – Access through the site would prove difficult due to topography and the overall allocation was reduced. The revised allocation is for only 15 homes which would be accessed from the Charles Road development which is being developed.

### **KK3 Land to the rear of the Barn Owl**

- 2.30 Panel Advice – Suggest review of density and phasing due to impact of south Devon Link Road on the site.
- 2.31 Update – The site size has been reduced to take account of the land that will be used as part of the Link Road works. Delivery now anticipated later commencing toward the end of years 0 to 5 following the completion of the South Devon Link Road.

### **South West Exeter**

- 2.32 Panel Advice – Concern that there is insufficient funding to pay for infrastructure required in SWE1 masterplan, unless alternative funding sources can be secured. Suggest that sites close to the main road network are buffered / removed as significant noise is likely and this may have impact on overall density / viability.
- 2.33 Update – The Council has subsequently completed masterplanning and viability assessments, taking into account Affordable Housing, Community Infrastructure Levy and Section 106 requirements. This report indicates that the development is viable and there is considerable developer interest. The viability modelling considered an early commencement; however the delivery trajectory for the site anticipates commencement in years 6 to 10.

### **DA1 South of Shutterton Lane**

- 2.34 Panel Advice – Considered available and deliverable. DA1 and DA2 unlikely to come forward at the same time from market perspective. Therefore a need exists to stagger development in separate phases allowing flexibility.
- 2.35 Update – The site area proposed for allocation has been reduced and no longer includes residential development, being exclusively for employment uses – in light of the Council's approval of the proposed submission Local Plan.

### **DA2 North West Secmaton Lane**

- 2.36 Panel Advice – Considered available and deliverable. DA1 and DA2 unlikely to come forward at the same time from market perspective. Therefore need to stagger development in separate phase allowing flexibility.
- 2.37 Update – In light of the removal of residential development at DA1 the staggering of phasing is no longer considered to be an issue. There is permission for the first 75 dwellings in this area and developers are seeking early delivery. As such delivery is shown in the trajectory from years 0-5.

### **DA3 North of Meadow Park**

- 2.38 Panel Advice – Considered available and deliverable. Agree phasing as 0 to 5 years.
- 2.39 Update – Policy deleted.

### **DA4 West of Southdowns Road**

- 2.40 Panel Advice – Considered available and deliverable. Agree phasing as 0 to 5 years.
- 2.41 Update – Delivery is anticipated to commence in years 0 to 5 in accordance with the Panel's advice. A planning application for 20 dwellings has recently been submitted to the Council for determination.

### **DA5 Land at Littleleigh Close**

- 2.42 Panel Advice – Considered available and deliverable. Agree phasing as 0 to 5 years.
- 2.43 Update – The site has now been granted planning permission for 20 dwellings. Delivery is anticipated to commence in years 0 to 5 in accordance with the Panel's advice.

### **TE1 Broadmeadow to Headway Cross**

- 2.44 Panel Advice – Suggest phasing in years 0 to 5. Questions raised over access issues and need for road improvements. Specific concern where roads are not through development and would require full infrastructure funding.
- 2.45 Update – Policy deleted in light of technical evidence indicating the provision of the link road to support a comprehensive scheme for a western extension to Teignmouth is not viable.

### **TE2 East of Shepherds Lane (Phase 2)**

- 2.46 Panel Advice – Suggest phasing in years 6 to 10. Questions raised over access issues and need for road improvements. Specific concern where roads are not through development and would require full infrastructure funding.

- 2.47 Update – Policy deleted in light of technical evidence indicating the provision of the link road to support a comprehensive scheme for a western extension to Teignmouth is not viable.

### **TE3 West of Higher Exeter Road (Phase 3)**

- 2.48 Panel Advice – Broad concerns over the deliverability and viability of the key Teignmouth sites.
- 2.49 Update – The owner is preparing an outline planning application and has submitted a screening opinion for 250 dwellings. Development is anticipated to commence in years 0 to 5.

### **TE3a North of New Road**

- 2.50 Panel Advice – The site was not included in Preferred Option Core Strategy and was not considered by the Panel as part of the 2012 SHLAA review.
- 2.51 Update – The Panel had previously considered the two separate sites that make up the proposed allocation in the earlier Teignbridge SHLAA. Concerns were raised over how access would be achieved with the view expressed that its development would need to be part of a wider development of the area. Vehicular access can be achieved through consented new development fronting New Road (currently being developed), with pedestrian and cycle way links to Oak Hill Cross. The site is available and considered to be suitable for development with commencement anticipated in years 0 to 5.

### **TE4 Regeneration Proposals / Brunswick Street**

- 2.52 Panel Advice – Broad concerns over the deliverability and viability of the key Teignmouth sites.
- 2.53 Update – The council owns the land at Brunswick Street and have commissioned architects and valuation agents to assess the potential of the site. There has been interest from the development industry. Teignbridge are writing a development brief for the site and considers it deliverable commencing in years 0 to 5.

### **BT1 Dean Park**

- 2.54 Panel Advice – Recommend moving to Phase 6 to 10 (2018 to 2023) as the National Trust's current reluctance to promote sites means that site preparation/planning work cannot begin. Recommend reviewing density of BT1 as much of site will require flood mitigation, and so has a lower developable area.
- 2.55 Update – The site was considered as three separate parcels in the 2009 SHLAA and, subject to all being developed together to secure access to the Bonds Meadow part of the site, was considered to be achievable. There is a small area that is subject to flooding to the northern edge of the site. Anticipated yield has been reduced to 120 dwellings due to the potential

strategic flyways and sustenance zones for Greater Horseshoe Bats. The anticipated period of delivery moved to years 6 to 10 in accordance with the Panel's advice.

### **BT2 Bradley Bends**

- 2.56 Panel Advice – Recommend clarifying that Environment Agency is content with access into site through flood zone.
- 2.57 Update – Policy deleted.

### **BT2a North of Indio House**

- 2.58 Panel Advice – The site was not included in Preferred Option Core Strategy and was not considered by the Panel as part of the 2012 SHLAA review.
- 2.59 Update – The Submission Local Plan SA/SEA concluded that the site could provide housing benefits and that is located near existing services and localised environmental impacts could be mitigated. Availability has been confirmed by the landowner, and a developer has requested a screening opinion for the site, as a precursor to a planning application in 2013. Delivery is assumed to commence in years 0 to 5.

### **BT2b Coal Yard Site**

- 2.60 Panel Advice – The site was not included in Preferred Option Core Strategy and was not considered by the Panel as part of the 2012 SHLAA review.
- 2.61 Update – The site was considered in the 2009 SHLAA and was considered to be developable. A flood risk assessment has been carried out which indicates flood risk on the eastern part of the site alongside the stream. The owner of part of the site has expressed interest in developing, however a portion of the site is not considered to be available in years 0 to 5. Consequently delivery is split in the trajectory.

### **BT2d Abbey Road Primary School**

- 2.62 Panel Advice – The site was not included in Preferred Option Core Strategy and was not considered by the Panel as part of the 2012 SHLAA review.
- 2.63 Update – This site is in the town centre and would form part of a cross-funding redevelopment in supporting development of a new enlarged primary school. Development would require a design that is sensitive to the conservation area. Development could not come forward until the primary school had been relocated. Consequently it is considered for delivery in the second half of the plan period.

### **BT3 Challabrook**

- 2.64 Panel Advice – Main concerns raised are around issues of school capacity and flooding. Recommend clarifying that Environment Agency is content with

access into site through flood zone. Recommend agreeing approach to school provision with local community, TDC and DCC.

- 2.65 Update – The school is no longer proposed as part of the site. A flood risk assessment for this site indicates significant development on the site is possible. There was no Environment Agency objection to the proposed submission Local Plan regarding the provision of the access to the site. The site has been assumed for delivery starting in years 11 to 15.

### **CH1 Rocklands**

- 2.66 Panel Advice – Agree phasing 0 to 5 years. No other comment.
- 2.67 Update – The site has recently been the subject of an application for outline planning approval of up to 250 dwellings. Commencement anticipated during years 0 to 5.

### **CH2 North East Chudleigh**

- 2.68 Panel Advice – Agree phasing 0 to 5 years. No other comment.
- 2.69 Update – Commencement anticipated during years 0 to 5

### **CH3 Land around James House**

- 2.70 Panel Advice – Suggest review of phasing.
- 2.71 Update – The site has recently been sold with development anticipated to commence during years 0 to 5.

### **CH4 Land at Colway Lane**

- 2.72 Panel Advice – Agree phasing 0 to 5 years.
- 2.73 Update – The site is currently being marketed for sale. Development is anticipated to commence during years 0 to 5.

### **CH5 Land at Grovelands**

- 2.74 Panel Advice – Question availability and query phasing in 6 to 10 years.
- 2.75 Update – The site is currently being marketed for sale. Development targeted for years 6 to 10 to reflect views of Panel.

### **CH6 North West of Town Centre**

- 2.76 Panel Advice – Question deliverability and suggest review of phasing.
- 2.77 Update – The site is available and suitable. The landowner has indicated that the site is available for development immediately. The year of anticipated delivery has been pushed back slightly to reflect the Panel's concerns.

### **3 Housing Trajectory**

- 3.1 Following the input of the Panel the outcomes of the SHLAA review have been drawn together to inform a housing trajectory for 2013 to 2033. This illustrates the anticipated rate of housing delivery in blocks of 5 years from 2013 onwards.

Strategic Housing Land Availability Assessment  
2012 Update

	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33
NA1 Houghton Barton - 1800			25	50	100	125	150	150	150	150	150	150	150	100	100	100	100	50		
NA2 Whitehill- 450						12	50	50	100	100	88	50								
NA3 Wolborough1500				25	75	100	100	125	150	150	150	150	150	150	100	75				
NA3a - Beverly Way				10	10															
NA5 Buckland- 133		12	25	25	50	21														
NA6 Bradley Barton - 70			25	30	15															
NA9 Markets Area - 120				25	50	45														
NA10 Bradley Lane - 170						25	50	50	45											
KS3 Abbrook 120						25	50	45												
KS6 Penns Mount 300		12	25	50	50	50	50	50	13											
KS8 Rydon Depot 15					15															
KK1 Torquay Rd Embury Close						25	50	50	45											
KK2 Fluder Hill 15					15															
KK3 Barn Owl - 30				15	15															
SWE1 Alphington 2000						50	100	100	125	150	150	150	150	150	150	150	150	150	150	125
DA2 NW Secmaton Lane- 860		12	25	75	100	100	100	100	100	100	100	48								
DA4 Southdown Road - 20			10	10																
DA5 Littleigh Holcombe- 20			10	10																
TE3 Higher Exeter 250			12	50	50	50	50	38												
TE3a North of new road 50				12	38															
TE4 Brunswick Street 40				12	28															
BT1 Dean Park (120)						15	25	50	30											
BT2a North of Indio House (45)				20	25															
BT2b Coal Yard (20)				10		10														
BT2b Abbey Road School (15)																15				
BT3 Challabrook (270)											25	50	50	50	50	45				
CH1 Rocklands 175		12	25	50	50	38														
CH2 NE Chudleigh 150		15	50	50	35															
CH3 James House 25		12	13																	
CH4 Colway Lane 25		10	15																	
CH5 Grovelands 50						12	25	13												
CH6 Chudleigh TC 10				10																

## 4 Conclusion

- 4.1 The Teignbridge SHLAA, along with this update, provides commentary on the sites that are proposed for allocation in the emerging Local Plan. The Local Plan housing trajectory illustrates the anticipated rate of housing delivery during the plan period and will be used as part of the delivery and monitoring framework.

### Future reviews of the SHLAA

- 4.2 The SHLAA will be subject to further reviews and be kept up to date. This will include the consideration of SHLAA proformas that have already been submitted and a future call for sites. The outcomes of these reviews will be used to monitor housing delivery and to inform future plan making.

## 5 ANNEX – SHLAA Panel Site Review Attendees

Company	Category	ATTENDENCE
Barratt Homes	National Volume House Builder	× regrets
Devonshire Homes	Regional House Builder	×
Midas Homes	Regional House Builder	×
KF Farleigh Ltd	Small Scale House Builder	✓
Gadd Homes	Small Scale House Builder	×
Stevens Homes	Small Scale House Builder	✓
Fulfords	Land Agent/Industry Professional	✓
Greendale Investments	Land Agent/Industry Professional	×
Stags	Land Agent/Industry Professional	✓
Locke Son & Newcombe	Local Development Professional	✓
Rendells	Local Land Agent	×
Sovereign Housing Group	Registered Social Landlord	✓
Devon & Cornwall Housing	Registered Social Landlord	× regrets
Harris McMillan	Development Professional	×
Bell Cornwell	Development Professional	✓
Environment Agency	Statutory Agency	× regrets ; inputs via email
Devon County Council	Statutory Agency	✓
Natural England	Statutory Agency	×
Homes & Communities Agency	Statutory Agency	×
East Devon District Council	Exeter HMA Authority	✓
Dartmoor National Park	Exeter HMA Authority	×
East Devon District Council	Exeter HMA Authority	✓
Mid Devon District Council	Exeter HMA Authority	×
Exeter City Council	Exeter HMA Authority	×