

**WAKEFIELD METROPOLITAN DISTRICT COUNCIL  
LOCAL DEVELOPMENT FRAMEWORK**

**HOUSING TECHNICAL PAPER**

Andrew Wallhead  
Corporate Director, Regeneration  
City of Wakefield Metropolitan District Council  
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## **1.0 INTRODUCTION**

### **The Purpose of this Document**

- 1.1 This document contains information and explanation about the amount and location of land that is proposed for housing in the Local Development Framework (LDF). It is a technical document and does not form part of the LDF itself. Its role is primarily as a key part of the evidence base and provides a technical context for the Core Strategy and Development Policies documents, particularly policies CS2 and CS6.
- 1.2 The first part provides background information on housing including recent rates of house-building compared to the housing requirement in the Wakefield Unitary Development Plan First Alteration (UDP), and the current supply of housing land. Later sections cover how the housing requirement for the district has been defined in the LDF, and discuss how the housing requirement can be met and by what process suitable housing land allocations can be identified.
- 1.3 This Technical Paper reflects the situation at 31 March 2007 and is consistent with the Annual Monitoring Report 2007.
- 1.4 Historically, Land Availability Monitoring has been carried out and the results sorted by Community Area and UDP Plan Area. In accordance with the Regional Spatial Strategy the LDF Core Strategy sets out a Settlement Hierarchy to show how the spatial development strategy will be delivered. The Regional Spatial Strategy (RSS) promotes growth in the larger urban areas of the Region and sets out which settlements should be the main focus of development. Wakefield is identified as a sub-regional city and Pontefract and Castleford are classed as Principal Towns. To inform the LDF the evidence presented here is also based on the Settlement Hierarchy, as shown in Table 3 of the Core Strategy Submission Document, and grouped according to settlement type. This represents a shift away from the Plan Area strategy on which the UDP was based. The Council's Land Availability Monitoring System is being developed so that data can be presented in the settlement hierarchy format in future Annual Monitoring Reports. The District totals are, of course, comparable with historic data.

## 2.0 THE EXISTING SITUATION

### Meeting the Wakefield UDP First Alteration Housing Requirement – District

2.1 Policy H1 of the UDP set the number of additional houses to be provided in Wakefield District for the period mid-1996 to mid-2006 at 9,500 (950 per annum). This figure was to be met through:

- building on a number of sites identified for new housing on the UDP proposals maps
- with an allowance for 'windfall' housing – planning permissions granted on sites not specifically allocated for housing in the plan.

The requirement figure came from Regional Planning Guidance for Yorkshire & the Humber to 2016 (RPG12), published in 2001, which was retained in the initial RSS issued in December 2004.

2.2 As Table 1 indicates, the rate of new house-building in the district has been higher than allowed for in the UDP. Between mid-1996 and the end of March 2007 a total of 12566 dwellings were completed, an average of 1169 per annum, 10% above the UDP requirement.

**TABLE 1. UDP FIRST ALTERATION HOUSING COMPLETIONS JULY 1996 - MARCH 2006**  
(Gross Dwellings)

Year Ending	Completions			
	Brownfield	Greenfield	Total	% Brownfield
31/03/1997 (3/4)	319	374	693	46.03
31/03/1998	511	583	1,094	46.71
31/03/1999	456	833	1,289	35.38
31/03/2000	379	992	1,371	27.64
31/03/2001	348	754	1,102	31.58
31/03/2002	625	656	1,281	48.79
31/03/2003	661	504	1,165	56.74
31/03/2004	817	255	1,072	76.21
31/03/2005	660	382	1,042	63.34
31/03/2006	907	252	1,159	78.26
31/03/2007	988	310	1,298	76.12
Total	6,671	5,895	12,566	53.09
Annual Average	621	548	1,169	

N.B. Brownfield/Greefield definitions as per Planning Policy Statement 3

2.3 Table 1 illustrates the percentage of housing completions which have been on brownfield land in each year of the UDP period. Over the entire period from July 1996 to March 2007 the average rate of housing completions on brownfield land was approximately 53%. This is lower than the 61% target set out in RPG and the UDP. However, further assessment of these figures shows that following the introduction of PPG3 in March 2000 and the review of the UDP to produce the First Alteration (adopted 17 January 2003) the percentage of brownfield housing development has increased significantly, resulting in a figure of approximately 76% for the year ending March 2007.

### Meeting the Wakefield UDP First Alteration Housing Requirement

- 2.4 The scale and distribution of housing land in the UDP was designed to:
- support the regeneration of the former coal mining communities in the Five Towns and South East parts of the district where needs are greatest;
  - ensure a good choice of sites in terms of both size and type in different settlements;
  - concentrate development in existing urban areas;
  - balance new housing and employment provision in different parts of the district.

Housing allocations were identified on the basis of national and regional guidance, giving priority to the re-use of previously developed land and buildings in urban areas in order to promote sustainable development.

- 2.5 Table 2 below shows how the distribution of UDP housing allocations between the three plan areas compares with the distribution of houses actually built. In all three plan areas rates of house building were substantially higher than allowed for on allocated sites, indicating that a large number of houses were built on 'windfall' i.e. unallocated sites. Proportionally, more houses have been built in the Western Area, where demand is greatest, than were proposed in the UDP strategy, whilst fewer completions have occurred in other areas than were planned for.

<b>TABLE 2. UDP FIRST ALTERATION HOUSING ALLOCATIONS AND COMPLETIONS</b>				
<b>JULY 1996 - MARCH 2007 BY PLAN AREA</b>				
<b>Plan Area</b>	<b>Housing Allocations in UDP First Alteration</b>		<b>Completions mid 1996 – March 2007</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Northern Area	2,219	43.3	4,869	38.75
South East Area	1,177	23	2,656	21.14
Western Area	1,725	33.7	5,041	40.12
Wakefield MD	5,121	100	11,268	100

Source; Council records

<b>Table 2A UDP FIRST ALTERATION HOUSING ALLOCATIONS, AND COMPLETIONS ON ALLOCATIONS, JULY 1996 - MARCH 2007 BY SETTLEMENT TYPE</b>				
<b>Settlement Type</b>	<b>Housing Allocations in UDP First Alteration</b>		<b>Completions on allocations mid 1996 – March 2007</b>	
	<b>No.</b>	<b>%</b>	<b>No.</b>	<b>%</b>
Sub regional city	1304	25.5%	1116	26.9%
Principal Towns	1235	24.1%	1149	27.7%
Urban Areas	1882	36.8%	1297	31.3%
Local Service Centres	528	10.3%	504	12.2%
Villages	80	1.6%	41	1.0%
Other	92	1.8%	35	0.8%
Wakefield MD	5121	100%	4142	100%

Source: Council records

Table 2A above shows housing completions on land allocated for housing in the UDP, by settlement type.

- 2.6 Table 3 below shows housing completions in the individual Community Areas used in the UDP. Completions have been concentrated in Castleford, Normanton and Pontefract in the Northern Area, in South Elmsall and Hemsworth in the South East and in North West Wakefield and Ossett / Horbury in the Western Area.

**TABLE 3 HOUSING COMPLETIONS BY SETTLEMENT  
(Gross)**

Settlement	Gross Completions					
	Jan 1996- Mar 2004	April 2004 - March 2005	April 2005 - March 2006	April 2006 - March 2007	Total April 2004 - March 2007	Total Jan 1996- March 2007
Wakefield	1998	221	313	252	786	2,784
Castleford (incl Glasshoughton)	1293	81	112	198	391	1,684
Pontefract	1101	23	139	93	255	1,356
Stanley/Outwood	253	18	14	20	52	305
Ossett	538	111	46	62	219	757
Normanton (incl Altofts)	1072	41	60	24	125	1,197
South Elmsall/South Kirkby	503	145	72	47	264	767
Knottingley (inc. Ferrybridge)	107	2	13	59	74	181
Featherstone	91	61	52	30	143	234
Horbury	293	39	22	77	138	431
Hemsworth	174	68	98	136	302	476
Upton	267	32	7	6	45	312
Ackworth (Moor Top)	213	12	47	78	137	350
Crofton	122	16	7	12	35	157
Ryhill/Havercroft	252	79	29	16	124	376
Fitzwilliam/Kinsley	138	1	1	17	19	157
Other	673	92	127	171	390	1,063
Wakefield MD	9088	1,042	1,159	1,298	3,499	12,587

Source; Council records

## Supply of Housing Land in the District

<b>TABLE 4 HOUSING LAND SUPPLY ANALYSIS BY SETTLEMENT AT 31 MARCH 2007</b>			
<b>Settlement</b>	<b>Total Land Supply</b>	<b>Land Allocated for Housing without Planning Permission</b>	<b>Land Supply with Planning Permission</b>
Wakefield	2449	140	2309
Castleford (inc. Glasshoughton)	1149	0	1149
Pontefract	577	16	561
Stanley/Outwood	348	0	348
Ossett	218	0	218
Normanton (inc. Altofts)	202	60	142
South Elmsall/South Kirkby	449	284	165
Knottingley (inc. Ferrybridge)	333	120	213
Featherstone	173	0	173
Horbury	206	32	174
Hemsworth	236	52	184
Upton	5	5	0
Ackworth (Moor Top)	87	0	87
Crofton	17	0	17
Ryhill/Havercroft	104	75	29
Fitzwilliam/Kinsley	101	30	71
Other	587	0	587
<b>Totals</b>	<b>7241</b>	<b>814</b>	<b>6,427</b>
Source: Council records			

- 2.7 Table 4 shows that at the end of March 2007, the supply of land either with planning permission for housing or allocated in the UDP could accommodate 7241 dwellings. This figure is derived from the number of dwellings under construction, dwellings with full planning permission, dwellings with outline planning permission and an estimate of the dwellings which can be accommodated on the remaining housing allocations made in the UDP.
- 2.8 Compared to the current RSS, this supply is more than adequate to meet the housing requirement based on the average annual requirement of 950 per annum. The latest housing requirement for the district is set out in the Proposed Changes to the new draft RSS, which significantly increases the average annual requirement from 950 per annum to 1170 per annum between 2004-2008, rising to 1600 per annum between 2008-2026. From March 2007, the five year supply figure is a combination of the last year of the 2004-2008 figure plus four years of the 2008-2026 figures (1 x 1170 plus 4 x 1600). The five year supply based on the Proposed Changes to RSS results in a figure of 7570. More information on the Proposed Changes to RSS and the housing requirement figures are set out later in this document.

**Table 5. Housing Land Supply at March 2007 showing Brownfield and Greenfield**

Community Area	No. of Dwellings													All Greenfield	All Brownfield
	Allocations - New Build		Allocations - Change of Use	Allocations - Total	Windfall - New Build		Windfall - Conversion	Windfall - Change of Use		Windfall - Total		% Windfall			
	Greenfield	Brownfield	Brownfield		Greenfield	Brownfield	Brownfield	Greenfield	Brownfield	Greenfield	Brownfield	All			
01 Castleford	242	106	0	348	14	768	6	1	13	15	787	802	69.7	257	893
02 Normanton	11	49	0	60	0	131	0	3	8	3	139	142	70.3	14	188
03 Featherstone	0	2	0	2	0	187	2	0	3	0	192	192	99.0	0	194
04 Pontefract	0	116	0	116	4	428	2	0	34	4	464	468	80.1	4	580
05 Knottingley	0	120	0	120	9	195	0	3	6	12	201	213	64.0	12	321
Northern Area	253	393	0	646	27	1,709	10	7	64	34	1,783	1,817	73.8	287	2,176
06 Ackworth	0	72	0	72	5	15	0	4	6	9	21	30	29.4	9	93
07 Elmsall	297	20	0	317	54	114	0	1	13	55	127	182	36.5	352	147
08 Hemsworth	157	0	0	157	60	238	0	8	23	68	261	329	67.7	225	261
South East Area	454	92	0	546	119	367	0	13	42	132	409	541	49.8	586	501
09 Walton/Crofton/Sharlston	0	0	0	0	6	37	0	6	2	12	39	51	100.0	12	39
10 South Wakefield Rural	0	0	0	0	315	71	0	9	5	324	76	400	100.0	324	76
11 South & East Wakefield	160	0	0	160	5	651	7	1	173	6	831	837	84.0	166	831
12 Ossett & Horbury	0	76	12	88	4	245	1	7	57	11	303	314	78.1	11	391
13 North West Wakefield	0	0	0	0	59	218	3	0	25	59	246	305	100.0	59	246
14 Stanley	24	0	0	24	17	327	1	0	8	17	336	353	93.6	41	336
15 North East Wakefield	84	0	0	84	1	907	21	0	146	1	1,074	1,075	92.8	85	1,074
Western Area	268	76	12	356	407	2,456	33	23	416	430	2,905	3,335	90.4	698	2,993
Wakefield M.D.	975	561	12	1,548	553	4,532	43	43	522	596	5,097	5,693	78.6	1,571	5,670

N.B. Table includes all sites which have planning permission for housing or are allocated for residential use in the UDP First Alteration.

Source: Council Records

2.9 Table 5 is a variation of Table 4. They both illustrate the housing land supply for the district at March 2007. Table 5 goes further and analyses the supply to show the number of dwellings that could be accommodated on greenfield and brownfield sites. For the district as a whole there is a total housing land supply of 7241 dwellings. Of this figure 5670 are on brownfield land which is 78% of the overall supply. These figures indicate that brownfield completion rates are high and that past rates show that the Proposed Chnages draft RSS target figure of 65% of the annual requirement to be built on brownfield land should be achievable. More information on how site allocations will meet the brownfield target figure is given later in this document.

**TABLE 6: WINDFALL ANALYSIS BY SETTLEMENT**

Settlement	Windfall Completions July 1996 - March 2007						Adjusted Brownfield Annual Average*	Brownfield Windfall Allowance To 2021**
	Greenfield	Greenfield Annual Average	Brownfield	Brownfield Annual Average	Total	Annual Average		
Wakefield	279	26	1,077	100	1,356	126	662	7945
Castleford (inc. Glasshoughton)	185	17	798	74	983	91	491	5887
Pontefract	33	3	370	34	403	37	227	2730
Stanley/Outwood	121	11	164	15	285	27	101	1210
Ossett	233	22	354	33	587	55	218	2611
Normanton (inc. Altofts)	171	16	190	18	361	34	117	1402
South Elmsall/South Kirkby	125	12	222	21	347	32	136	1638
Knottingley (inc. Ferrybridge)	16	1	126	12	142	13	77	930
Featherstone	10	1	72	7	82	8	44	531
Horbury	38	4	344	32	382	36	211	2538
Hemsworth	24	2	407	38	431	40	250	3002
Upton	213	20	69	6	282	26	42	509
Ackworth (Moor Top)	48	4	180	17	228	21	111	1328
Crofton	32	3	16	1	48	4	10	118
Ryhill/Havercroft	86	8	52	5	138	13	32	384
Fitzwilliam/Kinsley	12	1	49	5	61	6	30	361
Other	386	36	488	45	874	81	300	3600
Wakefield MD	2,012	187	4,978	463	6,990	650	3060	36723

\* Assume Annual Brownfield Windfall Allowance for District = 300

\*\* Based on Adjusted Brownfield Annual Average Completions 1996-2007. Assume applies for 12 years 2009/10 - 2020/21.

2.10 As Table 6 shows, 6,990 dwellings have been completed on windfall sites. As a percentage of all completions this equates to approximately 55%, with an annual average of 650 dwellings. Of the 6,990 windfall completions, 71% were on brownfield sites with an annual average of 463. These figures were reassessed at the end of 2007 to bring them fully up-to-date for this technical paper and as such these figures vary slightly from those set out in the Core Strategy document itself. The UDP made an allowance for 230 dwellings per annum to be built on brownfield windfall sites. The rate of windfall development on brownfield sites has therefore been well above that which was expected.

**TABLE 7. HOUSING DEVELOPMENT IN WAKEFIELD MD - DENSITY**

Year ending	Brownfield			Greenfield			Total		
	Site area (hectares)	Completed dwellings	Density Dwellings/hectare	Site Area (hectare)	Completed dwellings	Density (dwellings/hectare)	Site area (hectare)	Completed dwellings	Density (dwellings/hectare)
31/03/2001	10.12	282	27.90	45.29	1185	26.20	55.41	1467	26.50
31/03/2002	8.30	227	27.30	24.93	661	26.50	33.23	888	26.70
31/03/2003	23.90	707	29.60	33.17	822	24.80	57.07	1529	26.80
31/03/2004	18.96	569	30.00	14.91	525	35.20	33.87	1094	32.30
31/03/2005	11.20	511	45.60	9.96	257	25.80	21.16	768	36.30
31/03/2006	22.40	745	33.30	7.36	247	33.60	29.76	992	33.30
31/03/2007	11.39	589	51.70	3.63	128.00	35.30	15.02	717.00	47.70

N.B.

Densities are calculated using "net site density" as defined in Planning Policy Statement 3

Brownfield / Greenfield definitions as per Planning Policy Statement 3

Only includes sites of 10 dwellings / 0.4 hectares or more.

**Explanatory Note:**

Development of large housing sites is often spread over several years. For the purposes of the table, a site is recorded in the year when the last dwelling on the site was built and the whole site was completed, though most of the site may in fact have been completed in previous years. The impact of this distortion on the figures is reduced to some degree by the fact that on large sites individual phases have been recorded as separate sites.

Source: Council Records

- 2.11 Table 7 shows the density of new dwellings completed on both brownfield and greenfield sites for the years ending 31 March 2001 to 31 March 2007. Densities have been consistently increasing since 2001, with a marked increase in 2006/07. An average of 47.7 dwellings was completed per hectare across the whole district in the latest year. The average is now above the minimum density requirement of 30 dwellings per hectare set out in the UDP. However, in general density is increasing on both brownfield and greenfield sites, and the number of completions on greenfield sites is falling. This evidence suggests that the density standards set out in Policy D1 of the Development Policies document can be achieved.

### 3.0 FUTURE HOUSING REQUIREMENT FOR WAKEFIELD DISTRICT

#### Regional Spatial Strategy

- 3.1 The regional spatial policy context for the preparation of the LDF is set out in RSS. The current RSS was issued by the Secretary of State in December 2004 and is based on a selective review of RPG12, published in October 2001. Following the recent legislative changes to the planning system set out in the Planning & Compulsory Purchase Act 2004, RSS has now become a statutory part of the development plan for Wakefield.
- 3.2 A new draft RSS is being prepared (The Yorkshire & Humber Plan) which will replace the current RSS. This is in the later stages of preparation and following publication of the Secretary of State's Proposed Changes (September 2007), considerable weight must be given to its proposals in the LDF. Annual requirement figures for additional housing in each local authority area for the period to 2026 are included in the draft new RSS. These will supersede the figures in RPG and initial RSS. Sufficient new housing allocations will need to be included in the Site Specific Policies and Proposals document to meet the requirement, (in Wakefield's case, making an allowance for future brownfield windfall housing).

#### Regional Housing Methodology

- 3.3 A new methodology has been developed to assign the overall regional housing requirement, derived from household projections produced by the Government, the impact of future economic growth as envisaged in the Northern Way and the Barker Review<sup>1</sup>, to individual authorities. The methodology is strategy driven and is based on applying scores to policy variables relating to urban renaissance, economic change, transport accessibility, environmental capacity and access to affordable housing. Scores are assigned to each policy variable and weighted to reflect a combination of the proposed sub-area strategies in RSS and other relevant strategies such as the Regional Economic Strategy and the Regional Housing Strategy. Different weightings can be used to generate different scenarios for consultation with local authorities.
- 3.4 Past rates of house-building, household projections for local authority areas and urban potential have been used to check the soundness of the emerging distribution. Results from Wakefield's urban potential study indicate that potential exists for approximately 10,100 dwellings within the urban areas of the district to 2016 (including land with planning permission or allocated for housing in the UDP).
- 3.5 The latest housing requirements for the Wakefield district set out in the Proposed Changes are:

<b>Period</b>	<b>Number of years</b>	<b>Indicative Gross Build Rate</b>	<b>Total Gross for Period</b>	<b>Annual Net</b>	<b>Total Net for Period</b>
2004-2008	4	1320	5280	1170	4680
2008-2026	18	1750	31,500	1600	28,800
<i>Total 2004-2026</i>	<i>22</i>		<i>36780</i>		<i>33480</i>

Source; Draft RSS Proposed Changes September 2007.

<sup>1</sup> *The Review of Housing Supply* (March 2004) ('The Barker Review') recommends a substantial increase in house-building nationally to improve affordability and create a more stable housing market.

## **The Local Development Framework**

- 3.6 The LDF will replace the UDP as the statutory development plan for the District. The Core Strategy sets out how the annual requirement for additional housing will be met and how land will be allocated for housing.
- 3.7 Initially, the LDF will consist of three Development Plan Documents – the Core Strategy, Development Policies and Site Specific Policies and Proposals. Additionally, an Area Action Plan for Central Wakefield is being developed. There will be implications for housing in all of these documents. More details of the documents to be produced and their timetable is set out in the Local Development Scheme.
- 3.8 The LDF Core Strategy includes a policy which establishes and makes provision for the annual requirement for additional housing in the District. The Core Strategy covers the period to 2026, 22 years from the base date of April 2004 and 17 years from the date of adoption in 2009. PPS3 requires LDFs to plan housing provision for 15 years from adoption, to identify sufficient, specific, deliverable sites to meet the requirement for the first five years and to identify developable sites for the next five years. Where possible, land should be allocated for the subsequent five years, otherwise broad areas of growth should be indicated.
- 3.9 In previous plans the housing requirement has been expressed as a gross figure i.e. the total number of houses to be built. New regulations and guidance<sup>2</sup> state that the requirement should now be set out as a net figure, i.e. the change in the size of the dwelling stock, taking account of any dwellings lost. However, when assessing the amount of land needed to accommodate the total number of houses to be built, a gross figure is still needed. The gross figures for 2004 to 2026 in Table 8 include provision to replace an average of 150 dwellings lost from the stock each year.
- 3.10 The figures in Table 8 above are taken from the Draft RSS Proposed Changes. The method for calculating the requirement is explained in RSS supporting documents. The figures have been accepted by Wakefield as appropriate for inclusion in the submission LDF Core Strategy. Any change to the requirement as the RSS process progresses will need to be reflected in Wakefield's LDF.
- 3.11 As stated previously, the development strategy in the Core Strategy is based on a settlement hierarchy. Policy CS2 of the Core Strategy seeks to translate the overall district housing requirement into a figure for each urban area and local service centre in the hierarchy. The figures refer to net additional housing for the period 2004-2026 and are indicative for monitoring purposes to ensure that the scale of housing development in each settlement reflects the proposed development strategy. The requirement for individual settlements was estimated by distributing the annual requirement pro rata to the size of the population in each settlement in 2001, then adjusting the figure to reflect priorities for regeneration.

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<sup>2</sup> The Town & Country Planning (Local Development) (England) Regulations, 2004: Regulation 48. Planning Policy Statement 12: Local Development Frameworks, DCLG.

## Housing Need

- 3.13 One of the LDF objectives in the Core Strategy is to provide sufficient good quality housing of the appropriate sizes, types, tenures and affordability to meet the identified needs of the district. The Council's has carried out a Preliminary Strategic Housing Market Assessment which assesses the scale of need at the district and sub-district level. The results of the assessment have been taken into account in determining the requirement for affordable housing and this provides the context for the affordable housing element of Policy CS6.
- 3.14 The development strategy and housing policies in the Core Strategy state that in the smaller settlements the scale of new housing should be limited to that which is necessary to meet local need i.e. the need for additional housing originating within the settlement, for both affordable and market housing. It is, however, extremely difficult to determine accurately small scale local housing need. The Preliminary Strategic Housing Market Assessment does not assess need in individual settlements.
- 3.15 A method has been devised to estimate need within individual settlements using information from the 2001 Census and the Government's 2004-based household projections. It aims to calculate the need for additional housing originating from the 2001 population in each settlement as a result of the projected fall in average household size for the period 2001-2021.
- 3.16 The method employed is as follows:
- a) calculate settlement average household size in 2001 – divide settlement population by number of households, using data from the 2001 Census.
  - b) calculate settlement average household size in 2006, 2011, 2016, 2021 – apply the projected rate of change in the district average household size for the periods 2001-2006, 2006-2011, 2011-2016, and 2016-2021 using data from the 2004-based household projections, to the average household size in each settlement in 2001. (This assumes that the average household size in each settlement changes at the same rate as in the district as a whole but that the differences between settlements remain.)
  - c) calculate number of households in each settlement in 2006, 2011, 2016, and 2021 – apply calculated settlement average household size in 2006, 2011, 2016 and 2021 to settlement population in 2001.
  - d) calculate change in number of households by settlement 2001-2006, 2001-2011 and 2001-2016, and 2001-2021 – subtract number of households in each settlement in 2001 from calculated numbers in 2006, 2011, 2016, and 2021.
- 3.17 The change in the number of households is assumed to be an indication of the housing need arising in the settlement. The method does not include housing need resulting from future changes in the size of the population caused by births, deaths and migration. Most of the population figures for individual settlements are those for urban areas, as defined in the Census, or parishes. Where a settlement figure is not readily available, estimates have been derived by combining appropriate Census Output Areas.
- 3.18 The results of the above methodology are set out in Table 10 below. Using the described method, a total need for 15936 additional dwellings within the district is identified for the period 2001-2021. Despite the limitations of the methodology, it is considered that the figures are robust enough to be used as estimates of housing need in individual settlements, to be taken into account along with other strategy aims.

**TABLE 10: HOUSING NEED DERIVED FROM OFFICE OF NATIONAL STATISTICS HOUSEHOLD PROJECTIONS 2004**

Wakefield District	2001 <sup>1</sup>	2004	2006	2011	2016	2021											
Population (000's) <sup>2</sup>	311.1	319.4	322.0	328.9	336.8	345.0											
Households (000's) <sup>3</sup>	132	137	140	148	156	164											
Average Household Size	2.36	2.33	2.3	2.22	2.16	2.1											
Settlement	2001 <sup>1</sup>			2006			Change in Households Since 2001	2011			2016			2021			
	Total Population	Population in Households	Households with Residents	Average Household Size	Average Household Size <sup>4</sup>	Households with Residents <sup>5</sup>		Average Household Size <sup>4</sup>	Households with Residents <sup>5</sup>	Change in Households Since 2001	Average Household Size <sup>4</sup>	Households with Residents <sup>5</sup>	Change in Households Since 2001	Average Household Size <sup>4</sup>	Households with Residents <sup>5</sup>	Change in Households Since 2001	
<b>Urban Areas</b>																	
Wakefield	76,886	75,229	32,368	2.32	2.26	33,287	919	2.18	34,509	2,141	2.12	35,485	3,117	2.06	36,519	4,151	
Castleford	37,525	37,202	15,955	2.33	2.27	16,389	434	2.19	16,987	1,032	2.13	17,466	1,511	2.07	17,972	2,017	
Pontefract	28,250	28,029	11,975	2.34	2.28	12,293	318	2.20	12,740	765	2.14	13,098	1,123	2.08	13,475	1,500	
Lofthouse/Stanley	22,947	22,624	9,414	2.40	2.34	9,668	254	2.26	10,011	597	2.20	10,284	870	2.14	10,572	1,158	
Ossett	21,076	20,988	8,988	2.34	2.28	9,205	217	2.20	9,540	552	2.14	9,807	819	2.08	10,090	1,102	
Normanton	19,949	19,774	8,396	2.36	2.30	8,597	201	2.22	8,907	511	2.16	9,155	759	2.10	9,416	1,020	
South Kirkby/South Elmsall	18,425	18,280	7,657	2.39	2.33	7,845	188	2.25	8,124	467	2.19	8,347	690	2.13	8,582	925	
Knottingley	13,503	13,368	5,710	2.34	2.28	5,863	153	2.20	6,076	366	2.14	6,247	537	2.08	6,427	717	
Featherstone	10,382	10,306	4,357	2.37	2.31	4,461	104	2.23	4,622	265	2.17	4,749	392	2.11	4,884	527	
Horbury	10,002	9,896	4,350	2.27	2.21	4,478	128	2.14	4,624	274	2.08	4,758	408	2.02	4,899	549	
Hemsworth	9,145	9,106	3,850	2.37	2.31	3,942	92	2.23	4,083	233	2.17	4,196	346	2.11	4,316	466	
<b>Local Service Centres</b>																	
Upton	6,070	6,058	2,455	2.47	2.41	2,514	59	2.32	2,611	156	2.26	2,681	226	2.20	2,754	299	
Ackworth Moor Top	5,750	5,648	2,330	2.42	2.36	2,393	63	2.28	2,477	147	2.21	2,556	226	2.15	2,627	297	
Crofton	5,299	5,299	2,065	2.57	2.50	2,120	55	2.42	2,190	125	2.35	2,255	190	2.29	2,314	249	
Ryhill/Havercroft	4,731	4,688	1,917	2.45	2.39	1,962	45	2.30	2,038	121	2.24	2,093	176	2.18	2,150	233	
Fitzwilliam/Kinsley	4,166	4,061	1,694	2.40	2.34	1,735	41	2.26	1,797	103	2.20	1,846	152	2.14	1,898	204	
<b>Villages</b>																	
Walton	3,377	3,347	1,374	2.44	2.38	1,406	32	2.30	1,455	81	2.23	1,501	127	2.17	1,542	168	
Netherton	2,531	2,531	1,014	2.50	2.44	1,037	23	2.35	1,077	63	2.29	1,105	91	2.22	1,140	126	
Sharlston	2,756	2,756	1,169	2.36	2.30	1,198	29	2.22	1,241	72	2.16	1,276	107	2.10	1,312	143	
Hall Green/Chapelthorpe	2,487	2,452	1,065	2.30	2.24	1,095	30	2.16	1,135	70	2.11	1,162	97	2.05	1,196	131	
Middletown	2,350	2,350	1,019	2.31	2.25	1,044	25	2.17	1,083	64	2.11	1,114	95	2.06	1,141	122	
South Hiendley	1,667	1,665	706	2.36	2.30	724	18	2.22	750	44	2.16	771	65	2.10	793	87	
High & Low Ackworth	1,580	1,569	654	2.40	2.34	671	17	2.26	694	40	2.20	713	59	2.14	733	79	
Darrington	1,308	1,308	583	2.24	2.18	600	17	2.11	620	37	2.05	638	55	1.99	657	74	
North Featherstone	1,278	1,278	550	2.32	2.26	565	15	2.18	586	36	2.12	603	53	2.06	620	70	
Streethouse	1,222	1,190	505	2.36	2.30	517	12	2.22	536	31	2.16	551	46	2.10	567	62	
Kirkhamgate	1,100	1,100	483	2.28	2.22	495	12	2.14	514	31	2.09	526	43	2.03	542	59	
Notton	880	880	391	2.25	2.19	402	11	2.12	415	24	2.06	427	36	2.00	440	49	
Thorpe Audlin	659	659	303	2.17	2.11	312	9	2.04	323	20	1.99	331	28	1.93	341	38	
Badsworth	583	583	239	2.44	2.38	245	6	2.30	253	14	2.23	261	22	2.17	269	30	
Woolley	575	575	245	2.35	2.29	251	6	2.21	260	15	2.15	267	22	2.09	275	30	
West Bretton	546	396	183	2.16	2.11	188	5	2.03	195	12	1.98	200	17	1.92	206	23	
Wakefield MD	315,172	311,110	132,212	2.36	2.30	137,031	4,819	2.22	141,969	9,757	2.16	145,913	13,701	2.10	148,148	15,936	
Other (excluding urban or local service centres)	21,066	20,554	8,731	2.35	2.29	8,976	245	2.21	9,300	569	2.15	9,560	829	2.09	9,834	1,103	

**Notes:**  
1. 2001 Census  
2. 2003 based Population Projections, Office of National Statistics  
3. 2004 based Household Projections DCLG  
4. =  $\frac{\text{Area Average Household Size 2001} \times \text{District Average Household Size 20XX}}{\text{District Average Household Size 2001}}$   
5. =  $\frac{\text{Area Population in Households 2001}}{\text{Area Average Household Size 20XX}}$

## Housing Mix

- 3.19 Key to ensuring that new homes meet local needs is to construct homes of the appropriate type, size and affordability. The trend in Wakefield district for some years has been for most new homes to be detached or semi-detached with three or four bedrooms. The 2001 Census shows that more than 46% of all dwellings in the district are semi-detached, well above the national average of 33%, with correspondingly fewer of other types, particularly flats. This imbalance has been redressed somewhat in recent years with the move towards higher densities and building smaller dwellings. However in places, particularly the former Council estates, the housing mix does not reflect the pattern of demand.
- 3.20 According to Planning Policy Statement 3, LDFs should determine the overall balance between different housing types to be provided across the plan area having regard to RSS, Regional Housing Strategy and the local housing strategy. Draft new RSS policy H4 confirms the need to encourage a better housing mix, particularly in the former coalfields areas. PPS3 states that the mix of housing on large strategic sites should reflect the proportions of households that require market or affordable housing and achieves a mix of housing, tenure and price. For smaller sites, the mix of housing should contribute to the creation of mixed communities, having regard to the proportions of households that require market or affordable housing and the existing mix of housing in the locality. It is important that, as the population ages and the trend towards smaller households continues, the types of dwelling being built reflect these changes. Latest information on population change in the district will be available in the Council's Annual Monitoring Report.
- 3.21 In the 2001 Census 64.6% of the dwellings in the district were owner-occupied, 25.7% were rented from the Council, 2.2% were rented from a registered social landlord and 5% were rented privately. The position changed with the transfer of the former local authority housing stock to Wakefield and District Housing Ltd, and the rate of private renting and owner occupation have grown, although the overall rate of social renting remains very high by national standards. Moreover, rented properties tend to be concentrated in large housing estates and there is a need to create a greater mix of tenures in new development.
- 3.22 The Preliminary Strategic Housing Market Assessment states that the delivery of market housing should be influenced by household aspirations and mismatches in supply and demand at the local level. However, data was not available at the time to inform this element of the market assessment. Some preparatory work has been carried out on household aspirations for households intending to move in the general market based on property size which is summarised in the following table, and the results of this provide the context for the housing mix elements to Policy CS6:

Table 11: Aspirations of households seeking open market accommodation in the next year

No. Beds	Sub-Area					
	North and West Wakefield	Wakefield City	Rural Communities	Five Towns	South East Wakefield	Total
One	6.9	20.9	0.9	1.1	0.0	2.9
Two	29.8	20.4	19.5	35.8	22.4	31.0
Three	48.8	58.7	52.5	50.3	40.9	51.6
Four or more	14.6	0.0	27.0	12.8	36.7	14.6
Total	100.0	100.0	100.0	100.0	100.0	100.0
Base	2473	363	2120	1744	509	7209
Summary						
Property Size	North and West Wakefield	Wakefield City	Rural Communities	Five Towns	South East Wakefield	Total
Small (1 Bed)	6.9	20.9	0.9	1.1	0.0	2.9
Mid-Sized (2/3 Bed)	78.5	79.1	72.0	86.1	63.3	82.5
Larger (4+ Bed)	14.6	0.0	27.0	12.8	36.7	14.6
Base: 7209 households intending to move next year (2007-08) stating preference for open market accommodation (owner occupation and private renting)						

More detailed assessments will be carried out in a future Strategic Housing Market Assessment and the latest available information will be used to assess development proposals.

## 4.0 MEETING THE REQUIREMENT

### Meeting the Housing Requirement

4.1 The overall requirement and its distribution will be met through:

- dwellings completed since March 2004;
- existing commitments – sites with planning permission;
- windfall development on non-allocated sites, including conversions (i.e. sub-divisions of existing dwellings) and changes to the use of other buildings;
- new building on housing land allocations – new allocations and those carried forward from the UDP.

A significant proportion of the requirement can be met from the first two. The remainder will be provided through housing allocations with an agreed allowance for future brownfield windfall housing on unallocated sites. When calculating the need for land allocations an allowance has also to be made for dwellings which are demolished in future and need to be replaced.

#### Dwellings Completed since April 2004

4.2 The number of dwellings completed in the district between April 2004 and March 2007 was **3,499 (gross) and 3049 (net)**.

#### Existing Commitments

4.3 Planning Policy Statement 3 states that:

*“In determining how much land is required, Local Planning Authorities should not include sites for which they have granted planning permission unless they can demonstrate, based upon robust evidence, that the sites are developable and are likely to contribute to housing delivery at the point envisaged.”*

At the end of March 2007, commitments in the form of land with an existing planning permission or land allocated for housing in the UDP which has not yet been developed, could accommodate **7,241** dwellings. Sites allocated for housing in the UDP where there is no current planning permission have been re-assessed as part of the exercise to identify allocations in the LDF described later. Suitable allocations will be carried forward into the LDF. Excluding current allocations without planning permission, commitments at the end of March 2007 amounted to **6,427** dwellings.

#### Windfall Allowance

4.4 The Government policy statement on housing<sup>3</sup> suggests that:

*“Allowances for windfalls should not be included in the first 10 years of land supply unless Local Planning Authorities can provide robust evidence of genuine local circumstances that prevent specific sites being identified. In these circumstances, an allowance should be included but should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends.”*

4.5 Table 6 in section 2 above shows that the number of dwellings completed on brownfield windfall sites between July 1996 and March 2007 was **4,978**, an average of **463 per annum**. This amounted to 71% of all windfall completions and 39.5% of all dwellings completed in this period (see Table 3). There is no indication that rates of windfall housing are decreasing and, with a strategy which encourages the provision of additional housing in the largest settlements on brownfield land and through conversions, it is likely that the rate will remain high in future. It is considered that based on this evidence, a significant

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<sup>3</sup> Planning Policy Statement 3 (PPS3), DCLG

brownfield windfall allowance can be justified to minimize the need to release greenfield land.

- 4.6 It is proposed that an allowance of **300** dwellings per annum to be completed on brownfield windfall sites be adopted in the LDF. This is some 35% below the trend rate but allows for the fact that some sites which would otherwise have been classed as windfalls will be proposed as housing allocations in the Site Specific Proposals document. It is proposed that the windfall allowance should only apply from 2009/10. It is assumed that windfall housing to be completed before then already has planning permission and is counted as part of existing commitments. The rate of windfall completions will be monitored through the Annual Monitoring Report to ensure the allowance remains valid.
- 4.7 The table also shows that the rate of windfall house-building varies considerably between settlements. The highest rates are in the two largest settlements, Wakefield and Castleford, but are also high in Ossett where the demand for housing is great. It may be necessary in future to ensure that in some smaller settlements windfall house-building is managed to keep it in line with the development strategy.

#### Losses

- 4.8 Losses arise when dwellings are demolished or a change to a non-residential use occurs. The current rate of losses allowed for in the gross housing requirement is **150** per annum. This is based on best available information but it will need to be re-assessed through monitoring to make sure it reflects known and likely future rates of housing clearance and change of use.

#### Housing Allocations

- 4.9 The remainder of the requirement will be met through future building on land allocated for housing through the LDF, comprising sites carried forward from the UDP and new allocations identified in the Site Specific Proposals document. The process of identifying suitable sites is discussed below but firstly the scale of land allocations needed across the district and in individual settlements and the time period for which provision is needed, are considered.

- 4.10 Planning Policy Statement 3 states that Local Development Documents should:

- Set out policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the Regional Spatial Strategy.
- Drawing on information from the Strategic Housing Land Availability Assessment and or other relevant evidence, Local Planning Authorities should identify sufficient specific **deliverable** sites to deliver housing in the first five years. To be considered deliverable, sites should, at the point of adoption of the relevant Local Development Document:
  - Be **Available** – the site is available now.
  - Be **Suitable** – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities.
  - Be **Achievable** – there is a reasonable prospect that housing will be delivered on the site within five years.
- Identify a further supply of specific, developable sites for years 6-10 and, where possible, for years 11-15. Where it is not possible to identify specific sites for years 11-15, broad locations for future growth should be indicated.

- Linked to the above, identify those strategic sites which are critical to the delivery of the housing strategy over the plan period.
- Show broad locations on a key diagram and locations of specific sites on a proposals map.
- Illustrate the expected rate of housing delivery through a housing trajectory for the plan period.

4.11 As outlined earlier in Section 3, the LDF Core Strategy covers the period to 2026, 22 years from the base in April 2004 and 17 years from the anticipated date of adoption in 2009. Based on the above advice it will be necessary to at least identify sufficient housing land for ten years following adoption of a site specific housing allocation document. The Site Specific Proposals document is currently programmed to be adopted in 2010, which means allocating land to at least 2020. Due to the nature of housing projection figures which are set out in 5 yearly intervals and to fall closer in line with RSS, the Council has determined that housing allocations will be set out to 2021, 11 years from the expected date of adoption. For the remainder of the period to 2026 land broad areas for future growth have been identified in the Core Strategy. This approach is consistent with PPS3.

4.12 Housing provision also has to accord with RSS. Proposed changes to the new draft RSS identifies three periods for managing growth over time 'Early Years', 'Mid Years and 'Later Years'. Different policy approaches may be introduced and outcomes achieved at different times over the plan period. In terms of housing, the 'Early Years' need to make the best use of existing allocations and already identified urban potential in cities and towns. During the 'Mid Years' the focus should be remodelling existing urban areas and changing the role of former industrial/commercial areas, and the 'Later Years' should exploit the continued supply of urban brownfield and if necessary, urban extensions. Monitoring will show whether the RSS strategy needs to be amended through an early selective review. The LDF Core Strategy sets out a policy on the release of housing land in Policy CS3.

4.13 It is proposed that the LDF should accommodate the requirement for new housing and make the necessary land allocations for the period to 2021. Land requirements for the longer period to 2026 will be identified in future reviews of the housing allocations document.

4.14 Table 12 shows how the requirement for land to be allocated for housing in the LDF across the whole District for the period 2004-2021 is arrived at taking account of the sources of supply and losses identified in paragraphs 13-19:

<b>TABLE 12. ASSESSING THE NEED FOR ALLOCATIONS TO MEET THE DISTRICT HOUSING REQUIREMENT FIGURE</b>	<b>Dwellings</b>
Total net dwelling requirement 2004-2021	25,480
Less:	
Dwellings completed April 2004 to March 2007 (net)	3049
Existing commitments March 2007	6427
Allowance for future Windfall Housing (new build and conversions) 2009/10-2020/21 (300 x 12)	3600
Total Net Deficit	12404
Allowance for future Losses (150 x 14)	2100
Dwellings to be accommodated on LDF Housing Allocations	14504

### Meeting the Housing Requirement and Housing Need by Settlement

- 4.15 Table 13 shows how the requirement for land to be allocated for housing in individual settlements is arrived at for the period 2004-2021 taking account of the sources of supply identified above. Table 14 shows the housing allocations needed to meet estimated housing need.
- 4.16 The figures in Table 13 are all net as there is no indication at this stage of where losses which need to be replaced might occur in future. The proposed distribution allocates more housing, pro rata, to the three largest settlements, Wakefield, Castleford and Pontefract, where regeneration needs are greatest, and fewer houses to those where significant growth has occurred in recent years, and to the smaller settlements and rural areas. This is in line with the Core Strategy development strategy and consistent with the development strategy set out in RSS.
- 4.17 It is clear from the tables that the level of existing commitments and the likely number of future windfalls, based on past trends, varies considerably between settlements. It appears that in some, notably Hemsworth and Horbury along with the villages and smaller rural settlements, commitments and likely future windfalls are already sufficient to meet both estimated housing need and the indicative requirement. In others, like Stanley/Outwood and Ossett, estimated need exceeds the indicative requirement so that all need can not be met locally if the proposed development strategy is adhered to. In most settlements, the scale of allocations needed to meet the indicative requirement will accommodate estimated need as well.

**TABLE 13: MEETING THE HOUSING REQUIREMENT FIGURES FOR SETTLEMENTS as at 31/03/2007**

Settlement	Indicative Net Additional Housing 2004-2021				Indicative Net Additional Housing 2021-2026			Indicative net Additional Housing 2004-2026	Meeting the Requirement (sites to be identified 2004-2021)			
	Annual 2004-2008** (4yrs)	Annual 2008-2021** (13yrs)	2004-2021 (17yrs)	% of Total	Annual 2021-2026*** (5yrs)	2021-2026 (5yrs)	% of Total		Total requirement 2004-2026 (22yrs)	Net Completions 2004-2007	Commitments April 2007*	Brownfield Windfall Allowance**
Wakefield	310	540	8,260	32.4	540	2700	33.8	10,960	685	2,309	779	4,487
Castleford (inc	225	345	5,385	21.1	345	1725	21.6	7,110	341	1,149	577	3,318
Pontefract	130	210	3,250	12.8	210	1050	13.1	4,300	222	561	268	2,199
Stanley/Outwoc	30	30	510	2.0	30	150	1.9	660	45	348	119	-2
Ossett	35	35	595	2.3	35	175	2.2	770	191	218	256	-70
Normanton (in	50	50	850	3.3	50	250	3.1	1,100	109	142	137	462
South Elmsall/	80	80	1,360	5.3	80	400	5.0	1,760	230	165	161	804
Knottingley (in	40	40	680	2.7	40	200	2.5	880	64	213	91	311
Featherstone	40	40	680	2.7	40	200	2.5	880	125	173	52	330
Horbury	30	30	510	2.0	30	150	1.9	660	120	174	249	-33
Hemsworth	45	45	765	3.0	45	225	2.8	990	263	184	294	24
Upton	20	20	340	1.3	20	100	1.3	440	39	0	50	251
Ackworth Moo	20	20	340	1.3	20	100	1.3	440	119	87	130	3
Crofton	15	15	255	1.0	15	75	0.9	330	30	17	12	196
Ryhill/Havercre	25	25	425	1.7	25	125	1.6	550	108	29	38	250
Fitzwilliam/Kin	20	20	340	1.3	20	100	1.3	440	17	71	35	217
Other	55	55	935	3.7	55	275	3.4	1,210	340	587	353	-345
<b>Total</b>	<b>1,170</b>	<b>1,600</b>	<b>25,480</b>	<b>100.0</b>	<b>1,600</b>	<b>8,000</b>	<b>100.0</b>	<b>33,480</b>	<b>3,049</b>	<b>6,427</b>	<b>3,600</b>	<b>12,404</b>

**Notes:**

++ Net Annual Requirement from Draft RSS Proposed Changes for period 2004-2008 = 1,170 p.a. and for 2011-2021 = 1,600 p.a. Distributed pro rata to 2001 population, adjusted to C priorities as per Core Strategy

\* Dwellings with Planning Permission at 31/03/07 (info from Land Supply worksheet)

\*\* Based on Adjusted Brownfield Annual Average Completions 1996-2007. Assume applies for 12 years 2009/10 - 2020/21.

**TABLE 14: MEETING HOUSING NEED FIGURES FOR SETTLEMENTS**

Settlement	2001 Census Population	Estimated Housing Need			Meeting Need			
		2001-2021 <sup>+</sup>	Annual 2001-2021 <sup>+</sup>	% of Total	Net Completions 2004-2007	Commitments April 2007	Brownfield Windfall Allowance **	Allocations Needed To Meet Estimated Housing Need
Wakefield	76,886	4,151	208	25.1	685	2,309	779	378
Castleford (inc. Glasshoughton)	37,525	2,017	101	12.2	341	1,149	577	-50
Pontefract	28,250	1,500	75	9.1	222	561	268	449
Stanley/Outwood	22,947	1,158	58	7.0	45	348	119	646
Ossett	21,076	1,102	55	6.7	191	218	256	437
Normanton (inc. Altofts)	19,949	1,020	51	6.2	109	142	137	632
South Elmsall/South Kirkby	18,425	925	46	5.6	230	165	161	369
Knottingley (inc. Ferrybridge)	13,503	717	36	4.3	64	213	91	348
Featherstone	10,382	527	26	3.2	125	173	52	177
Horbury	10,002	549	27	3.3	120	174	249	6
Hemsworth	9,145	466	23	2.8	263	184	294	-275
Upton	6,070	299	15	1.8	39	0	50	210
Ackworth (Moor Top)	5,750	297	15	1.8	119	87	130	-40
Crofton	5,299	249	12	1.5	30	17	12	190
Ryhill/Havercroft	4,731	233	12	1.4	108	29	38	58
Fitzwilliam/Kinsley	4,166	204	10	1.2	17	71	35	81
Other	21,066	1,103	55	6.7	340	587	353	-177
<b>Total</b>	<b>315,172</b>	<b>16,517</b>	<b>826</b>	<b>100.0</b>	<b>3,049</b>	<b>6,427</b>	<b>3,600</b>	<b>3,441</b>

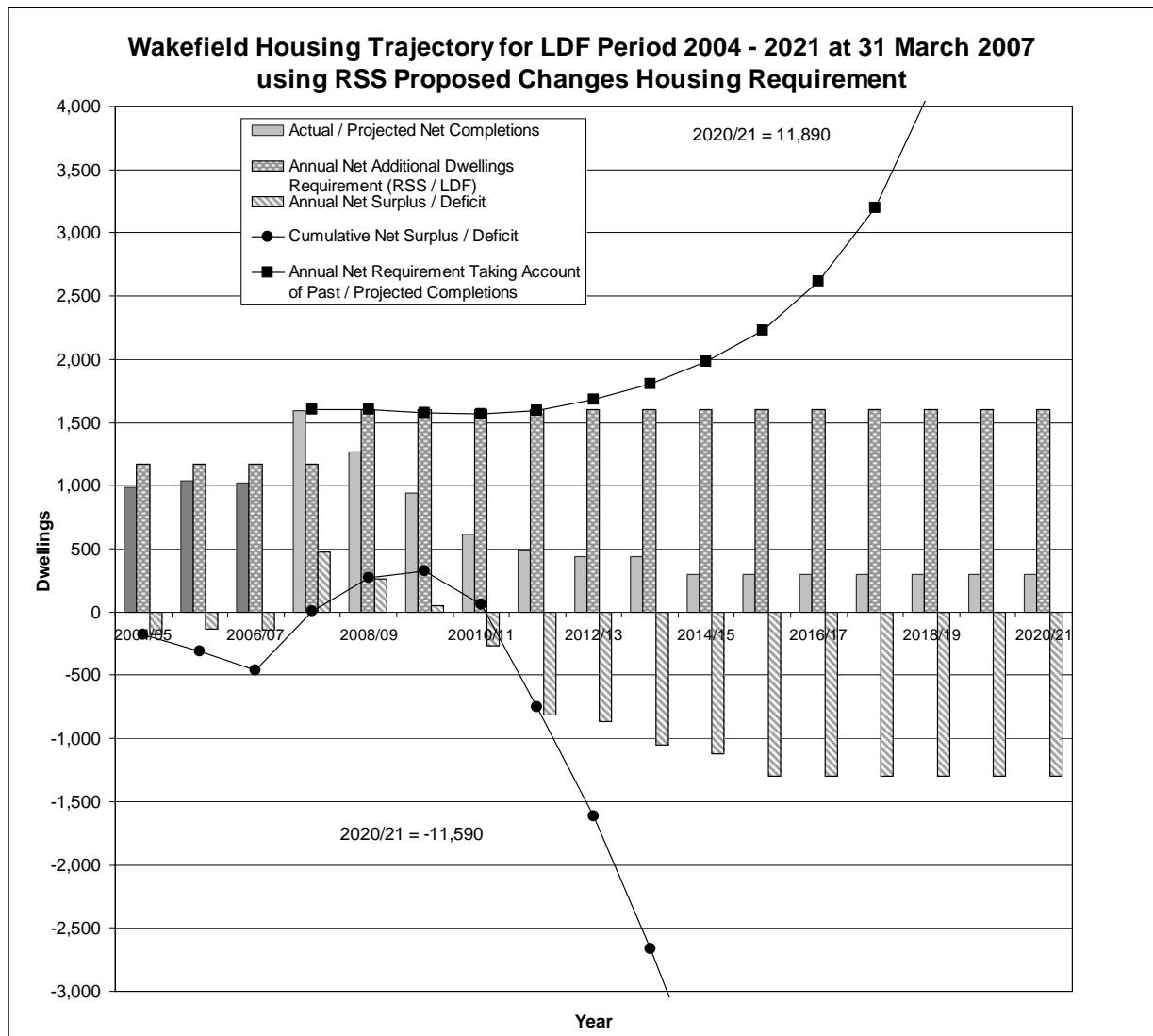
**Notes:**

+ Derived from 2001 Census and ODPM 2004 Based Household Projections

\* Dwellings with Planning Permission at 31/03/07

\*\* Based on Adjusted Brownfield Annual Average Completions 1996-2007. Assume applies for years 2009 - 2021.

4.18 Planning Policy Statement 12 and Planning Policy Statement 3 require LDFs to set out a housing trajectory to show the scale of the housing requirement and how it will be met year by year over the plan period. Table 15 and Chart 1 below show the housing trajectory for Wakefield District for the period 2004-2021 before specific housing allocations have been identified.



**TABLE 15: WAKEFIELD LDF HOUSING TRAJECTORY: APRIL 2004 - MARCH 2021 at 31 March 2007 using RSS Proposed Changes Housing Requirement (Dwellings<sup>1</sup>)**

	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Total
Actual Net Completions <sup>2</sup> (2a(i), 2a(ii)) <sup>3</sup>	989	1,036	1,024															3,049
Projected Net Annual Completions <sup>4</sup> (2a(iii))				1,640	1,866	1,648	1,337	789	733	552	476	300	300	300	300	300	300	10,841
Annual Net Additional Dwelling Requirement (RSS/LDF) (2a(iv))	1,170	1,170	1,170	1,170	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	1,600	25,480
Annual Net Surplus / Deficit	-181	-134	-146	470	266	48	-263	-811	-867	-1,048	-1,124	-1,300	-1,300	-1,300	-1,300	-1,300	-1,300	-11,590
Cumulative Net Surplus / Deficit	-181	-315	-461	9	275	323	60	-751	-1,618	-2,666	-3,790	-5,090	-6,390	-7,690	-8,990	-10,290	-11,590	
Annual Net Requirement Taking Account of Past / Projected Completions (2a(v))				1,602	1,599	1,577	1,571	1,594	1,683	1,802	1,981	2,232	2,618	3,198	4,163	6,095	11,890	

Notes:

1. All figures in this table are net.
2. From Annual Housing Flows Reconciliation Return; (B3-C1+C2+D1+D2-D3-E1)
3. The references in brackets (e.g. 2a(ii)) relate to National LDF Core Output Indicators in *Local Development Framework Monitoring: A Good Practice Guide*, ODPM, 2005.
4. Based on number of dwellings with planning permission at 31/03/2007 (shown on 'Timing & greenbrownfield' worksheet) + 300 per annum windfall allowance from 2009/10.

- 4.19 Assumptions have to be made in the trajectory about the rate at which sites with planning permission will come forward for development, as shown in Table 16 below. Where development is spread across two or more years it is assumed that development will occur evenly throughout the period.

<b>Table 16: Potential Rate of Development From 2007 to 2021</b>								
	Number of Dwellings							
	<=5	6-20	21-50	51-100	101-200	201-300	301-500	500+
Site Status								
Under Construction	2007-08	2007-09	2007-09	2007-10	2007-11	2007-12	2007-13	2007*
With Full Planning Permission	2007-08	2007-09	2008-10	2008-11	2008-13	2008-14	2008-14	2008*
With Outline Permission	2008-09	2008-10	2009-11	2009-12	2009-14	2009-15	2009-15	2009*
Allocated**	2009-10	2009-11	2010-13	2010-13	2011-16	2011-17	2011-17	2010*
Preferred Options Sites**	-	2012-14	2013-16	2013-17	2014-19	2014-20	2014-20	2014*
Notes								
1. Development rate based on assumptions that smaller sites easier and quicker to develop.								
2. Sites with outline permission generally start later due to need to obtain reserved matters approval.								
* Sites over 500 dwellings assumed at 100 completions per year								
** Start dates will be dependant on Core Strategy Policy CS3 and housing trajectory.								

## **5.0 IDENTIFYING SITES/DISTRIBUTION**

### **Identifying Options for Housing Allocations**

- 5.1 There are a number of sources from which to identify options for potential housing allocations in the Site Specific Proposals document:
- allocations carried forward from the UDP;
  - the Urban Potential Study 2004;
  - sites identified through urban renaissance and regeneration proposals;
  - sites put forward by developers and land owners as a result of public engagement.

#### Unitary Development Plan First Alteration Allocations

- 5.2 Most of the housing allocations in the UDP have either been developed and will not be shown on the LDF Proposals Maps, or have the benefit of a planning permission and are counted as commitments. Those housing allocations which remain undeveloped and have no extant planning permission have been re-assessed alongside all other potential housing sites to make sure that they are still likely to be developed, fit with the spatial development strategy and meet current criteria for sustainable development. Suitable allocations have been carried forward as proposals in the Site Specific Proposals document. Table 17 below shows progress in implementing individual allocations in the UDP since adoption and identifies which needed to be reviewed to establish their continuing suitability for housing.

**TABLE 17: WAKEFIELD UNITARY DEVELOPMENT PLAN FIRST ALTERATION – HOUSING ALLOCATIONS BY SETTLEMENT**

UDP Policy Ref.	Location	Site Area (ha.)	Brownfield as % of Col F totals	Dwellings Yet To Be Completed at 31/03/07	Land Av. Site Ref.	Planning Status 31/03/07	Proposed Action for Sites Specific Proposals document	Settlement	Settlement Type
<b>Wakefield - Sub Regional City</b>									
NWS 9	Thornes Road, Lupset, Wakefield	0.40	G	Completed			Delete	Wakefield	Sub regional city
NWS 12	Batley Road, Alverthorpe, Wakefield	8.10	G	Completed			Delete	Wakefield	Sub regional city
NWS 22	Ivy Lane Wakefield	0.90	G	40	15060	Allocated	Review	Wakefield	Sub regional city
NWS 25	North Avenue, Newton Hill, Wakefield	12.00	G	44	15012 & B	Under construction	Commitment	Wakefield	Sub regional city
NWS 66	Stanley Royd Hospital, Wakefield (Special Policy Area)	10.00	B	Completed			Delete	Wakefield	Sub regional city
NWS 67	Alverthorpe Mills, Flanshaw Lane, Wakefield	2.70	B	Completed			Delete	Wakefield	Sub regional city
NWS 69	Thornes Moor Road, Wakefield	1.30	B	Completed			Delete	Wakefield	Sub regional city
NWS 70	Former Westgate Common Mill, Alverthorpe Road, Wakefield	2.10	B	Completed			Delete	Wakefield	Sub regional city
NWS 71	Former Victoria Mills, Alverthorpe Road, Wakefield	1.00	B	Completed			Delete	Wakefield	Sub regional city
SEW 5	Walton Lane, Sandal	8.60	G	100	11071A	Allocated	Review	Wakefield	Sub regional city
SEW 6	Hendal Lane, Kettlethorpe	5.10	G	60	11067 & C	Under construction	Commitment	Wakefield	Sub regional city
SEW 53	Denby Dale Road West, Calder Grove	2.10	B	Completed	11271 & A		Delete	Wakefield	Sub regional city
SEW 54	Carr Lane, Sandal, Wakefield	2.30	G	Completed			Delete	Wakefield	Sub regional city
SEW 56	Montague Street, Agbrigg, Wakefield	1.40	G	Completed			Delete	Wakefield	Sub regional city
SEW 57	Cliff Road, Crigglestone	0.40	B	Completed			Delete	Wakefield	Sub regional city
WCC 35	Wakefield Waterfront (Special Policy Area)	30.60	B	Completed	11241		Delete	Wakefield	Sub regional city
	<b>Wakefield Totals</b>	<b>89.00</b>	<b>56.60%</b>	<b>244</b>					

Principal Towns			739						
<b>Castleford</b>									
CAS 13	Ackton Pastures, Castleford	23.00	G	242	01012L, M & N	Under construction (pt.) / Full planning permission (pt.)	Commitment	Castleford	Principal town
CAS 15	East of Healdfield Road, Castleford	3.60	G	Completed			Delete	Castleford	Principal town
CAS 64	Gypsy Lane, Castleford	9.00	B	Completed			Delete	Castleford	Principal town
CAS 65	Lumley Street, Castleford	1.90	B	106	01363 / 01382 / 01387	Allocated (pt) / Outline planning permission (pt)	Commitment	Castleford	Principal town
CAS 66	Redhill Avenue, Glasshoughton, Castleford	2.50	B	Completed			Delete	Castleford	Principal town
<b>Castleford Totals</b>		<b>40.00</b>	<b>30.09%</b>	<b>348</b>					
<b>Pontefract</b>									
PNT 7	Old Hall Farm, Monkhill, Pontefract	20.00	G	Completed			Delete	Pontefract	Principal town
PNT 8	Lady Balk Lane, Monkhill, Pontefract	5.30	G	9	04025A	Full permission	Commitment	Pontefract	Principal town
PNT 9	Stumpcross Lane, Pontefract	2.60	G	Completed			Delete	Pontefract	Principal town
PNT 11	Halfpenny Lane, Pontefract	1.30	G	Completed			Delete	Pontefract	Principal town
PNT 64	South of Willowdene Lane, Lady Balk, Pontefract	3.70	B	91	04232	Under construction	Commitment	Pontefract	Principal town
PNT 65	Schofield's Factory Site, North Baileygate, Pontefract	1.10	B	Completed	04217		Delete	Pontefract	Principal town
PNT 66	Grove Road, Pontefract	0.50	B	16	04214	Allocated	Review	Pontefract	Principal town
<b>Pontefract Totals</b>		<b>34.50</b>	<b>27.57%</b>	<b>116</b>					
<b>Principal Towns Totals</b>		<b>74.50</b>		<b>464</b>					
<b>Urban Areas</b>									
<b>Stanley/Outwood</b>									
NWS 21	Victoria Street, Outwood	0.60	G	24	14131	Full planning permission	Review		
<b>Stanley/Outwood Totals</b>		<b>0.60</b>	<b>0%</b>	<b>24</b>					
<b>Ossett</b>									
OH 9	Runtlings Mill, Ossett	0.70	B	25	12091	Full planning permission	Commitment		

OH 32	Church Street, Ossett	5.10	B	9	12364, A & B	Full planning permission	Commitment		
	<b>Ossett Totals</b>	<b>5.80</b>	<b>100%</b>	<b>34</b>					
<b>Normanton (incl Altofts)</b>									
NOR 7	Normanton Golf Course	20.80	G	Completed			Delete	Normanton (incl Altofts)	Urban area
NOR 8	Snydale Road, Normanton	1.50	G	Completed			Delete	Normanton (incl Altofts)	Urban area
NOR 9	Dalefield Road/Gypsy Lane, Normanton	4.90	B	49	02046A	Allocated (OPP appr 07/04/2006)	Review	Normanton (incl Altofts)	Urban area
NOR 10	Hillcrest, Altofts	1.10	G	Completed			Delete	Normanton (incl Altofts)	Urban area
	<b>Normanton Totals</b>	<b>28.30</b>	<b>20.78%</b>	<b>49</b>					
<b>South Elmsall/South Kirkby</b>									
EMS 14	Langthwaite Lane, South Kirkby	8.50	G	235	07042	Allocated	Review	South Elmsall/ South Kirkby	Urban area
EMS 16	Carr Lane / Faith Street, South. Kirkby	2.00	B	18	07090	Allocated	Review	South Elmsall/ South Kirkby	Urban area
EMS 17	Common Road, South. Kirkby	1.00	G	15	07259	Allocated	Review	South Elmsall/ South Kirkby	Urban area
EMS 20	North Street, South Kirkby	2.80	G	Completed				South Elmsall/ South Kirkby	Urban area
EMS 24	Rowley Lane, South. Elmsall	1.00	G	18	07061 / 07015A	Allocated (pt) / Full planning permission (pt)	Review	South Elmsall/ South Kirkby	Urban area
EMS 61	The Brickyard, Westfield Lane, South Elmsall	4.80	B	Completed			Delete	South Elmsall/ South Kirkby	Urban area
EMS 62	Doncaster Road, South Elmsall	4.40	B	Completed			Delete	South Elmsall/ South Kirkby	Urban area
EMS 63	Chapel Lane / High Street, South Elmsall	1.20	G	9	07273	Under construction	Commitment	South Elmsall/ South Kirkby	Urban area
	<b>S Elmsall/Kirkby Totals</b>	<b>25.70</b>	<b>44.75%</b>	<b>295</b>					
<b>Knottingley (incl Ferrybridge)</b>									
KNT 29	Pottery Lane, Knottingley	3.10	B	70	05153	Allocated	Review	Knottingley	Urban Area
KNT 30	Womersley Road Quarry, Knottingley *	7.60	B	50	05154	Allocated	Review	Knottingley	Urban Area
	<b>Knottingley Totals</b>	<b>10.70</b>	<b>100%</b>	<b>120</b>					
<b>Featherstone</b>									

FTH 5	Kimberley Street / Pretoria Grove, Featherstone	2.20	B	Completed			Delete	Featherstone	Urban area
FTH 8	Station Lane, Featherstone	0.60	B	2	03070	Full planning permission	Commitment	Featherstone	Urban area
FTH 29	Cedar Walk, Featherstone	0.70	G	Completed			Delete	Featherstone	Urban area
	<b>Featherstone Totals</b>	<b>3.50</b>	<b>79%</b>	<b>2</b>					
<b>Horbury</b>									
OH 29	Storrs Hill Road, Horbury Bridge	0.90	B	Completed			Delete		
OH 30	Quarry Hill, Horbury Bridge	1.30	B	42	12217 & B	Allocated (pt) / Outline planning permission (pt)	Commitment		
OH 31	Benton Park, Wakefield Road, Horbury	0.40	B	Completed			Delete		
	<b>Horbury Totals</b>	<b>2.60</b>	<b>100%</b>	<b>42</b>					
<b>Hemsworth</b>									
HEM 8	Kirkbygate, Hemsworth	0.90	G	22	08050	Allocated	Review	Hemsworth	Urban Area
	<b>Hemsworth Totals</b>	<b>0.90</b>	<b>0%</b>	<b>22</b>					
	<b>Urban Areas Totals</b>	<b>78.10</b>		<b>588</b>					
<b>Local Service Centres</b>									
<b>Upton</b>									
EMS 8	High Street, Upton	3.80	G	5	07040B	Allocated	Delete	Upton	Local Service Centre
EMS 9	East of School Street, Upton	0.50	G	15	07095	Under construction	Commitment	Upton	Local Service Centre
EMS 12	Waggon Lane, Upton	1.50	G	Completed			Delete	Upton	Local Service Centre
EMS 60	Common Lane, Upton	6.30	G	Completed			Delete	Upton	Local Service Centre
	<b>Upton Totals</b>	<b>12.10</b>	<b>0</b>	<b>20</b>					
<b>Ackworth Moor Top</b>									
ACK 3	Poplar Farm, Brackenhill, Ackworth	1.80	G	Completed			Delete		
ACK 34	Brackenhill Quarry, Ackworth	2.90	B	72	06137 & A	Under construction	Commitment		
ACK 36	Barnsley Road, Ackworth	2.20	B	Completed			Delete	Ackworth Moor Top	Local Service Centre
	<b>Ackworth MT Totals</b>	<b>6.90</b>	<b>77.40%</b>	<b>72</b>					

<b>Crofton</b>									
WCS 4	Santingley Lane, Crofton	3.00	G	Completed			Delete	Crofton	Local Service Centre
	<b>Crofton Totals</b>	<b>3.00</b>	<b>0</b>	<b>0</b>					
<b>Ryhill/Havercroft</b>									
HEM 5	West of Madeley Road, Ryhill	2.10	G	Completed			Delete	Ryhill/Havercroft	Local Service Centre
HEM 6	Mulberry Avenue, Ryhill	2.60	G	Completed			Delete	Ryhill/Havercroft	Local Service Centre
HEM 53	Brunswick, Ryhill	0.70	G	Completed			Delete	Ryhill/Havercroft	Local Service Centre
	<b>Ryhill/Havercroft Totals</b>	<b>5.40</b>	<b>0</b>	<b>0</b>					
<b>Fitzwilliam/Kinsley</b>									
HEM 3	Farm Lane, Kinsley	3.10	G	30	08052	Allocated	Review	Fitzwilliam/Kinsley	Local Service Centre
HEM 10	Tom Bridge, Wakefield Road, Kinsley	5.20	G	Completed			Delete	Fitzwilliam/Kinsley	Local Service Centre
	<b>Fitzwilliam/Kinsley Totals</b>	<b>8.30</b>	<b>0</b>	<b>30</b>					
	<b>Local Service Centres Totals</b>	<b>35.70</b>		<b>122</b>					
<b>Other</b>									
NWS 68	Moorhouse Avenue, Stanley	0.70	G	Completed			Delete	Other	Other
HEM 4	North of Madeley Road, Havercroft	3.00	G	75	08011B	Allocated	Review	Other	Other
	<b>Other Totals</b>	<b>3.70</b>	<b>0</b>	<b>75</b>					
<b>Villages</b>									
ACK 35	Station Road / Westfield Grove, Lower Ackworth	0.70	B	Completed			Delete	High & Low Ackworth	Village
SEW 55	Painthorpe Lane, Hall Green, Crigglestone	3.10	B	Completed			Delete	Hall Green/Chapelthorpe	Village
WCS 7	Sharlston Green, Sharlston	3.10	G	Completed			Delete	Sharlston	Village
	<b>Village Totals</b>	<b>6.90</b>	<b>46%</b>	<b>0</b>					
	<b>District Totals</b>	<b>287.90</b>		<b>1493</b>					

### Urban Potential Study

- 5.3 In accordance with the advice in Planning Policy Guidance Note 3 (PPG3) Housing, the Council undertook an Urban Potential Study in 2001 to assess the capacity of individual urban areas in the district to accommodate additional housing. This was subsequently updated to 31<sup>st</sup> March 2004. Results indicate that potential exists for approximately 10,100 dwellings within the urban areas of the district to 2016 (including land with capacity for approximately 4,000 dwellings which already has planning permission or is allocated for housing in the UDP). Sites identified in the study will be considered as options for potential housing allocations, where appropriate, as part of the preparation of the Site Specific Proposals document. The methodology and conclusions of the study are set out in a separate report.

### Urban Renaissance and Regeneration

- 5.4 The Core Strategy refers to various strategies and priorities for promoting urban renaissance and regeneration across the district. New housing can be an important element in development programmes to support renaissance and encourage regeneration. Proposals for regeneration are being drawn up on sites in most of the urban areas of the district. Some of these are being progressed through master-planning exercises. Where proposals are specifically for housing or include an element of housing as part of a mixed use development, they will be considered as options for potential new housing allocations or Special Policy (mixed use) Areas.

### Public Consultation

- 5.5 In accordance with advice in Planning Policy Statement 12, land owners and developers were asked at both the Issues & Options stage of consultation and again during engagement on the Core Strategy Preferred Options, to inform the Council about land which they wish to be considered for future development, so that all possible options are known about early in the process. A number of sites have been submitted and are being considered as options for potential allocations for inclusion in the Site Specific Proposals document - Preferred Options Report. Sites continue to come forward. Those which are too late to be considered at the preferred options stage will be assessed during preparation of the submission Site Specific Proposals document.

## **Assessing Options for Housing Allocations**

- 5.6 Options identified from the sources described above have been considered as potential new housing allocations in the Site Specific Proposals document. A process has been devised for assessing alternatives in a comprehensive, consistent way. The object is to arrive at a preferred list of sites which meet the requirements of the LDF Core Strategy in terms of the proposed scale and location of housing development year by year through to 2021. This in turn will satisfy the strategy in Proposed Changes to the new draft RSS. The process must also accord with national planning policy guidance and statements. It takes account of the factors listed below.

### National Policy

- 5.7 Planning Policy Statement 3 states that drawing on information from the Strategic Housing Land Availability Assessment or other relevant evidence, Local Planning Authorities should identify sufficient specific **deliverable** sites to deliver housing in the first five years. To be considered deliverable, sites should, at the point of adoption of the relevant Local Development Document:
- Be **Available** – the site is available now.
  - Be **Suitable** – the site offers a suitable location for development now and would contribute to the creation of sustainable, mixed communities.
  - Be **Achievable** – there is a reasonable prospect that housing will be delivered on the site within five years.

### Regional Policy

- 5.8 Policy YH8 in the Proposed Changes to the new draft RSS establishes the principles for identifying and distributing land for development based on the proposed settlement hierarchy. LDFs should:
- concentrate the majority of new development and redevelopment on the Regional and Sub Regional Cities (i.e. Wakefield city);
  - provide for sufficient development in Principal Towns (i.e. Castleford & Pontefract) to enable them to fulfil their service centre role;
  - allow limited development to take place in Local Service Centres (other urban areas and local service centres in this District) with a focus on meeting local needs for affordable housing and economic diversification.

Local planning authorities should allocate sites by giving:

- first priority to the re-use of previously developed land and buildings and the more effective use of existing developed areas within the relevant city or town;
- second priority to other suitable infill opportunities within the relevant city or town;
- third priority to extensions to the relevant city or town.

In identifying sites for housing they should also adopt a transport-orientated approach to ensure that development:

- makes the best use of existing transport infrastructure and capacity;
- complies with the public transport accessibility criteria set out in Tables 16.8 and 16.9 and maximises accessibility by walking and cycling;
- maximises the use of rail and water for uses generating large freight movements.

### Local Policy

- 5.9 The Core Strategy describes the factors to consider when identifying suitable housing allocations:
- the spatial development strategy and the principles determining the location of development in Policy CS1;
  - the annual housing requirement;
  - the distribution of additional housing proposed in Policy CS2, including indicative figures for individual settlements;
  - ensuring the site is suitable for housing and developable, assessed in terms of national and regional planning policy and the need to take sustainability appraisal and appropriate assessment into account;
  - the need to achieve a high proportion of new housing built on brownfield land as set out in RSS.

### Site Information

- 5.10 It has been necessary to assemble baseline information on the characteristics of individual sites to enable the assessment process to be undertaken. This has come from a number of sources.

#### *Technical Consultations*

- 5.11 All potential housing sites have been subject to detailed consultation with technical advisors to gain up to date information on the nature and extent of constraints, notably highway access, surface water and foul drainage, water and power supply and ground conditions, to help assess their suitability for residential development. Where an over-riding physical constraint has been identified the site is excluded from further consideration.

#### *Sustainability Appraisal*

- 5.12 Waterman Environmental have been asked to undertake an initial sustainability appraisal of all potential housing sites using the Sustainability Appraisal Framework developed to appraise all the Council's Local Development Documents. Sustainability has been

appraised under four headings to ensure that the site contributes to the achievement of the Council's sustainability objectives:

- Economic
- Social
- Environment (Transport)
- Environment (Other)

The results have been published in an Initial Sustainability Appraisal Report which is available on the Council's web-site.

#### *Accessibility*

- 5.13. 'Accession' software<sup>4</sup> has been used to determine the accessibility of proposed housing sites via public transport. Accessibility to 5 basic types of destination was measured using criteria specific to each type. The criteria were based on assumptions about how long people are willing to spend travelling from home to their destination. The destinations and the criteria used to assess accessibility are as follows:
- Employment sites within 40 minutes from 7am to 9am.
  - GPs within 15 minutes from 9am to 5pm.
  - Hospitals within 60 minutes from 9am to 5pm.
  - High Schools within 40 minutes from 7am to 9am.
  - Primary schools within 15 minutes by public transport from 7am to 9am.
  - Primary schools within 15 minutes walk from 7am to 9am.
- 5.14. A walking speed of 4km an hour and a walking distance of 0.5 km to a bus stop were assumed. Travel time included waiting at a bus stop. Accessibility to primary schools was measured by public transport and walking, since many primary schools are within walking distance of home. If one or more employment site or GP etc. was within the prescribed travel time from a housing site then that particular destination type was considered to be accessible from the site. Each housing site received a mark for each accessible destination type. Sites were then rated for accessibility by how many marks out of 6 they received.

#### *Flood Risk*

- 5.15. The Environment Agency publishes Flood Zone maps, which are updated regularly, showing areas at high (1 in 100 year), medium (1 in 1,000 year) and low (< 1 in 1,000 year) risk of flooding. The Council, together with Calderdale and Kirklees Councils, the Environment Agency and the YHA, has completed a Strategic Flood Risk Assessment of the three districts in 2005 which identifies in more detail the degree of flood risk in different locations. An update is currently being undertaken to comply with the requirements of Planning Policy Statement 25. Together these sources have been and will be used to assess the flood risk at each potential housing site. National planning policy guidance<sup>5</sup> requires a sequential approach to identifying sites for development in plans to take account of flood risk and this has been applied to potential sites.

#### The Assessment Process

- 5.16. Table 18 at the end of this section shows how strategy/policy considerations will be brought together with information on constraints, sustainability appraisal, accessibility and flood risk to provide an overall assessment of the suitability of each site option. (The table, completed for all proposed sites, will appear in the Site Specific Proposals document - Preferred Options report). Sites will be grouped by settlement as set out in the Core Strategy Settlement Hierarchy.

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<sup>4</sup> Developed by MVA for the Department for Transport specifically for use in Local Transport Plans.

<sup>5</sup> Planning Policy Statement Note 25: Development and Flood Risk (PPS25), DCLG.

*Stage 1.*

- 5.17. The first stage of the process is to eliminate sites which can not or should not be developed:
- a) Sites that are considered to be subject to one or more 'insurmountable' major constraint on development will be rejected. Site access, impact on the local highway network and high flood risk are types of major constraint. Sites located in flood zones 2 and 3 will be rejected at this stage (in accordance with the sequential approach in Planning Policy Statement 25) except those in flood zone 2 and 3a which have a strong regeneration case in favour of the proposal, or where development proposals could be excluded from parts of sites affected by high risk flood zones. Generally regeneration proposals can not be located elsewhere because they were specific to those locations. They will be subject to the 'exception test' required by PPS25. Flood zone 2 often affects only parts of sites so that 'developability' may not be affected.
  - b) A severe adverse effect (xx) identified in the sustainability appraisal findings will generally be taken to mean that the site should be rejected. However, in some cases where a severe adverse environmental effect is recorded, and the impact could be avoided or mitigated, for example, by excluding the affected part of the site from the developable area, the site could be retained for further assessment.

*Stage 2.*

- 5.18 The remaining site options will then be assessed according to their conformity with the strategy and approach to identifying sites set out in RSS and the LDF Core Strategy. *Consequently*, a sequential approach will be used to assess conformity. A site's priority depended on whether it is defined as 'brownfield' or 'greenfield' and whether it is 'within the settlement' or an 'extension to the settlement' or 'outside the settlement accessible by public transport'. Sites will be categorised according to their position in relation to settlement boundaries which will be identified in the *Site Specific DPD Preferred Options report*. The order of priority is:
1. Brownfield, *within the settlement*
  2. Greenfield, *within the settlement*
  3. Brownfield, *extension to the settlement*
  4. Greenfield, *extension to the settlement*
  5. Brownfield, *outside the settlement (detached) and accessible by public transport*
  6. Greenfield, *outside the settlement (detached) and accessible by public transport*.
- 5.19 The scale of the development which could be accommodated on a particular site will also be considered in relation to the settlement's size, the settlement type (e.g. urban area, local service centre, village) and the maximum scale of development proposed for that settlement type in the Core Strategy. The regeneration benefits accruing from development of the site will also be considered, based on advice from officers in the Council's Regeneration Service. Where the scale of the proposed development is not known from another source, the site capacity will be estimated using a density of 30 dwellings per hectare, 40 dwellings per hectare in Wakefield, Castleford and Pontefract urban areas and 50 dwellings per hectare in Wakefield city centre and Castleford and Pontefract town centres.
- 5.20 Sites located in the Green Belt will not be discarded but will generally fall in the lower priority categories. In addition to other considerations, 'exceptional circumstances' need to be demonstrated to justify release of Green Belt land as required by national policy guidance in Planning Policy Guidance Note 2: Green Belts. The need to accommodate additional housing could justify exceptional circumstances if more suitable options are not available.

### *Stage 3.*

- 5.21 A further refinement will be undertaken to choose between or rank sites of equal status according to the priorities identified above. Factors taken into account will be:
- a) The sustainability appraisal findings – options with fewer beneficial or more adverse sustainability effects are given a lower rank, though the opportunity for development to improve the site's performance and the regeneration benefits to be gained should be taken into account.
  - b) Development constraints – options with one or more significant constraints which might affect the timing of development or the viability of the site were given a lower ranking.
  - c) Accessibility – options which have a high accessibility rating were ranked highest.
  - d) Flood risk – the sequential approach to flood risk in Planning Policy Statement 25 was again considered. Options with lower flood risk were given a higher rank.

### Choosing Preferred Options

- 5.22 Once the assessment process is complete, preferred options for housing allocations in each settlement will be chosen. In doing so, the following targets will need to be met:
- a) the annual housing requirement for the district and the annual shortfall identified in the housing trajectory each year between 2004 and 2021;
  - b) the indicative net additional requirement figure for individual settlements for the period 2004-2021;
- 5.23 To meet point (b) in each settlement sites will be chosen in descending order of priority until the total requirement for the settlement is achieved. To ensure an adequate supply of land each year across the district to meet point (a) assumptions will need to be made about phasing i.e. when individual sites can come forward for development and the rate at which houses could be built on these sites. The Council's Regeneration Service has been and will be consulted about the likely timing of development on known regeneration schemes.
- 5.24 Choosing preferred options is an iterative process involving bringing sites forward or delaying them to ensure that housing delivery can be met. The process results in lower priority sites being chosen in settlements with a high housing requirement but low availability, whereas in settlements with a low requirement and high availability relatively sustainable sites might be rejected or postponed in order to meet the overriding development strategy. In a limited number of cases, the settlement target figures may need to be adjusted to accommodate important regeneration proposals whilst ensuring that the spatial development strategy is not undermined. Table 19 shows how the final results of the process of choosing preferred options for housing allocations will be taken further by considering when housing sites might be released (delivery of the housing requirement). It will list preferred housing allocations settlement by settlement and show the overall scale and timing of development on each site.

### **Meeting the Target for Brownfield Land**

- 5.25 Current RSS includes a target for 61% of new housing in the District to be accommodated on previously developed (brownfield) land. Proposed Changes to the new draft RSS includes a revised and updated annual target of 65% which the LDF will adopt to ensure conformity. The revised target will help to achieve sustainable development and will encourage the efficient use of land and buildings in urban areas and other settlements.
- 5.26 Table 19 will show how the combination of brownfield sites among current commitments together with the brownfield windfall allowance and brownfield sites in the list of preferred options for housing allocations, will ensure that the new brownfield of 65% is met over the period 2004 to 2021.

**Table 18:**

**Potential Allocations Assessment : Housing  
(incorporating PAS<sup>1</sup> and Housing Allocation<sup>2</sup> review)**

**Plan Period 2007 - 2021**

**Key**

SH	Settlement Hierarchy: -	SRC	Sub-Regional City	LSC	Local service centre
		PT	Principal Town	V	Village
		UA	Urban area		
B	Brown Field	R	Supports the Regen Strategy	Ec	Economic sustainability <sup>1</sup> remaining areas not included in proposed sites
G	Green Field	S	In scale with the settlement	S	Social sustainability
				En	Environmental sustainability <sup>2</sup> excluding areas with planning permission
W	Within Urban Area			EnT	Transport and Environment
E	Urban Extension				
D	Detached from Urban Area				
				FZ	Flood zone status

Site Ref	Site Name	UDP FA Designation	Site Capacity (hectares, dwellings)	Conformity with RSS, Core Strategy, Regeneration Strategy					Sustainability Appraisal				Major Site Constraints	Access. Model ( meets indicators score /6 )	Preferred Option / Rejected Option	Reasons, Requirements incl. mitigation (Preferred Options)  Available and Achievable check (Preferred Options)
				SH	B/G	W/E/D	R	S	Ec	S	EnT	En				



## **6.0 CURRENT EVIDENCE ON POTENTIAL SITE DELIVERY AND DEVELOPMENT**

- 6.1 As stated above Planning Policy Statement 3 requires Local Development Documents to identify sufficient specific deliverable sites to deliver housing in the first five years and then identify a supply of specific, developable sites for the years 6-10, and where possible for years 11-15. Where it is not possible to identify specific sites for years 11-15, broad locations for future growth should be indicated.
- 6.2 Sites which will provide an adequate supply of housing throughout the plan period upto 2021 will be set out in the Site Specific Proposals document where additional evidence will also be given on whether the sites will be brought forward in the first 5 years of the plan (where they are available, suitable and achievable) and which will be brought forward in the latter years of the plan period (using Table 19 set out earlier). For the period 2021-2026, the Core Strategy sets out broad locations for future growth in Policy CS2.
- 6.3 At the time of submission of the Core Strategy documents the Council has not produced a Strategic Housing Land Availability Assessment. Instead other relevant evidence will be relied upon to demonstrate that the spatial development strategy and the indicative housing delivery settlement targets can be delivered.
- 6.4 The Council began collecting information on sites when early engagement began on the LDF. During this period a large number of housing sites have been put forward to the Council for possible inclusion in the Site Specific Proposals document. Although work is still progressing on the assessment of these sites before they can be included in a Preferred Options report, initial assessments have been undertaken in accordance with the process set out in the previous chapter. As such the Council is able to demonstrate from its existing data on sites that the Core Strategy spatial development strategy and the indicative housing delivery settlement targets are likely to be able to be delivered. Key pieces of evidence which demonstrate this are the results of the Council's Urban Potential Study, sites still contained in the housing supply as set out earlier in this report (existing commitments), sites still to be delivered from the existing UDP housing allocations, and the early work carried out on the potential sites received through public consultation on the LDF itself.
- 6.5 The list of present sites identified from the above sources is set out in the Site Specific Proposals document – Initial Sustainability Appraisal documents and in the work carried out to date on the Central Wakefield Area Action Plan – Preferred Options Report. These documents have been made publicly available and can be downloaded from the Council's website or obtained directly from the Spatial Policy Team. These sites have been collated into Table 20 below and assumptions made about density of development as set earlier in this document. At present the total number of possible housing and special policy areas identified is 163, yielding an estimated possible total of upto 38133 dwellings during the plan period. Clearly not all these sites will meet the policy requirements set out in national, regional and local policies, and have not been tested against detailed technical and sustainability factors. The results of this work will be set out in the Site Specific Proposals document - Preferred Options Report and accompanying documents, when some of these sites may be rejected. It is also expected that a considerable number of additional sites will come forward once the Council has carried out consultation on the Preferred Options, which will need to be assessed before the submission stage of the Site Specific Proposals document. Table 13 earlier in this document indicates that at least 12,404 dwellings would be required across the district from new LDF allocations, taking into account existing commitments and a brownfield windfall allowance. This requirement figure represents approximately 33% of the total number of dwellings currently estimated, allowing for a potential discount rate of approximately 67%. This level of estimated supply, together with the potential for further sites to be considered during the preparation of the Site Specific Proposals document, is considered to be a robust and credible evidence base to demonstrate the deliverability of the housing assumptions set out in the Core Strategy

submission document and early work on the Site Specific Proposals document indicates that sufficient land can be found to meet the requirement.

**TABLE 20: POSSIBLE HOUSING SITES SET OUT IN THE SITE SPECIFIC PROPOSALS DPD – INITIAL SUSTAINABILITY APPRAISAL (VOL 1 AND 2) & CWAAP PREFERRED OPTIONS**

Site Reference	Site Name	Site Capacity
	<b>Castleford – Principal Town</b>	
N2	Flass Lane, Cutsyke	142
N6	Former Lambson's Chemicals Site	1337
N9 East	Wheldale Fryston	150
N42	St Andrews Road, Fryston	93
N115	Pemberton Drive.....	87
N143	Saxon Way, Airedale	242
N9 West	Castleford Riverside Special Policy Area - C6	1200
N101	Castleford Tigers.	153
N31	Land off Ackton Pasture Lane (CAS13 pt.)	16
N97	Land Fronting Holywell Lane, Glasshoughton	150
N102	Ackton Pastures (CAS13 pt.)	326
N107	Adjoining Well Wood (CAS39)	327
N108	East of Watling Road (CAS40)	112
	Castleford town centre	137
	<b>TOTAL</b>	<b>4472</b>
	<b>Pontefract – Principal Town</b>	
N1	Former Prince of Wales Colliery A	1433
N50	Land North of Moor Lane, Carleton (PNT44)	358
N51	Ackworth Road / Hardwick Road (PNT40)	
	A modified reduced site	668
	B remainder	316
N100	Land at Pontefract General Infirmary	126
N104	Grove Road, Pontefract (PNT66)	20
N109	Land Between Knottingley Road and Ferrybridge Road (PNT42)	
	A South of Railway	161
	B North of Railway	441
N110	Land East of Cobblers Lane (PNT43)	813
	N110A (part) Redrow Homes	602
N121	Land North of The Chestnuts, Pontefract	22
N123	Land at Willowdene Lane, Pontefract	53
N137	Land off Eastbourne View, Pontefract	452
N141	Land at Halfpenny Lane Allotments, Pontefract	112
	Pontefract town centre	294
	<b>TOTAL</b>	<b>5871</b>
	<b>Featherstone – Urban Area</b>	
N41	Featherstone	
	A	303
	B	632
N45	Land South of Purston Jaglin	98
N91	Land at Lister Close, Featherstone	150
N92	Girnhill, Featherstone	250
N134	Land off Southfield Avenue, Featherstone	38
N140	Allotments to rear of Featherstone Lane, Featherstone	81

	<b>TOTAL</b>	<b>1552</b>
	<b>Knottingley – Urban Area</b>	
N5C	NE of former A1-M62 interchange	1275
N36	Knottingley Riverside A & B (inc. KNT29)	150
N89	Land at England Lane – Middle Lane	181
N106	Womersley Road Quarry, Knottingley (KNT30)	236
N112	West Ings Lane (KNT23)	209
N120	Knottingley Relief Road and associated Land	
	A	105
	B	520
	C	622
N138	Land at Forge Hill Lane, Knottingley	129
N139	Land at A1 Business Park, Knottingley	32
N142	Land at A1 Business Park (Island site), Knottingley	65
	<b>TOTAL</b>	<b>3524</b>
	<b>Normanton – Urban Area</b>	
N25	Former Brickworks, Wakefield Road, Normanton	94
N32	Land at Church Lane, Normanton	47
N39	Altofts Hall Farm, Normanton (pt. NOR26)	
	A	539
	B	133
	C	345
N40	Ashfields, Normanton (pt. NOR25)	
	A	650
	B	54
	C	140
N46	Station Road, Normanton (Normanton South Yard) (pt. NOR26)	203
N52	Land off Falmouth Avenue, Normanton (pt. NOR25)	69
N86	Normanton Station Areas - Adjoining Normanton Town Centre	250
N113	North & East of Ashfield, Normanton pt. (pt. NOR25 remainder) A Part coinciding with N86	465
N103	Dalefield Road/Gypsy Lane, Normanton (NOR9 pt.)	53
N124	Land at Greenfield Road, Altofts	31
N128	Land at Woodhouse Common	297
N133	Land to Rear of Church Lane, Altofts	26
N135	Land off Snyderdale Road, Normanton	58
N136	Land off Beckbridge Lane, Normanton	22
	<b>TOTAL</b>	<b>3476</b>
	<b>Darrington – Village</b>	
N96	Land at Back Lane, Darrington	24
	<b>New Sharlston – Village</b>	
N37	Sharlston Colliery Land at High Street	44
	<b>Streethouse - Village</b>	
N53	Land at Whinney Lane, Streethouse (FTH24)	95
N126	Land off Red Lane Streethouse	143
	<b>TOTAL</b>	<b>238</b>
	<b>South East Area</b>	
	<b>Hemsworth – Urban Area</b>	
SE17	Land at Vissett Cottage Hotel, Barnsley Road, Hemsworth	30
SE29	West End, Hemsworth	160
SE52	Land off Oak Tree Grove / Common Lane, Hemsworth (pt. HEM39)	82

SE56	Sports Ground, Kirkby Road, Hemsworth	60
SE63	Kirkbygate, Hemsworth (HEM8)	35
SE66	Land at Common End (HEM39 pt. remainder)	168
	<b>TOTAL</b>	<b>535</b>
	<b>South Elmsall / South Kirkby – Urban Area</b>	
SE10	Westfield Lane Improvement Area, South Elmsall	536
SE12	Land off Carr Lane, South Kirkby	30
SE19	Land off Field Lane, South Elmsall	75
SE20	Land off High Street, South Elmsall	39
SE41	Adjoining Station, South Elmsall	104
SE45	Northfield Lane, South Kirkby	29
SE48	Land to rear of Cambridge Street, Moorthorpe	47
SE53	Land off Langthwaite Lane, South Kirkby (EMS14)	260
SE54	Former Common Farm, South Elmsall	73
SE61	Common Road, South Kirkby (EMS17)	30
SE60	Carr Lane / Faith Street, South. Kirkby (EMS16)	19
SE59	Rowley Lane, South. Elmsall (EMS24)	44
<b>SE68</b>	Land at Moorthorpe Station	7
SE69	Land at West Street, South Kirkby	13
SE70	Land at Aaron Wilkinson Court, South Kirkby	19
SE71	Land at Grove Drive, South Kirkby	15
SE72	Land at Northfield Avenue, South Kirkby	40
SE79	Land at Broad Lane, South Kirkby	1395
	<b>TOTAL</b>	<b>2775</b>
	<b>Ackworth – Local Service Centre</b>	
SE13	Land at Elmcroft Farm, Ackworth	44
SE57	Brackenhill Quarry, Ackworth (ACK34)	116
SE73	Land at Brackenhill	364
	<b>TOTAL</b>	<b>524</b>
	<b>Fitzwilliam/Kinsley – Local Service Centre</b>	
SE32	Farm Lane, Kinsley (HEM3) (inc. extension)	89
SE42	City Estate, Fitzwilliam	170
SE49	Land off Newstead Lane, Fitzwilliam	79
SE55 / SE64	Land at Farm Lane Fitzwilliam	101
SE65	Wakefield Road, Kinsley (HEM37)	89
	<b>TOTAL</b>	<b>528</b>
	<b>Ryhill/Havercroft – Local Service Centre</b>	
SE50	Land at Henry Avenue, Havercroft	66
SE62	North of Madeley Road, Havercroft (HEM4)	71
	<b>TOTAL</b>	<b>137</b>
	<b>Upton – Local Service Centre</b>	
SE11	Waggon Lane Recreation Ground, Upton	71
SE18	Common Lane, Upton	342
SE46	Shinwell Estate (EMS72)	98
SE51	Land at Brookside Farm, Upton	22
SE77A	Sheepwalk Lane, Upton	93
	<b>TOTAL</b>	<b>626</b>
	<b>Thorpe Audlin - Village</b>	
SE47	The Bungalow, Pontefract Road, Thorpe Audlin	17
	<b>South Hiendley - Village</b>	
SE67	Orchard Drive, South Hiendley (HEM38)	24
	<b>High Ackworth</b>	

SE15	Land at High Ackworth	35
	<b>Wakefield (Rest of Urban Area) – Sub-Regional City</b>	
W1A	Paragon Business Park Extension, Land at Snowhill NWS65 Nov '07 masterplan modified	1200
W2	Former Wakefield Power Station Site, Doncaster Road	220
W4	Warburton's, Westgate End	22
W33	Manygates Campus, Barnsley Road	67
W44	Balne Lane	178
W45	Thornes Park, Horbury Road	161
W83	Land off Jerry Clay Lane, Wrenthorpe	143
W88	Land to the west of Asda, Sandal	52
W89	Land to the north of Asda, Sandal	88
W91	Walton Lane, Sandal (SEW5)	215
W94 & W99	Lupset (NWS45) Rear of Milton Crescent, Snapethorpe	260
W96	Stanley Hall (NWS47)	203
W103	North of Ruskin Avenue (NWS48)	299
W104	Land to the north of Bradford Road, Wrenthorpe	98
W115	Land off Silcoates Lane, Wrenthorpe	92
W107	Land at Dewsbury Road, Wakefield	563
W113	Diamond Business Park	162
W118	Land at Red Hall Lane, Newton Hill	91
W42	Durkar Lane, Crigglestone (SEW34)	391
W55	600 Denby Dale Road, Broad Cut, Calder Grove	30
W100	Land at Ferry Lane	37
W121	Former Flanshaw Children's Centre	76
	<b>TOTAL</b>	<b>4648</b>
	<b>Horbury – Urban Area</b>	
W8	Engine Lane, Horbury Bridge	231
W9	Terry Mills, Westfield Road, Horbury	61
W10	Phoenix Works, Storrs Hill Road, Horbury	26
W54	Benton Hill, Horbury	64
W59	Bombardier, Horbury Junction i housing or ii mixed use – housing & employment)	177
W105	Land at Netherton Lane, Horbury Bridge	19
	<b>TOTAL</b>	<b>578</b>
	<b>Ossett – Urban Area</b>	
W35	Land SE of Birchen Ave, Birchen Hills, Ossett	96
W52	Land off Love Lane, Ossett	
	A Large Area	185
	B Small Area	27
W92	Runtlings Mill, Ossett (OH9)	20
W97	Storrs Hill, Ossett (OH17)	80
W98	Land at Fairfield drive Ossett	15
W102	Land at Tateley Lane, Gawthorpe	18
W108	Land North of Gawthorpe	291
W119	Land at Swithenbank Street, Ossett	80
	<b>TOTAL</b>	<b>812</b>
	<b>Stanley &amp; Outwood – Urban Area</b>	
W7	Former Lofthouse Colliery Site, Outwood (NWS46)	344
W40	Former Newmarket Colliery Site, Stanley (mixed use)	2812
W41	Victoria Way, Outwood	99

W93	Victoria Street, Outwood (NWS21)	22
W106	Land at Leeds Road, Newton Hill	83
W120	Land at Park View, Lofthouse Gate	490
	<b>TOTAL</b>	<b>3850</b>
	<b>Crofton – Local Service Centre</b>	
W43	Bedford Farm, Crofton (WCS33)	197
W48	Land East of Priory Ridge, Crofton (inc. WCS32).	
	A	274
	B	68
W116 i	Land off Cock Lane, Crofton	150
W117 i	Land off Weeland Road, Crofton	30
	<b>TOTAL</b>	<b>719</b>
	<b>Hall Green - Village</b>	
W53	Hollingthorpe Hall Farm, Hall Green	267
W85	Land North of Hollingthorpe Estate, Hall Green (SEW35)	84
	<b>TOTAL</b>	<b>351</b>
	<b>Kirkhamgate - Village</b>	
W34	Kirkham Farm, Kirkhamgate	263
W86	Land to the Rear of 184 Batley Road, Kirkhamgate	35
	<b>TOTAL</b>	<b>298</b>
	<b>Walton - Village</b>	
W6	Grove House Farm, Walton (WCS35)	143
W60	A Waterways Land (Persimmon)	70
	B Waterways Land, Walton (WCS34)	393
	<b>TOTAL</b>	<b>606</b>
	<b>Woolley - Village</b>	
W36	Land at Water Lane, Woolley	32
	<b>New Sharlston – Village</b>	
W114	Land at Crossley Street, New Sharlston	54
	<b>Rural</b>	
W37	Former Woolley Colliery	90
W58	British Oak (mixed use).	813
W81	Land at Oakenshaw Lane, Heath Common	44
	<b>TOTAL</b>	<b>947</b>
	<b>Wakefield City Centre Area Action Plan</b>	
N/A	Waterfront Extension, Wakefield	112
N/A	Stanley Road/Jacobs Well Lane	205
N/A	Clayton Hospital, Northgate, Wakefield (excluding Nurses' Home)	113
N/A	Wakefield College, Sandy Walk, Wakefield	28
N/A	Ings Road/Westgate SPA (Denby Dale Road to Westgate)	128
N/A	Kirkgate/Sun Lane	40
N/A	Additional dwellings proposed at Crown Works (136), Sun Lane Cinema (51), Calderfords (23)	210
	<b>TOTAL</b>	<b>836</b>
	<b>CUMULATIVE TOTAL</b>	<b>38133</b>