

**WHITE YOUNG GREEN PLANNING LTD  
REGATTA HOUSE  
CLIPPERS QUAY  
SALFORD QUAYS  
MANCHESTER  
M50 3XP**

**TEL 0161 872 3223  
FAX 0161 872 3193**

**BARROW-IN-FURNESS URBAN CAPACITY STUDY**

FINAL REPORT

Prepared by

**WHITE YOUNG GREEN PLANNING**

For

**BARROW-IN-FURNESS BOROUGH COUNCIL**

**Base Date 31<sup>st</sup> March 2006**

**Publication Date: July 2007**

# CONTENTS

	PAGE
1. INTRODUCTION	1
2. THE HOUSING MARKET	3
3. IDENTIFYING UNCONSTRAINED CAPACITY	12
4. SURVEYING THE UNCONSTRAINED CAPACITY FROM SITE BASED SOURCES	15
5. ESTIMATING CONSTRAINED CAPACITY – APPLYING THE DISCOUNTING METHODOLOGY – SITE BASED SOURCES	22
6. OTHER SOURCES OF CAPACITY	31
7. SUMMARY OF RESULTS	32
8. CONCLUSIONS	34



APPENDIX 1: SITE PRO-FORMA

APPENDIX 2: MARKET VIABILITY PRO-FORMA

APPENDIX 3: DATABASE OF SITES

APPENDIX 4: MARKET VIABILITY DATABASE

Project No: A024200

Date:	27 <sup>th</sup> July 2007
Prepared By:	 Paul Shuker
Approved By:	 Keith Nutter

# 1 INTRODUCTION

## Background to the Study

- 1.01 White Young Green Planning was appointed by the Barrow-in-Furness Council Borough Council to undertake an Urban Capacity Study within the Borough. This study will help to inform the Core Strategy, Area Action Plans and Site Allocations DPDs being prepared for the Barrow-in-Furness Local Development Framework (LDF).
- 1.02 The basis of the study was to provide an estimate of capacity derived from both comprehensive survey work and desk-top work in accordance with both Government and North West Regional Assembly (NWRA) guidance to ensure that the methodology adopted is sufficiently transparent and robust to stand up to subsequent scrutiny and be consistent with other studies elsewhere.
- 1.03 In summary the aims of the study are to:
- Identify potential sources of housing capacity;
  - Assess yields to identify the realistic supply in line with the guidance prepared by NWRA (Entec); and
  - Discount potential unconstrained capacity to reflect the realistic opportunities.
- 1.04 It must be noted that the study represents a particular snapshot in time of urban potential, and only an effective Plan, Monitor and Manage process in the future will be able to assist in quantifying the overall robustness of the output and conclusions. This study seeks to provide a robust and consistent picture of urban potential for housing development across the Borough of Barrow-in-Furness, whereby the Council can come to a clear view on the need to release future land and the potential timing of this.
- 1.05 In addition to providing an overview of the urban housing capacity of Barrow-in-Furness, this report can also be used to inform the Council's decisions on planning applications for housing development and will inform the ongoing review of development plan policy.
- 1.06 Whilst the report assesses capacity against the current development plan targets as set out in the saved Local Plan, it is intended primarily to inform the emerging LDF which will reflect any new housing targets for the Borough set out in the forthcoming revised RSS.

1.07 The identification of sites in this study or their score does not imply that Barrow Borough Council would necessarily grant (or refuse) planning permission or allocate the sites for residential development. Similarly it does not preclude the possibility of sites being developed for other appropriate uses. Nor does it preclude the possibility of residential development being granted on sites that have not been included in the study. Applications on unallocated sites will be assessed against the relevant development plan policies and on their merits.

## 2 THE HOUSING MARKET

---

### The National Housing Market

- 2.01 The most detailed information sources available for documenting house prices are provided by the Halifax and Nationwide. Comprehensive monthly and quarterly reports are produced which illustrate price changes and overall trends in the housing market. The Halifax House Price Index dates back to 1983 and provides the most robust overview of the housing market. Seasonally adjusted average house prices in the UK have increased by 543% in this period (January 1983 to June 2005) according to the Halifax, or by an average of £132,857 in real terms. However, this figure masks the significant regional variations which exist.

### *Past Trends – The ‘Boom Bust’ Cycle*

- 2.02 In the mid to late 1980s the market experienced significant year on year price increases, which was initially concentrated in the South East and Greater London. In the 1984 to 1985 period house prices increased by 13% and 17.6% respectively, in comparison to a national average of only 9.1%. House prices nationally continued to accelerate rapidly, led by the South East, forming a huge boom in the property market. Over the period 1983 to 1989 house prices in the South East and Greater London rose from an average of £40,204 to £99,562, an increase of 148% over a six year period. However, this was followed by a significant slow down in 1988 – 1989, when the rate of increase reduced in the South West from 37.6% to 11.5%; South East from 28.4% to 5.1%, and Greater London from 22.3% to 2.3%.
- 2.03 Clearly the South of England had reached the end of the housing boom. However significant price increases continued in the Midlands and Northern regions. Emanating from the South, house prices followed a similar pattern to that outlined above. For example, in 1989 Yorkshire and Humberside saw house prices increase by 43.6%, rising from an average of £35,791 to £51,414.
- 2.04 Across the country the rapid acceleration of house prices led many owner occupiers to believe that the value of their property would remain high. As a result, borrowing against the value of properties increased and house sales continued to accelerate. However, in 1990 when retail price pressure reached its peak in the UK, interest rates were used to control the rate of growth. UK mortgage lenders reacted by raising their borrowing rates, in excess of 14% in 1988 – 89. Subsequently the housing market crashed, however mirroring the pattern of the property boom this was experienced

first in the South, as property prices continued to climb in the Northern regions. By 1991/ 1992 house prices were in decline in all English regions, resulting in certain properties falling into 'negative equity'. The housing market remained in crisis for a number of years, until 1996 when steady growth resumed across the country.

### ***The Current Housing Market***

- 2.05 House prices have continued to increase since 1996. However the market has remained much more stable in recognition of the previous boom bust cycle. In the three years following the 1996 recovery annual UK house prices rose by an average of 6.3%. More recently the market has accelerated across the country, again radiating from the Southern regions. In 2002 this began to even out across all regions and in fact the percentage increase in the Midlands and the North outstripped that of the South East and Greater London. Since September 1995 average house prices have risen nationally from £53,000 to approximately £172,000 in quarter 4 (October to December) of 2006 (according to the Nationwide Building Society). Notwithstanding this, house prices fell by 1.0% nationally in December 2006 compared to the previous month, although prices in the final quarter of 2006 were still significantly higher than prices in the final quarter of 2005. The commentary which accompanies these figures notes that despite the fall observed in December 2006 it remains too early to tell whether this indicates a genuine slowdown in the housing market.
- 2.06 The Nationwide notes that the annual house price inflation in the UK was recorded as 9.3% at quarter 4 of 2006. Furthermore the Halifax notes that house prices in quarter 4 of 2006 were 4.2% higher than those in quarter 3. However despite the continuing increase in property prices observed, there are indications that the upturn in activity may be losing momentum. The RICS (Royal Institution of Chartered Surveyors) monthly survey (January 2007) reported a weakening in the number of new buyer enquires in January 2007, as new buyer enquiries were held back by the recent interest rate rises. Notwithstanding this, the RICS survey noted that this fall has occurred from a high base, and therefore the market remains fundamentally strong.
- 2.07 In 2006 the north/ south house price divide widened slightly following successive narrowing in 2003, 2004 and 2005. The average property price in the south (defined as London, the South East, the South West and East Anglia) was £90,013 higher than its counterpart in the north (defined as the rest of the UK) in quarter 4 of 2006. According to the Halifax, Northern Ireland witnessed the largest house prices in percentage terms in quarter 4 of 2006 with a 15.9% rise, and it experienced an annual house price growth rate of 44.1%, which is almost five times faster than the

UK average and three times faster than the 16% recorded in the next best performer, Scotland. Northern Ireland was seen to perform particularly well due to a strong labour market and high levels of immigration, in addition to high demand from second homebuyers and buy-to-let investors. London was the strongest performer in England with an annual house price increase of 11.3% over 2006 according to Nationwide. In terms of the Northern region (which includes Barrow-in-Furness) house prices increased by 8.6% over 2006, according to the Halifax. This took the Northern region from bottom in the English league table in the last quarter to third at quarter 4 of 2006.

### ***Market Forecast***

- 2.08 The Halifax anticipates that UK house prices will rise by 4% in 2007 over the UK as a whole. Continued economic growth, rising employment and an ongoing lack of supply will continue to drive up house prices over the coming months. Notwithstanding this, recent interest rates increases are expected to cause a greater degree of caution amongst homebuyers. Slower UK economic growth, subdued real earnings and greater pressure on household finances due to the substantial increase in utility bills over the past year will contribute to slower house price inflation over 2006, according to the Halifax.
- 2.09 Nationwide expect that UK house price growth will be led by London and the South East where supply issues are most acute. Scotland and Northern Ireland will continue to post strong year-on-year gains but at a much slower rate than in 2006. Overall the housing market is expected to remain fairly flat across the whole of the UK over 2007, although property experts across the industry predict another tough year for first-time buyers, with affordability the key issue. The biggest gains in 2007 are forecast for Northern Ireland (8%- 15%) and London (8%- 11%), with the North and the East Midlands expected to experience the smallest rise in house prices (1%- 4%). Although the slowdown in house prices will have an impact on the property market in the North it is still evident that average house prices are well above those recorded 5 or 10 years ago. Therefore, with regard to economic viability it is evident that significant land values can still be generated which is important when assessing brownfield locations or constrained sites.

### **The North/ North- West Regional Housing Market**

- 2.10 It should be noted that Barrow-in-Furness falls within the 'North-West' Region according to national planning guidance, but is classified as part of the 'North' region according to the property market. As such, the section below refers to both the

'north-west' region and the 'north' region, each of which include Barrow-in-Furness within the context in which they are used.

- 2.11 The most up-to-date information on the changing nature of housing markets in the North/ North West is contained in the North West Regional Housing Strategy (NWRHS), published in October 2005 by the North West Regional Housing Board. Furthermore, a significant amount of research has been undertaken into the regional housing market due to the high incidence of low demand and housing market failure throughout the region.

### ***Housing Stock***

- 2.12 The North West is the third largest region in England in terms of the number of dwellings with 3.0 million dwellings. The results of the Survey of English Housing, conducted by the Department of Communities and Local Government (DCLG, formerly the ODPM) for the 2004/ 2005 period (published October 2006), contains no data regarding the type of dwellings present in the region. However, the previous study established that at March 2004 the greatest proportion of dwelling type in the region were semi-detached properties (37%) followed by terraced properties (33%), both above the average for England as a whole.
- 2.13 Owner occupation is the predominant tenure in England, accounting for 71% of the housing stock in 2005 according to the DCLG. In the North West region tenure closely correlates with the national average, with 72% of properties in owner occupation at 2005. In addition, 9% of properties in the North West are privately rented (12% nationally), 8% Housing Association rented (7% nationally), and 10% local authority (compared to 11% nationally).
- 2.14 The region's housing stock is characterised by a high proportion of dwellings built pre 1945 (44%). The region also has a high proportion of dwellings located in neighbourhoods classified by the English House Condition Survey 2001 as 'poor', noted as particularly high for social housing.
- 2.15 The rate of house building in the region over recent years has varied quite significantly between more localised areas. However, the level of new dwellings built between the years 2002 and 2003 was 18,400 homes. Indeed, the average overall rate between 1998 and 2002 was consistent with this, at around 18,000 homes per annum. The NWRHS highlights that private sector demolitions are the highest in the country, at over 40% of the national total. The actual figure however remains relatively low, especially in comparison to the number of local authority demolitions, at

around 625 per annum between 1997 and 2001, in comparison to 2,400 local authority dwellings in the same period.

- 2.16 The NWRHS also notes that the North West has the highest proportion of vacant property in England, over 130,000 dwellings in 2002, which represents 4.5% of the stock across all tenures. Furthermore, it is estimated that over 40% of England's low demand properties are located in the region, 14.7% of all homes, which equates to 440,000 properties in total.
- 2.17 Over the last ten years, flats and maisonette properties in the North West have seen the strongest growth according to the Halifax. Prices for these properties have increased by 251% from an average of £32,324 in quarter 3 of 1996 to £113,587 in quarter 3 of 2006. Terraced Houses have also performed well, with average prices increasing by 209% over the 10 year period.

### ***House Prices***

- 2.18 In line with the UK as a whole the North (which includes Barrow-in-Furness) has experienced significant house price increases over recent years. Notwithstanding this, average house prices in the region remain significantly below other more prosperous regions, most notably in the South. However, the gap between house prices in the North and those in the South is narrowing according to the Halifax, with Greater London prices in quarter 3 of 2006 only 1.9 times higher than those in the North, compared with 3.0 times in quarter 3 of 2002. However as the growth performance of the North has been relatively varied on a quarter by quarter basis it remains to be seen whether the stronger and more broad based growth recorded in 2006 will continue in 2007
- 2.19 The Land Registry recorded average house prices in the region for the third quarter of 2006 to be £143,296, compared to the average house price in England and Wales of £211,452. However, the Halifax Regional Price Index notes that house prices in the North increased by 5.5% in quarter 3 of 2006, compared to the same period in 2004. This figure is significantly below the UK average of 9.9%. Over the past five years house prices in the North have risen by an average of 145%. House price rises were seen to be spread across the region although the strongest house price growth over the past year has been in Ashington in Northumberland, where prices have risen by 19%.
- 2.20 In recognition of this situation, the NWRHS notes that between the 2002/ 2004 period comparatively sharp increases in house prices have occurred across the North West

and prices were still rising steeply at the end of the period. Notably, it was the higher priced areas that experienced the greatest increases. However, despite rising prices the report indicates that the North West lost ground against the rest of the country over the 1996- 2004 period in terms of house prices. In the NWRHS report central North West areas are seen to enjoy the highest house prices, with perimeter and coastal areas having the lowest house prices.

- 2.21 Within Barrow-in-Furness itself the latest HM Land Registry dataset indicates the average house price in the third quarter of 2006 to be £101,742, which is significantly below the average for the North region (£143,296). However, compared to the third quarter of 2005 house prices in Barrow-in-Furness increased by 12.3%, against an average increase in the region of 8.6%. Notwithstanding this, compared to the previous house prices in quarter 2 of 2006 in Barrow-in-Furness actually decreased by 0.4%, which is below the North regional average of house price change over the period (3.4%).

#### ***Overview of Barrow-in-Furness***

- 2.22 Although information is available on the residential property market from comparable sources at a national and regional level, it is far more difficult to gain consistent comparable evidence when examining sub-regional areas (such as Cumbria and North Lancashire) or individual districts or local housing market areas. Therefore, this study recognises that one of the most robust ways of gathering information on the current and future property market within the study area is through direct consultation with local estate agents. In the course of this study a series of interviews were undertaken over the telephone involving discussions with a total of 8 estate agents operating in the Barrow-in-Furness area. These discussions were around 15 minutes in length with the format being semi-structured in order to ensure that all the major points of interest to this study were covered, whilst still allowing flexibility to enable agents themselves to focus on issues seen as being of particular concern to the housing markets in specific areas.

#### **The Housing Market in Barrow-in-Furness**

##### ***Definition and areas of strength and weakness***

- 2.23 The estate agents surveyed in Barrow-in-Furness were positive about the current state of the housing market in the area. Demand was seen to be high over all areas of the town and indeed the Borough as a whole, with properties selling well. First time buyers are particularly interested in Walney and the central areas, especially around Ainslie Street, as prices here are below the £80,000 mark. The town centre

was seen to have a high number of landlords within it, with a significant proportion of the residential population renting their properties. As such investors are extremely active in the town, and are the main drivers of housing demand, albeit buy to let market. The most popular area in which to buy was thus considered to be the central areas of Barrow-in-Furness due to the low property prices there.

- 2.24 No areas of town were seen to be ‘undesirable’, with properties in all areas selling well due to relatively low prices. However, one estate agent noted that Walney was not always popular with first time buyers coming from outside the area, and it was predominantly local people who originally lived in the area that brought properties there.

### **House Prices**

- 2.25 Figure 2.1 below shows the average house prices for key dwelling types in Barrow-in-Furness as at quarter 3 of 2006 (July to September) and compares these to average house prices across Cumbria as a whole.

**Figure 2.1: Average House Prices for Key Dwelling Types in Barrow-in-Furness**

Average House Prices (£)					
	Detached	Semi-Detached	Terraced	Flat/Maisonette	Overall
<b>Barrow-in-Furness</b>	193,892	131,504	81,501	63,222	101,742
<b>Cumbria</b>	276,123	157,124	112,791	135,518	165,217

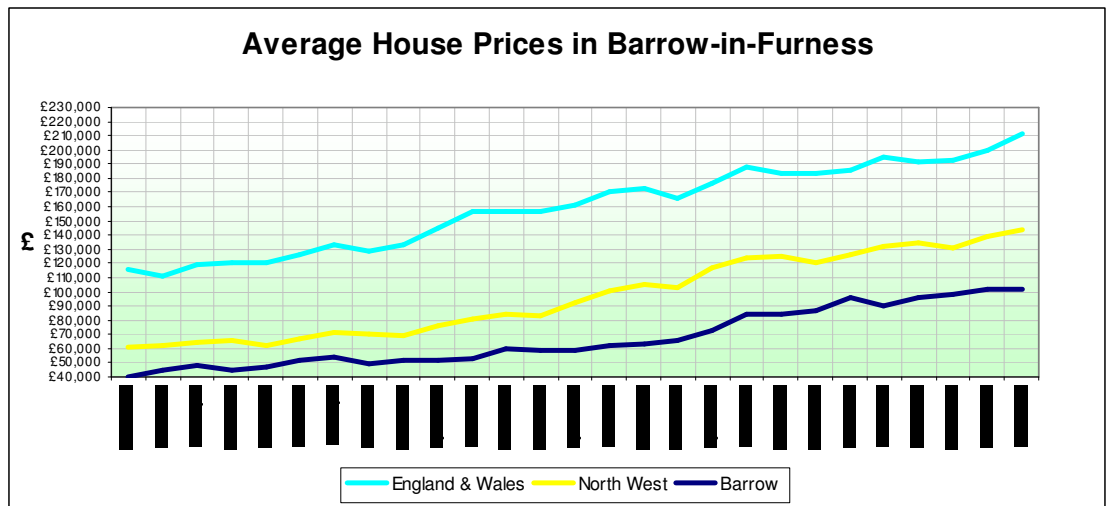
*Source: HM Land Registry (July- September 2006)(Sourced December 2006)*

- 2.26 Figure 2.1 shows that overall average house prices in Barrow-in-Furness (£101,742) are lower than those in Cumbria (£165,217). However, there are some variations between house types, with flat/ maisonette properties in particular under-performing when contrasted against the average for Cumbria.
- 2.27 With regard to areas within Barrow-in-Furness, house prices do vary by both settlement and postcode sector. The most expensive area based on actual sales of houses was found to be in post code areas around Dalton in Furness, with overall average house prices at £148,671 between July and September 2006. followed by the postcodes in the Askam in Furness area (£116,272). By contrast the post code area with the lowest average house prices was centred around Barrow Town Centre, which recorded an average selling price of £60,734 over the same period. Behind this came the immediate urban area to the south of Barrow-in-Furness Town Centre (£70,042) and to the north of the town centre (£84,035). As such, prices generally increased with distance from the town centre and is in accordance with the

information supplied by the estate agents interviewed. These relatively low property prices indicate why central areas in Barrow are so popular with first time buyers and investors.

- 2.28 House prices in the Barrow-in-Furness Borough were noted by estate agents as having doubled over the last few years. This situation is reinforced by Figure 2.2 below which demonstrates the rapid increase in prices which the area has endured, although recently prices were seen to have levelled out somewhat. Despite this increase however, house prices in the Borough were seen to be well below the North West regional average, and less than half that of the average house price for England and Wales.

**Figure 2.2:** Average House Prices in Barrow-in-Furness



**Current Market Trends**

- 2.29 The housing market in Barrow-in-Furness was considered to be strong, with a gradual increase in prices occurring. Notably, house prices in the town were seen to have doubled over the last few years, although these were felt to have levelled out recently as discussed above.
- 2.30 With regard to particular types of housing, 2-bed terraced housing was seen to be in high demand, fuelled by first time buyers and in particular investors, of which there are many locally. As mentioned previously the more central areas of Barrow were considered to have a high proportion of landlords for a town of this size, and occasionally these investors will outbid first time buyers in property sales. Rental investors buying properties were seen to be the main drivers of the local housing market rather than owner occupation. Due to the relatively low house prices which the

area has, affordability was not seen to be an issue by any of the estate agents interviewed.

- 2.31 Although terraced properties were moving particularly quickly, semi-detached properties and detached properties were also selling well. Therefore demand was seen to exist for the full spectrum of properties. However, estate agents considered that it was harder to sell properties over the £100,000 mark.

### ***Forms of Housing Supply and Demand***

- 2.32 The full range of property types is provided in Barrow-in-Furness. However, it was repeatedly reinforced by the estate agents that we spoke to that terraced properties were selling extremely well. Older terraced properties were seen to be less popular with buyers. Interestingly however, it seems that investors were not put off by properties which were in a relatively poor state of repair, and were willing to invest in such properties.
- 2.33 Gardens were seen to be a commodity in high demand by buyers, as most terraced properties in the town do not have them. Furthermore, it was seen to be problematic for some local residents to move up the property ladder. Although there are many terraced properties on the market, there was seen to be a significant gap between terraced properties and semi-detached properties in terms of price. It was considered that in the central areas of Barrow there is a lack of 3-bed terraced properties with gardens, which would present an additional step in-between the 2-bed terraced properties and semi-detached houses which currently exist. The existence of more such properties would enable easier transition of householders up the property ladder from terraced to semi-detached properties.
- 2.34 There is evidence of new build going on in the town. For example 'Ratings Village' has experienced new residential development, with new development comprising 2, 3, 4 and 5 bed-properties. Other new estates are being constructed elsewhere in the town, and new development is also occurring on Walney Island and at Rampside.
- 2.35 In addition, a future opportunity was seen to present itself with the possibility of the new Marina development in Barrow-in-Furness in the next 4 or 5 years, which would incorporate the development of new housing. New residential development here would comprise a 'Marina Village', currently with an allocation for 450 dwellings on an 11.5 hectare waterside site,

### 3 IDENTIFYING UNCONSTRAINED CAPACITY

---

#### **Tapping the Potential (TTP)**

- 3.01 The approach to this study is based on Government guidance 'Tapping the Potential' (TTP) produced in 2001. The first stage of the study requires defining the study area to be assessed. TTP advises that one approach may be to include in the capacity study all settlements that are considered suitable for accommodating housing in a sustainable way. The approach taken for this study is based on a comprehensive survey of the urban areas of Barrow-in-Furness, including Askam-in-Furness, as the areas in which to assess capacity. The survey was initially carried out by the Council, but was reviewed by White Young Green in order to ensure that the results were as robust as possible and consistent with the methodology used by White Young Green elsewhere.
- 3.02 TTP states that appraisals should consider as many sources of capacity as possible, no matter how unlikely some sources and locations may initially appear in terms of the current housing market. The methodology adopted for this study is consistent with this approach and sites were only excluded if they were a commitment prior to 1<sup>st</sup> April 2006 the base date for the study including those identified in the Housing Chapter Alteration of the Local Plan which was formally adopted on 2 June 2006.
- 3.03 However, we should note this assessment will later use the discount principles of the North West Regional Assembly's Exploring Urban Potential for Housing: The Guide" published in June 2003 to explore the constrained capacity.

#### **Stages of the Study**

- 3.04 The methodology used for this study is broadly based on a six-stage process:
- Stage One: Defining the Study Area
  - Stage Two: Identifying Site Based Opportunities
  - Stage Three: Assessment of the Identified Capacity
  - Stage Four: Surveying the Capacity
  - Stage Five: Discounting
  - Stage Six: Other Sources of Capacity
- 3.05 Although overall the study was undertaken by White Young Green, the Council carried out particular aspects of the study process. The Council's main responsibilities were:

- Identifying the initial supply of sites and other identifiable opportunities;
- Identifying the nature of potential constraints to the deliverability of those identified sites, particularly physical development constraints such as access and, contamination and ground stability;

3.06 White Young Green's main responsibilities involved:

- Assessing the economic viability of sites
- Discounting to be applied to identified sites; and
- Assessing other, non-site based, sources

## **IDENTIFYING SITE BASED OPPORTUNITIES**

### **Existing Information and Context**

3.07 The emphasis of this urban capacity assessment was firmly on identifying individual development opportunities wherever possible. The following TTP sources were assessed according to this 'site-based' approach:

- Previously developed vacant and derelict land and buildings (non-housing);
- Redevelopment of car parks (excluding Barrow-in-Furness Town Centre);
- Review of other existing allocations in plans;
- Vacant land not previously developed.

3.08 For each source the study avoids introducing any discounting assumptions as these should only be introduced later in the process. For example, it would be inappropriate to ignore a particular source of capacity simply because past trends and market analysis suggest that this is unlikely to be an important source. As noted by TTP markets can and do change. The other non-site based sources of capacity are considered later in the report (see section 6).

3.09 In identifying sites WYG drew on Officers knowledge of sites In the Borough. WYG can confirm that the Council did exclude sites which had significant known constraints which were considered 'show stoppers' and were highly unlikely to come forward or considered for residential development in the short to long term. All identified UCS sites across Barrow-in-Furness (totalling over 25 sites) were surveyed by White Young Green to ascertain and reassess current availability and update information in accordance with our methodology. However, after visiting each of the identified sites White Young Green were able to identify sites which would not be acceptable for residential development. Such sites were therefore excluded from the analysis from the offset.

- 3.10 During the survey process, the opportunity was taken to physically cover as much of the urban areas as possible, with the emphasis on identifying any additional sites. On this basis sites less than 0.1 hectares in size were not included within the site search.

### **SITE BASED SOURCES**

#### **Previously developed vacant and derelict land and buildings (non-housing)**

- 3.11 This category includes derelict or vacant sites either containing, or consisting of, wholly empty buildings or no buildings. Given the historical development of the area of Barrow-in-Furness, the physical structure of the town comprises a substantial amount of vacant land that has previously been used for port related industry and associated industries.

#### **The redevelopment of car parks**

- 3.12 Redevelopment of car parks represents a particularly important capacity source in the Borough, where all of the surface car parks identified as having development potential were allocated to this category. Only those surface car parks which were judged to be functional, well used and physically connected to an existing business or user were excluded from consideration. Indeed, only vacant car parks were considered.

#### **Review of other existing allocations in plans**

- 3.13 Employment sites shown as commitments on the Barrow-in-Furness Local Plan Review that have not been developed were reassessed as part of the comprehensive survey approach. The sites arising in these areas were subject to close scrutiny in terms of policy and physical developability constraints.

#### **Vacant land not previously developed**

- 3.14 This category includes land within the urban area that is without a use and that has not been previously developed. It includes land used for agriculture, playing fields, parks or allotments, which were considered underused.

### **ASSESSING YIELDS**

- 3.15 Once the opportunities for additional housing land had been identified in accordance with advice contained within TTP, a detailed assessment of site yields was made after the initial assessment of constraints.

- 3.16 WYG believe that a sound starting point for deriving density assumptions is derived from National Planning Policy Guidance PPS3 (2006) which states that net densities should be a minimum of 30 dwellings per hectare. The local plan is much more pragmatic and will normally accept the density required by the market, especially if this is considered to be in the interests of the economic regeneration of the area. The local plan does accept that higher density is appropriate in Central Barrow and Central Dalton areas. Policy B4 in the local plan states that unallocated sites should come forward at a density of at least 30 dwellings per hectare.
- 3.17 However, notwithstanding the advice in PPS3, a detailed assessment of site density assumptions informed by the constraints identified was undertaken by WYG. WYG has derived a yield for each site using urban design templates set out in Appendix 12 of the NWRA guide. The design templates are used to provide a realistic assessment of potential rather than a theoretical one. WYG assigned the most appropriate templates to each site based on source of supply and have then taken the average density for each relevant template. WYG has also estimated a net developable area for each of the site opportunities based on 80% gross to net ratio, rather than an applying a density to the gross site size to reflect provision for public open space, highway infrastructure and other land uses requirements.

### Overview of Unconstrained Capacity from the Site Based Sources

- 3.18 This sub-section identifies the total unconstrained capacity of all sites, and details how this is distributed. Figure 3.2 below shows the total unconstrained capacity of the agreed site-based survey list which includes 22 sites covering 77.1 hectares.

**Figure 3.2: Total Unconstrained Capacity from Site Based Sources**

	Total Unconstrained Area (Ha)	Total Unconstrained Capacity (dwellings)
<b>Barrow-in-Furness</b>	77.1	2,785

\* May not add up due to rounding.

- 3.19 Figure 3.3 shows the distribution of sites by their size. It was found that the larger sites (>5.0 ha) yield the most unconstrained capacity (41%) with 1,156 dwellings. Conversely smaller sites yield less unconstrained capacity, with sites below 1.0ha providing just 231 dwellings, or just 8% of the total yield.

**Figure 3.3: Unconstrained Capacity Distribution Across Site Sizes**

<b>Unconstrained Capacity</b>	<b>Total Unconstrained Capacity (dwellings)</b>
>5.0	1,156.4
1.0 – 5.0	1,376.3
0.4 – 1.0	233.2
0.2 - 0.4	
0.1 - 0.2	19.9
<b>Totals</b>	<b>2,785.9</b>

\* May not add up due to rounding

## 4 SURVEYING THE UNCONSTRAINED CAPACITY FROM SITE BASED SOURCES

4.01 As discussed in Section 3, 22 sites were analysed by White Young Green and the Council. The Council produced base plans for each site and a site based survey of each site was undertaken where the potential housing capacity was examined and the overall viability of the site was assessed.

4.02 Sites were surveyed by White Young Green and a representative from the Borough of Barrow-in-Furness Council for the purpose of providing important local information.

4.03 White Young Green's consistent approach to the survey involved the application of a standardised assessment checklist (or survey Pro-forma) to each potential opportunity site. The checklist was designed to assess each site against a number of key criteria that influence the suitability of a site for residential development, taking into account both relevant planning policies and the interests of developers. The criteria are based on those set out in NWRA guide. They are:

- **Developability**

A site could be prevented from being developed for residential use for a number of reasons including; the unwillingness of the owner to release the opportunity, unsatisfactory access, physical constraints, contamination or risk of flooding.

- **Market/Economic Viability**

Whether local market conditions would make residential development commercially viable. This covers local demand and supply characteristics, land values, estimated development costs, identifiable constraints and potential developer interest.

- **Local Character**

This relates to issues such as; the impact of residential development upon the local area, potential for future enhancements to the urban form, opportunities for mixed use schemes and whether there is a more favourable alternative use for the site.

- **Planning Policy/Standards**

Whether or not residential development would be compliant with planning policy. This not only examines existing development plan policy but considers

other constraints such as neighbouring uses, Conservation Areas and broad brush sustainability criteria.

- **Sustainability**

This assesses whether the site was in a sustainable location in terms of local services i.e. public transport, shops, employment, primary school and open space.

- 4.04 The above criteria follow the four principles guiding discounting set out in the NWRA guide, although greater emphasis is placed upon economic viability, for which a development appraisal or viability assessment was undertaken.

#### **Weightings Applied to the Pro-forma**

- 4.05 In order to assess potential levels of discounting, each site was scored against the criteria set out in the Fieldwork Pro-forma. A critical element of the checklist was to ensure that the final score realistically reflected the probability of the site actually coming forward for development in the current socio-economic climate. The completion of the pro-forma for each site resulted in each opportunity being scored out of a total of 100. A copy of the pro-forma can be found in Appendix 1.
- 4.06 Figure 4.1 illustrates how each site was judged in relation to the five criteria, which were allocated different proportions of the total score to reflect their relative impact. It was considered that the most significant criteria impacting on whether or not a site would come forward for development related to economic viability. The least critical was considered to be the development's impact on local character and its relation to sustainable development practice. Essentially, if a site can facilitate an economically viable residential scheme, the market is likely to bring it forward for redevelopment, regardless of whether it conflicts with local character or sustainability criteria. The impact of the site's developability and planning standards were considered to have strong impacts, yet not as significant as development economics and the ability of the market to bring forward a site for residential development.

**Figure 4.1: Pro-forma Criteria Score Distribution**

Criteria	Maximum Score
Developability	20
Market Viability	40
Local Character	10
Planning standards	20
Sustainability	10
<b>Total</b>	<b>100</b>

Developability

- 4.07 This criterion assesses the physical ability of the site to yield residential development, taking into account matters such as availability of access. It also notes any ownership constraints. At the site field visit WYG with the help of representatives from the Council were able to discuss the background information to each site and examine first hand on-site observation in order to form the basis for the developability scoring. This assessment was based on professional judgement and considered whether the site represented a realistic opportunity for residential development. During site field surveys consultants from WYG advised whether the site could be physically redeveloped for residential development, based on professional opinion.

Market Viability

- 4.08 Whether local market conditions would make residential development commercially viable. This covers local demand and supply characteristics, land values, estimated development costs, identifiable constraints and potential developer interest.
- 4.09 In addition scoring of this section was based partly on the results of assessment of Land Registry Data and speaking to local agents, and from separate 'on site' observations. The viability assessment explicitly examined issues such as costs associated with the demolition of buildings, and potential cost of contamination on site and how this would influence the viability of any future scheme. This information was collated as part of the survey process.

Local Character

- 4.10 The scoring of sites under this category was based on professional judgement. The scoring was based on whether the site was appropriate for housing development in terms of its setting, having regard to neighbouring uses and the character of the area.

### Planning Standards

- 4.11 Under this category sites were scored with regard to current Local Plan policies, other than existing site allocations, including conservation policies and national planning guidance. It also took into consideration the site's location in relation to adjoining incompatible uses. Scores were determined by reference to the Local Plan and national planning policies and by on-site survey.

### Sustainability Criteria

- 4.12 The scores allocated to sites were dependant on their proximity to key services and facilities such as public transport, employment, shopping facilities, open space and schools. This was based on creating more sustainable patterns of development an objective of National Planning Policy Statement 3 Housing (PPS3), and the scores were ascertained by reference to the Barrow-in-Furness Local Plan Review Proposals Map and local knowledge. It must be noted that this sustainability criteria assessment should only be considered as part of the study's viability assessment and is not a full sustainable assessment which the Council can apply when reviewing future housing land allocations.

### **The Importance of Economic Viability**

- 4.13 Developers and house builders have often criticised Urban Capacity Studies for not reflecting true market conditions and the economics of development. In order to ensure that views on market viability are realistic, White Young Green has developed its own economic viability assessment.
- 4.14 This involved the application of a separate, but interrelated, qualitative economic viability appraisal pro-forma (Appendix 2). The pro-forma addressed the state of the local housing market through postcode house price analysis, the most appropriate residential scheme for the site, and any abnormal costs associated with residential development.
- 4.15 A score of 0, 6 or 12 was awarded to each site in response to the criteria discussed above. A site that was considered to be located within a strong residential market and had limited constraints would generally be given a score of 12, as residential redevelopment was considered economically viable. A site located in a low value residential area, or one that is heavily constrained, may be considered as a less viable option and therefore scores 0 or 6 points. Each of the sites was assessed on this basis.

- 4.16 This separate score was then fed into the overall score for each site assessed by the fieldwork pro-forma. The purpose of this secondary appraisal was to provide a greater degree of qualitative analysis. In effect, this added to the overall strength of the scoring technique and further reinforces the robustness of the study findings.

#### **Interpreting Pro-forma Scores**

- 4.17 As set out in section 1, this interpretation is a hypothetical exercise and does not reflect any current or future planning decision by Barrow Borough Council on whether the site would be granted (or refused) planning permission or be allocated for residential use. Sites scoring in excess of 80 out of 100 can be regarded as very good opportunities for residential development and therefore would be likely to be brought forward by the market during the plan period. In contrast, sites scoring as low as 50 out of 100 would be considered to be heavily constrained, and therefore unlikely to come forward for residential development without public sector intervention, if appropriate. This is the basis upon which varying levels of discounting were applied to site yields, as explained in the following chapter.
- 4.18 The content and format of the pro-forma were agreed at the outset of the study with the Council.

#### **OVERVIEW OF SURVEY SCORES**

- 4.19 Once the site surveys were completed, the data from each pro-forma was transferred to an 'Excel' database to enable analysis and consideration of the results. The database is in a form which can readily be amended or added to as new sites come forward and will provide the Council with a very useful basis for monitoring.
- 4.20 The pro-forma scores ranged from 25 to 89 points, the mean average score being 57.

## **5 ESTIMATING CONSTRAINED CAPACITY – APPLYING THE DISCOUNTING METHODOLOGY – SITE BASED SOURCES**

- 5.01 The next process attempts to provide an informed estimate of the proportion of the constrained capacity that can realistically be expected to come forward and be developed over the plan period (2021). This is normally addressed through the application of ‘discounting’ procedures to the unconstrained capacity identified in Section 3.
- 5.02 Tapping the Potential recognises that discounting has been a problematic aspect of urban capacity studies and that the process is judgmental. It advises therefore that the discounting process should be as transparent and explicit as possible. It also advises against applying any form of discounting until a true unconstrained figure for capacity has been produced.
- 5.03 Assessing constrained capacity is not an exact science due to various factors, particularly the difficulties associated with attempting to predict what might happen to the housing market over the next 10-15 years. Other issues affecting capacity include changes in planning policy, both at national and local level and wider socio-economic factors which might impact upon lifestyles and aspirations. It was therefore considered unwise to provide a single ‘discount’ figure for constrained capacity.
- 5.04 As highlighted in Section 4 significant resources were committed in arriving at a figure for unconstrained capacity within Barrow-in-Furness. By surveying the opportunities of ‘urban potential’ identified, this unconstrained figure was ‘double-checked’ by White Young Green which provides an extremely robust starting position for the application of the discounting methodology. In addition, by using a pro-forma based approach to the site assessments, the conclusion reached on each site, which influences the discounting process, is fully transparent.
- 5.05 It is clear that there is no single answer to how to undertake the discounting process. Although TTP sets out some discount rates (based on a lower and an upper rate for each source of capacity), it advises that discounting rates should be established based on professional judgements, local knowledge and consultation with those active in the market. Whilst it is clear that the government does not believe that the process of discounting should be limited by expectations based on past performance, it is White Young Green’s view to take a cautious approach to discounting. Clearly economic viability is a critical factor in determining which sites are likely to be brought forward for development. However, Barrow-in-Furness is a Housing Market Renewal

Area and a Regeneration Priority Area where significant public sector intervention in the housing market is planned. It would be unrealistic for the HMR not to be taken in to account in the discounting process. Changes in the housing market over time will inevitably impact on the economic viability of individual sites and such changes are notoriously difficult to predict. This is particularly the case in parts of Barrow-in-Furness, where the impacts of regeneration initiatives could be significant. This is likely to be affected by higher brownfield targets in the recently adopted Structure Plan and the Draft revised RSS.

- 5.06 Levels of local authority pro-activity, changes to national planning policy, site conditions, availability of regeneration funds, changes to public intervention in house building etc can all potentially impact on the likelihood of sites coming forward for redevelopment. The approach adopted in this study enables the potential for changes in housing market conditions to be taken into account when assessing capacities.

#### **GROUPING OF SITE SCORES**

- 5.07 As highlighted in Section 4 of this report, the maximum score attributed to each site is 100. Therefore, it is assumed that a site scoring 80 is more likely to yield capacity within the defined plan period compared to a site scoring just 50. With this basic principle in mind, it is important therefore that sites scoring a high overall figure should be discounted less than sites scoring a low figure. For example, if ten sites score over 80 it is not unreasonable to assume that all of these sites would come forward for residential development in the plan period. In comparison, if another ten sites score just 50 then it is not unreasonable to assume that just two of the ten sites would be delivered during the plan period.
- 5.08 However, in order to provide a more systematic approach to the discounting process, the pro-forma score results were used to rank sites into Upper / Middle / Lower ranges. These 'ranges' represent the likelihood of sites coming forward for residential development.

#### ***Upper Range***

This represents the highest scoring sites from the pro-forma scoring mechanism. The threshold is set to include most sites that received full points and some that received half points for viability. These are sites that:

- Are likely to come forward for development
- Have the *lowest* level of discounting applied to them

### ***Middle Range***

This represents mid scoring sites. The threshold is set to include remaining sites that scored full points for viability, the majority of half-scoring sites and some nil scoring sites. These are sites that:

- May come forward for development
- Have the *middle* level of discounting applied to them

### ***Lower Range***

This represents low scoring sites. The threshold is set to include most sites that were not considered to be a viable development option and subsequently scored nil in this section of the appraisal, coupled with some sites that may come forward for redevelopment. These are sites that:

- Are unlikely to come forward for development
- Have the *highest* level of discounting applied to them

5.09 In arriving at the score ranges White Young Green developed a simplistic approach that split the sites into three ranges based on the total score. The ranges applied were as follows:

- Upper - sites scoring 80 and above
- Middle – sites scoring between 60 and 89
- Lower – sites scoring 59 and below

5.10 It is evident that market forces have a significant impact upon the deliverability of sites for residential development. Given that this study and the site surveys were based on the market conditions as at 2005/2006 it is important that the conclusions do not lose sight of the fact that housing market conditions could change dramatically through to 2016 and 2021. In order to sensitivity test the implications of a changing housing market, scoring ranges were adopted which reflect three different housing market scenarios.

5.11 A strong housing market is represented by low discounting; in contrast when market conditions are weak, a higher level of discounting is applied. Adopting this approach provides a range of constrained capacity estimates, which indicates a number of eventualities dependant upon the prevailing housing market conditions.

### **Housing Market Scenarios**

5.12 The scenarios are based on demand for housing and specifically relate to the performance of the local housing market in terms of house price growth. The basis of the three scenarios are set out below:

**Scenario One: Strong Demand**

As represented by growth in average house prices (within Barrow-in-Furness) of above 10% per annum

**Scenario Two: Moderate Demand**

As represented by growth in average house prices (within Barrow-in-Furness) of 5-10% per annum

**Scenario Three: Weak Demand**

As represented by growth in average house prices (within Barrow-in-Furness) of below 5% per annum

- 5.13 By applying the three housing market scenarios, the score ranges adopted were changed to reflect the different market conditions. For example in a strong market a site scoring between 80 out of 100 would expect to be developed within the plan period and therefore, be subject to limited discounting. However, if the market was to weaken significantly, then it could be assumed that a site scoring 80 would be less likely to come forward and therefore should be subject to a higher level of discounting. That is why under the strong demand scenario set out in Figure 5.1 below, the score ranges are much broader than for the weak market scenario where it is assumed that only the best sites will be delivered.
  
- 5.14 Scenarios One, Two and Three represent a situation of strong, moderate and weak housing demand respectively; thus each range has a higher score threshold for each scenario. As a result, fewer site scores fall into the upper range categories, thus reducing the likelihood of the site coming forward. This takes into account the fact that the ranking of sites will have to be higher for them to attract a developer in times of less buoyancy in the market. Figure 5.1 below illustrates the score thresholds for each range:

**Figure 5.1: Pro-forma Score Thresholds for each of the Housing Market Scenarios**

Housing Market Scenario	Pro-forma Score Range		
	Upper	Middle	Lower
One – Strong Demand	80-100	60-79	0-59
Two – Moderate Demand	85-100	65-84	0-64
Three – Weak Demand	90-100	70-89	0-69

5.15 Figure 5.1 illustrates how sites that obtain the highest pro-forma scores are placed in the 'upper range' category. Those with mid-range scores fall into the middle category and so on. Those within the upper range category have a greater chance of coming forward for development (as they were judged to be more appropriate via the pro-forma assessment) and vice versa for those within the lower range category. Once each site has been categorised into appropriate score ranges, for each of the three scenarios, it is then possible to apply different discounting to reflect the likelihood of those sites coming forward within the plan period.

### **Discounting the Sites Within Each Score Range**

5.16 At this stage, each site has been scored by the fieldwork survey pro-forma and then categorised into three of the threshold ranges which represent the three housing market scenarios outlined above. However, at this stage no actual discounts to the unconstrained housing capacity were applied as it has essentially been a ranking and categorisation process. The category within which each site was then placed thus determines the level of discounting to be applied. High scoring sites are expected to come forward for development before low scoring sites; therefore, those within the 'upper range' scoring categories receive a lower level of discounting.

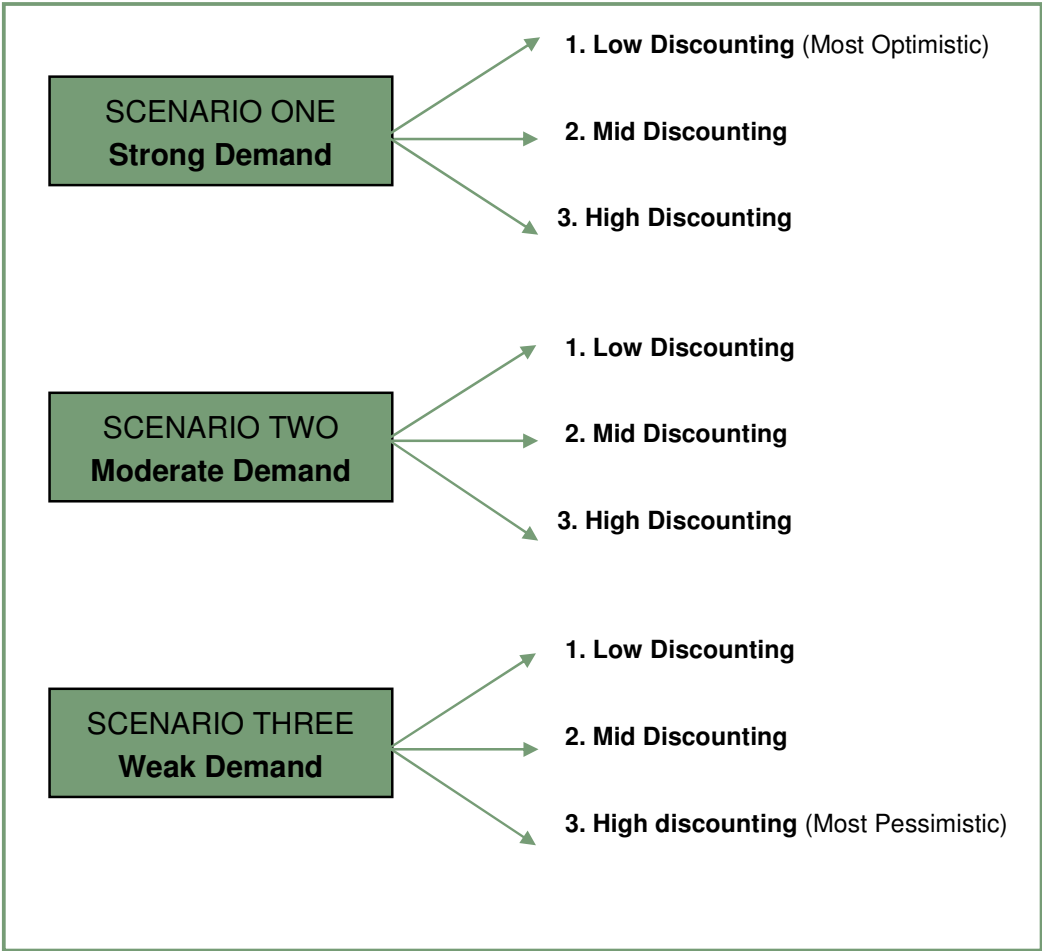
5.17 As previously discussed, there are a number of unforeseen reasons why a site that achieves close to 100 on the pro-forma scoring may not necessarily come forward for development in the plan period. For example, a site may be developable, viable and in a sustainable location. However, if the owner does not wish the site to be developed, it will not be brought forward. It was therefore considered that some level of discount needs to be applied to even the 'upper range' scoring category in order to ensure robust capacity figures were provided. In comparison there are sites which may score less than 50 on the site pro-forma but are unexpectedly developed within the short term. In our experience with other areas, White Young Green has been surprised by sites being developed for residential uses that were not expected previously. Much of this is a result of strong housing market conditions but also underlines the fact that there is no certainty that a site will not come forward for residential development despite its obvious constraints. Therefore, although the probability of low scoring sites coming forward is much less than high scoring sites, it would be wrong to exclude all of the sites falling within the lower scoring category.

5.18 To reflect the uncertainties associated with predicting which sites will come forward, three alternative levels of discounting (three additional scenarios) were applied. These represent the best (low discounting), mid, and worst case (high discounting) scenarios. Put simply, the Best Case represents the most optimistic level of future

capacity which is brought about by a low level of discounting. In comparison, if a high level of discounting is adopted then this would represent the Worst Case scenario for future capacity or urban potential.

5.19 This exercise was undertaken for each of the three housing market conditions scenarios producing a range of potential capacity figures based on three Housing Market Scenarios and three Discounting Scenarios. This means that a range of nine results can be provided as the output, ranging from the most optimistic scenario which represents Strong Demand and Low Discount, through to the most pessimistic scenario which represents Weak Demand and High Discount. This is illustrated in Figure 5.2 below.

**Figure 5.2: Breakdown of Alternative Estimates**



5.20 Ranking in relation to market demand represents a quantitative estimate based on house price statistics and the commercial viability appraisal of each site. This allows the constrained estimate to be reviewed over time in response to changes in market conditions. There is no detailed mathematical exercise which underpins the score

ranges adopted. The score ranges were formed from professional judgement analysing the scores achieved by sites from the fieldwork pro-forma. High scoring sites were judged likely to be delivered in the short term while sites scoring low were considered unlikely to come forward. The application of discounting introduces a greater degree of qualitative assessment. It was considered that this balanced form of discounting would add to the robustness of the constrained results and provide a cautious approach even when taking the most optimistic scenario.

5.21 Figure 5.3 below shows the percentage discounts that were applied to each scenario. As indicated above, it was considered appropriate to take a cautious approach to discounting. It is believed that, with a buoyant housing market and a positive policy approach from government and at local level, a more optimistic estimate is achievable. However, it is also important to produce estimates that would be achievable in much less favourable circumstances than currently exist. Figure 5.3 indicates the three discount levels that were applied to each of the three pro-forma score thresholds for each of the housing market scenarios. If, for example, pro-forma scores fall into the upper range, then to reflect the three scenarios, three levels of discounting would be applied, namely 5%, 10% and 15%. On this basis, under the lowest discount rate it is assumed that 95% of sites falling within the upper threshold would come forward in the plan period.

**Figure 5.3: Discount Levels**

Discount Rate	Pro-forma Score Range		
	Upper	Middle	Lower
Low	-5%	-50%	-85%
Mid	-10%	-60%	-90%
High	-15%	-70%	-95%

5.22 White Young Green strongly recommends regular monitoring to ensure that the appropriate scenario is applied to reflect local market conditions. The estimates can readily be adjusted to take account of changing circumstances over time.

### **CONSTRAINED CAPACITY ESTIMATES**

5.23 In total, 22 'site-based' opportunities in the study area were considered for residential development. This represents 77.1 hectares (gross) of land in total. However, the estimated developable area comprises 61.7 hectares of brownfield land, yielding an unconstrained capacity of 2,786 dwellings.

5.24 The following results represent the constrained capacity estimates for each scenario adopted for this study.

**Figure 5.4: Scenario One – Strong Demand**

Scenario One	Pro-forma Score Range			Total
	Upper	Middle	Lower	
<b>Unconstrained Capacity</b>	6	1752	1,028	2,786

Constrained Capacity	Pro-forma Score Range			Total	Discount Rate
	Upper	Middle	Lower		
<b>Low Discount</b>				1,036	37.2%
<b>Mid Discount</b>				809	29.0%
<b>High Discount</b>				582	20.9%

May not add up due to rounding

**Figure 5.5: Scenario Two – Mid Demand**

Scenario Two	Pro-forma Score Range			Total
	Upper	Middle	Lower	
<b>Unconstrained Capacity</b>	6	1,006	1,774	2,786

Constrained Capacity	Pro-forma Score Range			Total	Discount Rate
	Upper	Middle	Lower		
<b>Low Discount</b>				775	27.8%
<b>Mid Discount</b>				585	21.0%
<b>High Discount</b>				396	14.2%

May not add up due to rounding

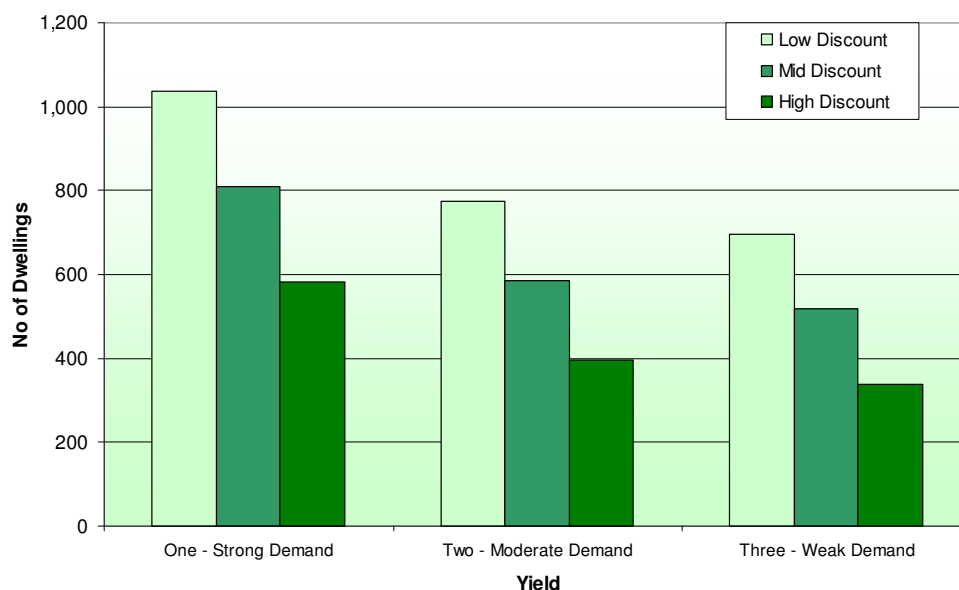
**Figure 5.6: Scenario Three – Low Demand**

Scenario Three	Pro-forma Score Range			Total
	Upper	Middle	Lower	
<b>Unconstrained Capacity</b>	0	796.	1,990	2,786

Constrained Capacity	Pro-forma Score Range			Total	Discount Rate
	Upper	Middle	Lower		
<b>Low Discount</b>				696	25.0%
<b>Mid Discount</b>				517	18.6%
<b>High Discount</b>				338	12.1%

May not add up due to rounding

**Figure 5.7: Capacity Estimates in Relation to Discounting and Demand Levels**



5.25 The above findings show that there is constrained capacity from site based sources within Barrow-in-Furness to accommodate between **approximately 1,036 and 338 dwellings**, depending on which housing market scenario is adopted and the level of discounting applied. **White Young Green believes that the most realistic capacity figure is that of strong demand with mid level discounting, equating to 809 dwellings.**

5.26 It must be noted however that some of the sites score very well on developability, planning standards and sustainability but their overall score is brought down by the economic viability on the proforma. These criteria are based on PPS1 and PPS3 guidance regarding previously developed land and sustainability. However, the upshot of Barrow-in-Furness being a traditional industrialised town which has experienced significant manufacturing decline in the last quarter of the 20th Century is twofold. Firstly, there is a significant supply of previously developed land on which the Council can exploit (according to the PPS3 definition) and secondly, the basic infrastructure and services is available in most areas as the town. However, the downside of this is that much of the brownfield land identified is either heavily contaminated or located in suppressed housing market areas where there is little demand for new housing. White Young Green considers therefore that there may be some suppression of the overall constrained capacity available within the urban area in terms of developability and viability of sites.

## 6 OTHER SOURCES OF CAPACITY

6.01 This section concerns the following non-site based capacity sources:

- Subdivision of Existing Housing;
- Flats Over Shops;
- Intensification
- Conversion of Commercial Buildings;
- Town Centre Car Parks;
- Redevelopment of Existing Housing.

6.02 White Young Green has examined historical evidence supplied by the Borough Council submitted to the RSS for the period 2005/2006. The level of information held by the Borough Council is limited and therefore a number of assumptions will need to be made on the potential from non site based supply.

**Figure 6.2: Historical Non-Site Supply - 2005/2006**

<b>Tapping the Potential source</b>	<b>Constrained capacity (no. of dwellings)</b>
Subdivision of existing housing	-1
Flats over shops	0
Intensification	27
Conversions of Commercial Buildings	28
Car Parks	0
Redevelopment of Existing Housing	0
<b>Total: non-site sources</b>	<b>54</b>

6.03 We assume that the completed non-site supply from 2005/2006 period is an average historic year, then this would provide a yield of 972 dwellings during the 2003 to 2021 RSS period.

## 7 SUMMARY OF RESULTS

7.01 This section draws together the site based and non site based capacity estimates into a summary table of results. Figure 7.1 below shows the unconstrained capacity estimate from both site based and non-site based sources. The unconstrained estimate totals 3,542 dwellings.

**Figure 7.1: Unconstrained Capacity Estimates**

Site Based	Non-Site Based	Total
2,786	972	3,758

7.02 Based on the three scenarios previously described (weak, moderate and strong market demand), and using the three levels of discounting (low, mid and high) Figure 7.2 below provides 9 estimates of capacity. These range from a capacity of 2,008 dwellings using the most optimistic estimate, which assumes a strong housing market demand and the lowest level of discounting, through to a capacity of 1,310 dwellings based on the most pessimistic estimate, which assumes weak market demand and the highest level of discounting. Thus there is a difference of 698 between the lowest and the highest capacity estimates.

**Figure 7.2: Constrained Capacity Estimates**

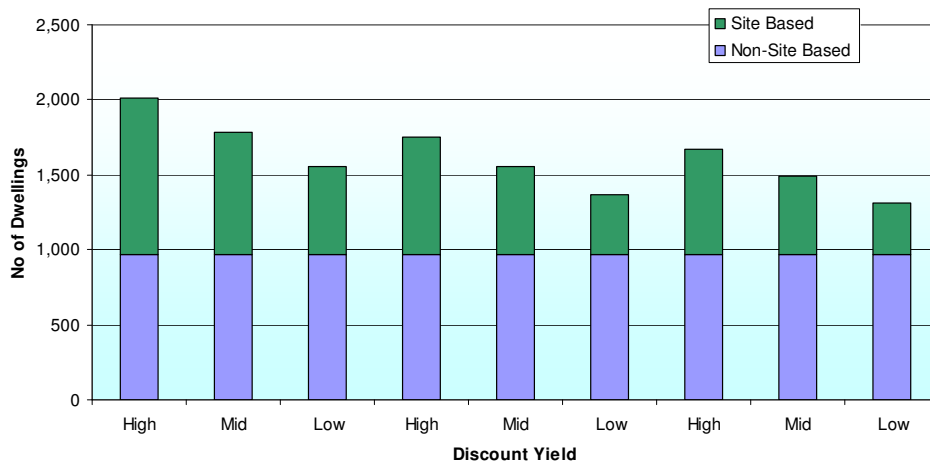
	Discount Level	Constrained Capacity (Site Based)	Constrained Non-Site Based Capacity	Total
<b>Scenario One - Strong Demand</b>	Low	1,036	972	2,008
	Mid	809	972	1,781
	High	582	972	1,554
<b>Scenario Two - Moderate Demand</b>	Low	775	972	1,747
	Mid	585	972	1,557
	High	396	972	1,368
<b>Scenario Three - Weak Demand</b>	Low	696	972	1,668
	Mid	517	972	1,489
	High	338	972	1,310

7.03 It is the view of White Young Green that a cautious approach to discounting should be employed when estimating total capacity, but that the most optimistic estimate (Scenario 1) is achievable assuming a continuation of the current buoyant housing

market. On-going monitoring will, over time, provide information which will assist in determining the appropriate levels of discounting to apply.

7.04 Figure 7.3 shows the capacity estimates for each of the potential outcomes broken down into site and non site based capacity. The results show that the majority of capacity identified arises from site based sources, which demonstrates the significant urban potential linked to vacant land and premises.

**Figure 7.3: Constrained Capacity Estimates**



7.05 At present the buoyant housing market closely reflects that of Scenario 1, in which there is strong demand for dwellings within Barrow-in-Furness. However, it is appreciated that, conversely, there are significant areas, where demand is extremely weak. To adopt a mid-discounting stance based on a strong demand scenario would mean that Barrow-in-Furness could yield approximately **1,781 dwellings** through to 2021 if the current market conditions continue.

7.06 The inclusion of alternative estimates and scenarios allow for capacity projections to be changed in the short term throughout the plan period in response to both changing market conditions and the monitoring of applications and completions.

## 8 CONCLUSIONS

### Housing Requirement in Barrow-in-Furness

- 8.01 The current requirements of new housing development in the Borough are covered in the old style Barrow-in-Furness Borough Council Local Plan Review 1996-2006 Housing Chapter Alteration 2006. The draft revised Regional Spatial Strategy for the North West (RSS) was published in January 2006 which sets out the overall figure for the provision of new residential development in the Borough to 2021, WYG will examine future housing requirements based on the targets set out in both the saved Local Plan which, together with the saved Cumbria and Lake District Joint Structure Plan 2001-2016 and adopted RSS (formerly RPG13) forms the Development Plan for the Borough, and against the draft revised RSS. At the time of this assessment, the revised RSS figures were not agreed.. The Local Plan provides figures that are to be achieved in three phases throughout the plan period, rather than absolute annual targets. Figure 8.1 below shows the rate of provision within each phase.

**Figure 8.1: Annual Average Rate of Housing Provision in saved Local Plan**

Period	2002-2006	2006-2011	2011-2016
Barrow-in-Furness – Permissions required	707	470	515

(Housing Chapter Alteration 2006)

- 8.02 The purpose of this section of the report assess whether enough capacity has been identified through this study to serve the current Local Plan requirement to 2016 and assess the capacity against the draft revised RSS targets to 2021. The period that the Local Plan and RSS figures cover is partly historic, thus some dwellings will already have been completed and /or granted consent. Therefore the remaining housing land requirement is the total Local Plan figure for the period from 1 April 2006 up to 31 March 2016,
- 8.03 As at 1<sup>st</sup> April 2006, (based on the 2006 Annual Monitoring Report), the Borough of Barrow-in-Furness had granted consent for **807 dwellings** during Phase 1 (2002-2006). 381 dwellings were located on allocated sites. During the period 2002-2006, 506 dwellings were completed with 138 dwellings demolished during the same period. Therefore there was a net addition of 368 dwellings. Commitments include sites with outline or full planning permission, where construction has commenced on sites those dwellings yet to be built. The balance of requirement for land to be found for the period up to 2016 is shown in Figure 8.2.

**Figure 8.2: Balance of Current Housing Requirements in Barrow-in-Furness (Permissions)**

	Total 2006-2016
Local Plan Housing Requirement	985
Total of sites allocated 2006-2016	655
<b>Balance of Requirement</b>	<b>330</b>

Source Barrow Borough Council AMR Dec 2006)

	Total 2003-2021
Draft revised RSS Housing Requirement (net of clearance replacement)	2700 or 150 per annum

*\*As this figure is partly historic and is for net of clearance replacement the precise method of calculating the balance or requirement and how this will be achieved will be determined in the relevant LDF document(s).*

**Figure 8.3: Table Indicating Capability of Identified Yield to Provide Total Housing Requirements**

	Discount Level	Estimated Capacity	Requirement	Balance
<b>Scenario One – Strong Demand</b>	Low	2,008	330	1,678
	Mid	1,781	330	1,451
	High	1,554	330	1,224
<b>Scenario Two – Moderate Demand</b>	Low	1,747	330	1,417
	Mid	1,557	330	1,227
	High	1,368	330	1,038
<b>Scenario Three – Weak Demand</b>	Low	1,668	330	1,338
	Mid	1,489	330	1,159
	High	1,310	330	980

8.04 In view of the recent date of the Housing Chapter Alteration 2006 which has already identified allocations for the period up to 2016, based on the most optimistic scenario, capacity identified in this study exceeds the housing requirement up to 2016 by 1,678 dwellings. Even based on the most pessimistic scenario this far exceeds the requirement by 980 dwellings. Clearly on-going monitoring will be needed to establish the rate at which the capacity identified in this study is being delivered as housing completions or as planning consents. Given that these study findings represent a snapshot of capacity, it will be necessary to update the study on a regular basis.

8.05 If the findings of the Urban Capacity Study are related Barrow-in-Furness's targets in respect of previously-developed land (PDL), it can be seen that a moderate market demand with a high level of discounting (Scenario 2 High) would enable 80% of

housing requirements to 2016 to be developed on previously developed land. This would enable council to meet its RSS, Structure Plan and BVPI targets for recycling land and therefore ensure consistency with the Government's and the Regional Assemblies prime objective of delivering residential development on previously developed land.

- 8.06 Therefore it can be concluded from undertaking an Urban Capacity Study that the Borough housing requirement for the period 2006-2016, can be met through previously developed land targets.
- 8.07 As set out in Policy L4 (or Table 9.1) of the Draft revised Regional Spatial Strategy for the North West, Barrow in Furness is expected to provide 150 new residential units per annum, creating a maximum of 2,700 units between 2003 and 2021. The RSS sets out an indicative target of 80% for new residential development to be built on previously developed land. In light of the identified capacity of 1,781 WYG can confirm that this could meet (if all implemented) around 79% of the RSS housing requirement between 2006 and 2021. Moreover, the Council may therefore need to consider other sources of land to meet the RSS requirement. However, WYG should note that during the next 15 years a number of unexpected brownfield sites may become available.

**APPENDIX 1: SITE PRO-FORMA**

---

# BARROW URBAN POTENTIAL STUDY



## SITE CHECKLIST

(FIELDWORK SHEET)

Ref
Address
Settlement
Existing Use
Yield Estimates
Opportunity Type
Design Template (Average Density)
Appropriate Design Template (NWR)
Size (ha) Net

WEIGHTING				
	No	Potentially	Yes	
<b>DEVELOPABILITY</b>				
Can satisfactory access be achieved to the site? (without third party land)	0	2	5	
Is the site subject to multiple or difficult land ownerships (including ransom strips)?	5		0	
Is the site capable of being redeveloped for residential development?	0		5	
Is the site at risk of flooding? (if information available)	5	2	0	
Developability Score (max 20)				
<b>MARKET VIABILITY</b>				
Is the site known to be located within a strong residential market?	0	2	5	
Is the site in active use?	6	3	0	
Does the site contain buildings that would require demolition?	3		0	
Could the site be considered underused?	0		6	
Is there a possibility that the site could be contaminated?	8	4	0	
Does the market viability proforma conclude that residential development is a viable alternative use.	0	6	12	
Market Viability Score (max 40)				
<b>LOCAL CHARACTER</b>				
Is there a more appropriate alternative use for the site (other than residential)?	6	3	0	
Could the development of residential units enhance the character or quality of the area?	0		2	
Would it be more appropriate to develop the land for a mix of uses?	0		2	
Local Character (max 10)				
<b>PLANNING STANDARDS</b>				
Would the redevelopment of the site for residential use be contrary to policies within the Development Plan?	4	2	0	
Is the site within a Conservation Area and/or does it contain listed buildings?	3	1	0	
Is the site affected by un-neighbourly uses (heavy industry, railway lines, motorways etc)	8	4	0	
Does the site conform to the PPG3 definition of Previously Developed Land (PDL)	0	2	5	
<b>SUSTAINABILITY CRITERIA</b>				
Is the development within a 10 minute walking distance (800m) of				
> A frequent public transport mode?	0		3	
> A city centre, town centre, district centre or supermarket?	0		3	
> A local convenience shop?	0		1	
> Open space	0		1	
> Employment	0		1	
> A Primary School	0		1	
# frequent is assumed as at least 15 minutes Planning Standards Score (max 30)				
<b>Total Capacity Score (maximum 100)</b>				

COMMENTS BOX

**APPENDIX 2: MARKET VIABILITY PRO-FORMA**

---

# BARROW URBAN POTENTIAL STUDY



## DESKTOP SHEET

Ref
Address
Settlement
Existing Use
Yield Estimates
Opportunity Type
Design Template (Average Density)
Appropriate Design Template (NWRA)
Size (ha) Gross

### RESIDENTIAL MARKET

Market Values for Residential Property in the Area

Strength of Residential Market

### Possible Residential Scheme

Type of residential scheme possible on site

Commentary on development type related Costs of Constructions

### Abnormal Costs

Issues of contamination, dereliction and other abnormal

costs likely to hinder the viability of the development

### ASSUMPTIONS ON VIABILITY

Overall Assumptions on Viability & the Likelihood of

Residential Development

VERDICT SCORE (maximum 12)

**APPENDIX 3: DATABASE OF SITES**

---

# BARROW URBAN POTENTIAL STUDY



## SITE CHECKLIST

(FIELDWORK SHEET)

Ref	1	2
Address	Salthouse Mills	Former Gasworks, Salthouse Mills
Settlement	Barrow-In-Furness	Barrow-In-Furness
Existing Use	Derelict site	Derelict
Yield Estimates	199	138
Opportunity Type	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)
Design Template (Average Density)	47.50	47.50
Appropriate Design Template (NWRA)	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	22, 23, 46, 47, 53, 54, 55, 56, 59, 64
Size (ha) Net	4.18	2.90

WEIGHTING	No			Potentially			Yes		
	0	2	5	0	2	5	0	2	5
<b>DEVELOPABILITY</b>									
Can satisfactory access be achieved to the site? (without third party land)	0	2	5					2	0
Is the site subject to multiple or difficult land ownerships (including ransom strips)?	5		0					5	5
Is the site capable of being redeveloped for residential development?	0		5					5	5
Is the site at risk of flooding? (if information available)	5	2	0			20		2	2
				Developability Score (max 20)				14	12
<b>MARKET VIABILITY</b>									
Is the site known to be located within a strong residential market?	0	2	5					5	2
Is the site in active use?	6	3	0					3	6
Does the site contain buildings that would require demolition?	3		0					0	3
Could the site be considered underused?	0		6					6	6
Is there a possibility that the site could be contaminated?	8	4	0					0	0
Does the market viability proforma conclude that residential development is a viable alternative use.	0	6	12			40		0	0
				Market Viability Score (max 40)				14	17
<b>LOCAL CHARACTER</b>									
Is there a more appropriate alternative use for the site (other than residential)?	6	3	0					3	0
Could the development of residential units enhance the character or quality of the area?	0		2					2	2
Would it be more appropriate to develop the land for a mix of uses?	0		2			10		2	2
				Local Character (max 10)				7	4
<b>PLANNING STANDARDS</b>									
Would the redevelopment of the site for residential use be contrary to policies within the Development Plan?	4	2	0					2	0
Is the site within a Conservation Area and/or does it contain listed buildings?	3	1	0					3	3
Is the site affected by un-neighbourly uses (heavy industry, railway lines, motorways etc)	8	4	0					0	4
Does the site conform to the PPG3 definition of Previously Developed Land (PDL)	0	2	5					5	5
								10	12
<b>SUSTAINABILITY CRITERIA</b>									
Is the development within a 10 minute walking distance (800m) of:									
> A frequent public transport mode?	0		3					3	3
> A city centre, town centre, district centre or supermarket?	0		3					0	0
> A local convenience shop?	0		1					1	1
> Open space	0		1					1	1
> Employment	0		1					1	1
> A Primary School	0		1			30		1	1
				Planning Standards Score (max 30)				7	7
				# frequent is assumed as at least 15 minutes					
<b>Total Capacity Score (maximum 100)</b>								<b>52</b>	<b>52</b>

# BARROW URBAN POTENTIAL STUDY



## SITE CHECKLIST

(FIELDWORK SHEET)

3	4	5	6
Walney Road	Former Railway Sidings, Cavendish Dock North	Park Vale, Walney Island	Park Road
Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness
Refuse Tip & Industrial Uses	Vacant and allotments	Vacant, former running track and playing pitch	Vacant
203	87	225	155
Vacant land not previously developed	Vacant land not previously developed	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)
38.00	38.00	47.50	67.86
53, 54, 56, 59, 62, 63, 64	53, 54, 56, 59, 62, 63, 64	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	18, 21, 24, 25, 28, 29, 31, 32, 33, 34, 35, 36, 39, 40, 41, 42, 43, 44, 45, 46, 47
5.34	2.30	4.73	2.29

### WEIGHTING

DEVELOPABILITY	3	4	5	6
Can satisfactory access be achieved to the site? (without third party land)	0	2	5	5
Is the site subject to multiple or difficult land ownerships (including ransom strips)?	5	5	5	0
Is the site capable of being redeveloped for residential development?	5	5	5	5
Is the site at risk of flooding? (if information available)	5	2	5	5
	15	14	20	15
MARKET VIABILITY	3	4	5	6
Is the site known to be located within a strong residential market?	2	2	5	0
Is the site in active use?	6	3	3	6
Does the site contain buildings that would require demolition?	0	6	0	3
Could the site be considered underused?	6	6	6	6
Is there a possibility that the site could be contaminated?	0	4	8	4
Does the market viability proforma conclude that residential development is a viable alternative use.	0	0	12	6
	14	21	34	25
LOCAL CHARACTER	3	4	5	6
Is there a more appropriate alternative use for the site (other than residential)?	3	3	0	0
Could the development of residential units enhance the character or quality of the area?	0	2	0	2
Would it be more appropriate to develop the land for a mix of uses?	2	0	0	0
	5	5	0	2
PLANNING STANDARDS	3	4	5	6
Would the redevelopment of the site for residential use be contrary to policies within the Development Plan?	0	4	0	2
Is the site within a Conservation Area and/or does it contain listed buildings?	3	3	3	3
Is the site affected by un-neighbourly uses (heavy industry, railway lines, motorways etc)	0	4	8	0
Does the site conform to the PPG3 definition of Previously Developed Land (PDL)	2	0	2	2
	5	11	13	7
SUSTAINABILITY CRITERIA	3	4	5	6
Is the development within a 10 minute walking distance (800m) of:				
> A frequent public transport mode?	3	3	3	3
> A city centre, town centre, district centre or supermarket?	3	3	0	0
> A local convenience shop?	1	1	1	1
> Open space	1	1	1	1
> Employment	1	1	0	1
> A Primary School	1	1	1	1
# frequent is assumed as at least 15 minutes	10	10	6	7
<b>Total</b>	<b>49</b>	<b>61</b>	<b>73</b>	<b>56</b>

# BARROW URBAN POTENTIAL STUDY



## SITE CHECKLIST

(FIELDWORK SHEET)

7	8	9	10
Dalton Gas Holders	Cornmill Crossing	Bucleuch Dock	Schneider Road
Dalton-in-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness
Vacant	Review of other existing allocations in plans	Employment Land (BAE)	Employment uses including a motor body repair garage
6	138	45	27
Previously-developed vacant and derelict land and buildings (non housing)	Review of other existing allocations in plans	Review of other existing allocations in plans	Previously-developed vacant and derelict land and buildings (non housing)
55.17	66.00	47.50	67.86
1, 4, 14, 60, 62, 63	18, 19, 29, 32, 34, 35, 39, 40, 41, 42, 43, 44, 45, 46, 47	18, 21, 24, 25, 28, 29, 31, 32, 33, 34, 35, 36, 39, 40, 41, 42, 43, 44, 45, 46, 47	18, 21, 24, 25, 28, 29, 31, 32, 33, 34, 35, 36, 39, 40, 41, 42, 43, 44, 45, 46, 47
0.11	2.10	0.94	0.39

### WEIGHTING

DEVELOPABILITY	7	8	9	10
Can satisfactory access be achieved to the site? (without third party land)	5	5	0	5
Is the site subject to multiple or difficult land ownerships (including ransom strips)?	5	0	5	0
Is the site capable of being redeveloped for residential development?	5	5	0	5
Is the site at risk of flooding? (if information available)	5	2	5	5
	20	12	10	15
MARKET VIABILITY				
Is the site known to be located within a strong residential market?	5	0	0	5
Is the site in active use?	6	6	0	0
Does the site contain buildings that would require demolition?	3	0	0	0
Could the site be considered underused?	6	6	0	0
Is there a possibility that the site could be contaminated?	8	0	0	4
Does the market viability proforma conclude that residential development is a viable alternative use.	6	0	0	6
	34	12	0	15
LOCAL CHARACTER				
Is there a more appropriate alternative use for the site (other than residential)?	3	0	0	3
Could the development of residential units enhance the character or quality of the area?	2	2	0	2
Would it be more appropriate to develop the land for a mix of uses?	0	0	0	0
	5	2	0	5
PLANNING STANDARDS				
Would the redevelopment of the site for residential use be contrary to policies within the Development Plan?	4	0	0	4
Is the site within a Conservation Area and/or does it contain listed buildings?	3	3	0	3
Is the site affected by un-neighbourly uses (heavy industry, railway lines, motorways etc)	8	0	0	8
Does the site conform to the PPG3 definition of Previously Developed Land (PDL)	5	5	5	5
SUSTAINABILITY CRITERIA	20	8	5	20
Is the development within a 10 minute walking distance (800m) of:				
> A frequent public transport mode?	3	3	3	3
> A city centre, town centre, district centre or supermarket?	3	3	3	3
> A local convenience shop?	1	1	1	1
> Open space	1	1	1	1
> Employment	1	1	1	1
> A Primary School	1	1	1	1
# frequent is assumed as at least 15 minutes	10	10	10	10
<b>Total</b>	<b>89</b>	<b>44</b>	<b>25</b>	<b>65</b>

# BARROW URBAN POTENTIAL STUDY



## SITE CHECKLIST

(FIELDWORK SHEET)

11	12	13	14
Builders Yard, Cemetery Hill	Former Candleworks area, Schneider Road	Former Power Station, Barrow Island	Park View
Dalton-in-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness
Builders Yard	Vacant	Derelict	Playing Fields
19	43	41	315
Previously Developed vacant and derelict land and buildings, employment allocations and land in	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Vacant land not previously developed
47.50	47.50	67.86	34.92
22, 23, 46, 47, 53, 54, 55, 56, 59, 64	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	18, 21, 24, 25, 28, 29, 31, 32, 33, 34, 35, 36, 39, 40, 41, 42, 43, 44, 45, 46, 47	46, 47, 53, 54, 55, 56, 58, 59, 62, 63, 64
0.41	0.90	0.61	9.01

### WEIGHTING

DEVELOPABILITY				
Can satisfactory access be achieved to the site? (without third party land)	5	5	5	5
Is the site subject to multiple or difficult land ownerships (including ransom strips)?	5	0	5	5
Is the site capable of being redeveloped for residential development?	5	5	5	5
Is the site at risk of flooding? (if information available)	5	5	5	5
	20	15	20	20
MARKET VIABILITY				
Is the site known to be located within a strong residential market?	5	2	5	5
Is the site in active use?	0	3	3	3
Does the site contain buildings that would require demolition?	0	0	0	3
Could the site be considered underused?	0	6	6	6
Is there a possibility that the site could be contaminated?	4	4	0	8
Does the market viability proforma conclude that residential development is a viable alternative use.		6	0	6
	9	21	14	31
LOCAL CHARACTER				
Is there a more appropriate alternative use for the site (other than residential)?	3	6	3	3
Could the development of residential units enhance the character or quality of the area?	2	2	2	0
Would it be more appropriate to develop the land for a mix of uses?	2	0	0	0
	7	8	5	3
PLANNING STANDARDS				
Would the redevelopment of the site for residential use be contrary to policies within the Development Plan?	4	4	4	0
Is the site within a Conservation Area and/or does it contain listed buildings?	3	0	3	3
Is the site affected by un-neighbourly uses (heavy industry, railway lines, motorways etc)	4	8	4	8
Does the site conform to the PPG3 definition of Previously Developed Land (PDL)	5	5	5	0
SUSTAINABILITY CRITERIA				
Is the development within a 10 minute walking distance (800m) of:				
> A frequent public transport mode?	3	3	3	3
> A city centre, town centre, district centre or supermarket?	3	0	3	3
> A local convenience shop?	1	1	1	1
> Open space	1	1	1	1
> Employment	1	1	1	0
> A Primary School	1	1	1	1
# frequent is assumed as at least 15 minutes	10	7	10	9
<b>Total</b>	<b>62</b>	<b>68</b>	<b>65</b>	<b>74</b>

# BARROW URBAN POTENTIAL STUDY



## SITE CHECKLIST

(FIELDWORK SHEET)

15	16	17	18
Adeb Building and adjacent land, Cavendish Dock Road	Rampside Road (A5087)	Mill Beck Valley	Foundry Street
Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness
Industrial/ employment uses	None, former sand pit with greenfield appearance	Vacant	Vacant plots and businesses
92	639	128	25
Previously-developed vacant and derelict land and buildings (non housing)	Vacant land not previously developed	Vacant land not previously developed	Previously-developed vacant and derelict land and buildings (non housing)
67.86	38.50	38.00	66.00
18, 21, 24, 25, 28, 29, 31, 32, 33, 34, 35, 36, 39, 40, 41, 42, 43, 44, 45, 46, 47	54, 55, 59, 62, 63, 64	53, 54, 56, 59, 62, 63, 64	18, 19, 29, 32, 34, 35, 39, 40, 41, 42, 43, 45
1.35	16.59	3.36	0.38

### WEIGHTING

DEVELOPABILITY	15	16	17	18
Can satisfactory access be achieved to the site? (without third party land)	5	5	5	5
Is the site subject to multiple or difficult land ownerships (including ransom strips)?	5	5	5	0
Is the site capable of being redeveloped for residential development?	5	0	5	5
Is the site at risk of flooding? (if information available)	2	5	2	2
	17	15	17	12
MARKET VIABILITY				
Is the site known to be located within a strong residential market?	0	5	5	0
Is the site in active use?	3	6	6	3
Does the site contain buildings that would require demolition?	0	3	3	0
Could the site be considered underused?	6	6	6	0
Is there a possibility that the site could be contaminated?	0	8	4	4
Does the market viability proforma conclude that residential development is a viable alternative use.	0	6	12	6
	9	34	36	13
LOCAL CHARACTER				
Is there a more appropriate alternative use for the site (other than residential)?	0	0	3	3
Could the development of residential units enhance the character or quality of the area?	2	0	0	2
Would it be more appropriate to develop the land for a mix of uses?	0	0	0	0
	2	0	3	5
PLANNING STANDARDS				
Would the redevelopment of the site for residential use be contrary to policies within the Development Plan?	0	0	0	4
Is the site within a Conservation Area and/or does it contain listed buildings?	3	3	3	3
Is the site affected by un-neighbourly uses (heavy industry, railway lines, motorways etc)	0	4	4	4
Does the site conform to the PPG3 definition of Previously Developed Land (PDL)	5	0	0	5
	8	7	7	16
SUSTAINABILITY CRITERIA				
Is the development within a 10 minute walking distance (800m) of:				
> A frequent public transport mode?	3	3	3	3
> A city centre, town centre, district centre or supermarket?	3	0	3	3
> A local convenience shop?	1	1	1	1
> Open space	1	1	1	1
> Employment	1	1	0	1
> A Primary School	1	1	1	1
# frequent is assumed as at least 15 minutes	10	7	9	10
<b>Total</b>	<b>46</b>	<b>63</b>	<b>72</b>	<b>56</b>

# BARROW URBAN POTENTIAL STUDY



## SITE CHECKLIST

(FIELDWORK SHEET)


19	20	21	22
Former K Shoes factory, Duddon Road	Victoria Park Hotel Car Park, Oxford Street/ Victoria Road junction	West Shop, Bridge Road	Land fronting Barrow Station
Askam-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness
Derelict	Car Park	Review of other existing allocations in plans	Ford garage and pfs
109	14	106	34
Previously-developed vacant and derelict land and buildings (non housing)	Development of Car Park	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)
66.00	143.25	67.86	66.00
18,19, 29, 32, 34, 35, 39, 40, 41, 42, 43, 45	2, 26, 27, 65	18, 21, 24, 25, 28, 29, 31, 32, 33, 34, 35, 36, 39, 40, 41, 42, 43, 44, 45, 46, 47	18,19, 29, 32, 34, 35, 39, 40, 41, 42, 43, 45
1.66	0.10	1.56	0.51

### WEIGHTING

DEVELOPABILITY	19	20	21	22
Can satisfactory access be achieved to the site? (without third party land)	5	5	5	5
Is the site subject to multiple or difficult land ownerships (including ransom strips)?	5	5	5	5
Is the site capable of being redeveloped for residential development?	5	5	5	5
Is the site at risk of flooding? (if information available)	5	5	5	5
	20	20	20	20
MARKET VIABILITY				
Is the site known to be located within a strong residential market?	5	5	0	2
Is the site in active use?	3	0	6	0
Does the site contain buildings that would require demolition?	0	3	3	0
Could the site be considered underused?	6	0	6	0
Is there a possibility that the site could be contaminated?	0	8	4	0
Does the market viability proforma conclude that residential development is a viable alternative use.	12	12	0	6
	26	28	19	8
LOCAL CHARACTER				
Is there a more appropriate alternative use for the site (other than residential)?	3	3	2	3
Could the development of residential units enhance the character or quality of the area?	2	2	2	2
Would it be more appropriate to develop the land for a mix of uses?	2	0	2	2
	7	5	6	7
PLANNING STANDARDS				
Would the redevelopment of the site for residential use be contrary to policies within the Development Plan?	2	4	4	4
Is the site within a Conservation Area and/or does it contain listed buildings?	3	1	3	3
Is the site affected by un-neighbourly uses (heavy industry, railway lines, motorways etc)	4	8	0	0
Does the site conform to the PPG3 definition of Previously Developed Land (PDL)	5	5	5	5
SUSTAINABILITY CRITERIA				
Is the development within a 10 minute walking distance (800m) of:				
> A frequent public transport mode?	3	3	3	3
> A city centre, town centre, district centre or supermarket?	0	0	3	3
> A local convenience shop?	1	1	1	1
> Open space	1	1	1	1
> Employment	1	0	1	1
> A Primary School	1	1	1	1
# frequent is assumed as at least 15 minutes	7	6	10	10
<b>Total</b>	<b>74</b>	<b>77</b>	<b>67</b>	<b>57</b>

**APPENDIX 4: MARKET VIABILITY DATABASE**

---

<p><b>BARROW URBAN POTENTIAL STUDY</b></p> 	Ref	1	2	3	4	5	6	7	8	9	10	11	12	13	14	
	Address	Salthouse Mills	Former Gasworks, Salthouse Mills	Walney Road	Former Railway Sidings, Cavendish Dock North	Park Vale, Walney Island	Park Road	Dalton Gas Holders	Commill Crossing	Buccleuch Dock	Schneider Road	Builders Yard, Cemetery Hill	Former Candleworks area, Schneider Road	Former Power Station, Barrow Island	Park View	
	Settlement	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Dalton-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Dalton-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	
	Existing Use	Derelict site	Derelict	Refuse Tip & Industrial Uses	Vacant and allotments	Vacant, former running track and playing pitch	Vacant	Vacant	Derelict	Employment Land (BAE)	Employment uses including a motor body repair garage	Builders Yard	Vacant	Derelict	Playing Fields	
	Yield Estimates	199	138	203	87	225	155	6	138	45	27	19	43	41	315	
	Opportunity Type	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Vacant land not previously developed	Vacant land not previously developed	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Review of other existing allocations in plans	Review of other existing allocations in plans	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Vacant land not previously developed
	Design Template (Average Density)	48	48	38	38	48	68	55	66	48	68	48	48	68	35	
	Appropriate Design Template (NWRA)	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	53, 54, 56, 59, 62, 63, 64	53, 54, 56, 59, 62, 63, 64	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	18, 21, 24, 25, 28, 29, 31, 32, 33, 34	1, 4, 14, 60, 62, 63	18, 19, 29, 32, 34, 35, 39, 40, 41, 42	18, 21, 24, 25, 28, 29, 31, 32, 33, 34	18, 21, 24, 25, 28, 29, 31, 32, 33, 34	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	22, 23, 46, 47, 53, 54, 55, 56, 59, 64	18, 21, 24, 25, 28, 29, 31, 32, 33, 34	46, 47, 53, 54, 55, 56, 58, 59, 62, 63	
	Size (ha) Gross	5.23	3.62	6.68	2.87	5.91	2.86	0.14	2.62	1.18	0.49	0.51	1.12	0.76	11.26	

**DESKTOP SHEET**

**RESIDENTIAL MARKET**

<b>Market Values for Residential Property in the Area</b>	The average house price for the area is £146,494; this is well above the town's average of £104,387	The average house price for the area is £146,494; this is well above the town's average of £104,387	The average house price for the area is £94,065; this is well below the town's average of £104,387	The average house price for the area is £70,042; this is significantly below the town's average of £104,387	The average house price for the area is £103,483 this is comparable to the town's average (£104,387)	The average house price for the area is £148,671, which is significantly (42%) above the town's average.	The average house price for the area is £98,779, which is marginally below the town's average.	House prices are significantly below Barrow-in-Furness average at £70,042.	House prices are significantly below Barrow-in-Furness average at £70,042.	The average house price in the area is £84,035 marginally below the average for Barrow-in-Furness (£104,387)	The average house price for the area is £98,779, which is marginally below the town's average.	The average house price in the area is £84,035 marginally below the average for Barrow-in-Furness (£104,387)	House prices are significantly below Barrow-in-Furness average at £70,042.	The average house price for the area is £110,977 which is marginally above the average for Barrow-in-Furness
---	---	---	--	---	--	--	--	--	--	--	--	--	--	--

<b>Strength of Residential Market</b>	The housing market is strong in the wider area, however, the site is located close to employment land and the potential to create a housing market in this location is questionable	The housing market is strong in the wider area, however, the site is located close to employment land and the potential to create a housing market in this location is questionable.	The housing market is not particularly strong in this area, due to heavy industrial land uses nearby.	The housing market area is particularly low and uncertain in this area. However, a housing market could be generated if developed with adjacent sites.	The housing market is consider good in this area, it is WYG's view that if the right type of housing development would be successful in this locality.	The housing market area of the generic area is good and commercial viability of the site is considered reasonable.	The housing market area of the generic area is good and commercial viability of the site is considered reasonable.	The site lies in a low housing market area as it is heavily industrialised and would not be an attractive location for any type of housing.	The site lies in a low housing market area as it is heavily industrialised and would not be an attractive location for any type of housing.	Market attraction was considered below average. The site has good access and a market for high quality flats over looking the reservoir may create favourable market conditions.	The housing market area of the generic area is good and commercial viability of the site is considered reasonable.	The site lies in a modest housing market in the suburbs of Barrow-in-Furness.	The site lies in a good residential market especially for terrace housing. However, values are constrained by the nearby industrial areas.	The site lies in a modest housing market. The size of the site could create its own housing market.
---------------------------------------	---	--	---	--	--	--	--	---	---	--	--	---	--	---

<b>Possible Residential Scheme</b>	Mixed - flats / terraces/ semis/ detached	Mixed - flats / terraces/ semis/ detached	Mixed - flats / terraces/ semis/ detached	Mixed - flats / terraces/ semis/ detached	Mixed - flats / terraces/ semis/ detached	Mixed - Flats / semis / terraces	Mixed - Terrace /Semis / Detached	Flats / Terraces	Mixed - Terrace /Semis / Detached	Flats / Terraces	Semis - Detached	Terraces / Semis	Terraces / Semis	Mixed - Flats / Terraces / Semis / Detached
------------------------------------	---	---	---	---	---	----------------------------------	-----------------------------------	------------------	-----------------------------------	------------------	------------------	------------------	------------------	---


<b>Commentary on development type related Costs of Constructions</b>	£42,902 - £95,366	£42,902 - £95,366	£42,902 - £95,366	£42,902 - £95,366	£42,902 - £95,366	£42,902 - £50,184	£42,902 - £95,366	£42,902	£42,902 - £95,366	£42,902	£50,184 - £95,366	£42,902 - £50,184	£42,902 - £50,184	£42,902 - £95,366
--	-------------------	-------------------	-------------------	-------------------	-------------------	-------------------	-------------------	---------	-------------------	---------	-------------------	-------------------	-------------------	-------------------

<b>Abnormal Costs</b>	The site has high potential for contamination given previous and adjoining uses. Remediation and demolition strategy is likely to be required. A new access point would be required under the existing railway line or from another area.	Like Site 1 this site has high potential for contamination given previous and adjoining uses. Remediation strategy is likely to be required. A new access point would be required under the existing railway line or from another area. The site however, could be developed with Site 1.	Part of the site is a former refuse tip and therefore it is considered that the site is not suitable for residential development. The remediation of such a site would be significant and would make any residential scheme unviable.	The site is poorly accessible by private vehicle as with Site 1 and 2. This will require a engineering solution. The site is physically constrained by the two railway lines. It is unclear what the former use of the site is and this may have remediation costs.	The site is currently open space and its loss will need to be justified against PPG17. The site would require remediation work including the clearance of the running track and other related facilities. Development costs are not considered abnormal.	The site is relatively unconstrained physically and would have limited abnormal costs associated with its development. Visual and odour attenuation measures may need to be designed into any proposal to reduce the impact of the nearby industrial area to the site's north west.	The site is relatively unconstrained physically and would have limited costs to be developed for a previously developed site.	The site is highly likely to be severely contaminated due to previous BAE operations and therefore it is unlikely that the development could take place. Despite the site is surplus to BAE requirements.	The site is highly likely to be severely contaminated due to previous BAE operations and therefore it is unlikely that the development could take place. Despite the site is surplus to BAE requirements.	The site is likely to be contaminated from existing uses, however, not considered detrimental to viability. The site would require clearance and levelling of existing buildings.	The site is likely to have some level of contamination, but not a level that would hinder the future deliverability of a scheme. The site would require relocation and clearance of existing buildings.	The site is relatively elevated from the surrounding area, thus the site may require levelling in order to reduce the potential visual impact on the surrounding residential area. The development will require limited abnormal costs.	The benefits from good access from existing highways. The redevelopment of the site will require demolition for existing buildings and is likely to be contaminated due to previous BAE operations.	The site is currently open space and its loss will need to be justified against PPG17. The site is unlevel and would be difficult to develop without having an impact on the visual amenity of the area.
-----------------------	---	---	---	---	--	---	---	---	---	---	---	---	---	--

likely to hinder the viability of the development  
**ASSUMPTIONS ON VIABILITY**

<b>Overall Assumptions on Viability &amp; the Likelihood of Residential</b>	Site lies close to an employment area and is poorly accessed. The costs of redevelopment would be considerable and may prove unviable in the short to medium term.	Site lies close to an employment area and is poorly accessed. The costs of redevelopment would be considerable and may prove unviable in the short to medium term.	The site is unsuitable for residential given the former land use.	Given the low housing market in the area coupled with the access that will require an extensive solution it is likely that the site will be uneconomical in the short term. However, the development of this site should be considered with the existing Marina Village site.	The site is viable for development subject to facilities being re-located.	With a high value market the site is viable for residential development requiring limited abnormal costs.	With a potential high value site, any development would be a viable on this site which benefits from limited constraints to development.	Development for residential is unlikely due to abnormal costs and the limited housing values likely to be achieved.	Development for residential is unlikely due to abnormal costs and the limited housing values likely to be achieved. However, in the future the site (subject to public subsidy) could be developed for a significant residential development.	The site offers a opportunity for a viable scheme although a number of costs may hinder the overall viability of the scheme.	The site represents a opportunity for future residential development which has limited constraints and is located with a strong housing market	The site offers a viable scheme although sites levels may need to be reduced.	The site offers a good opportunity for residential development; however, the site physically topography may prove difficult to justify in visual and amenity terms.	The site is capable of residential development; however, the site physically topography may prove difficult to justify in visual and amenity terms.
---	--	--	---	---	--	---	--	---	---	--	--	---	---	---

<b>Development</b>	0	0	0	0	12	6	6	0	0	6	12	6	0	6
<b>VERDICT SCORE (maximum 12)</b>	0	0	0	0	12	6	6	0	0	6	12	6	0	6

<b>BARROW URBAN POTENTIAL STUDY</b>  	Ref	15	16	17	18	19	20	21	22
	<b>Address</b>	Adels Building and adjacent land, Cavendish Dock Road	Rampside Road (A6967)	Mill Beck Valley	Foundry Street	Former K Stoves factory, Duddon Road	Victoria Park Hotel Car Park, Oxford Street/ Victoria Road junction	West Shop, Bridge Road	Land fronting Barrow Station
	<b>Settlement</b>	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Askam-In-Furness	Barrow-In-Furness	Barrow-In-Furness	Barrow-In-Furness
	<b>Existing Use</b>	Industrial/ employment uses	None, former sand pit with greenfield appearance	Vacant	Vacant plots and businesses	Derelict	Car Park	Review of other existing allocations in plans	Ford garage and pfs
	<b>Yield Estimates</b>	92	639	128	25	109	14	106	34
	<b>Opportunity Type</b>	Previously-developed vacant and derelict land and buildings (non housing)	Vacant land not previously developed	Vacant land not previously developed	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)	Development of Car Park	Previously-developed vacant and derelict land and buildings (non housing)	Previously-developed vacant and derelict land and buildings (non housing)
	<b>Design Template (Average Density)</b>	68	39	38	66	66	143	68	66
	<b>Appropriate Design Template (NWRA)</b>	18, 21, 24, 25, 28, 29, 31, 32, 33, 34,	54, 55, 59, 62, 63, 64	53, 54, 56, 59, 62, 63, 64	18, 19, 29, 32, 34, 35, 39, 40, 41, 42,	18, 19, 29, 32, 34, 35, 39, 40, 41, 42,	2, 26, 27, 65	18, 21, 24, 25, 28, 29, 31, 32, 33, 34,	18, 19, 29, 32, 34, 35, 39, 40, 41, 42,
	<b>Size (ha) Gross</b>	1.69	20.74	4.2	0.47	2.07	0.12	1.95	0.64
	<b>DESKTOP SHEET</b>								
<b>RESIDENTIAL MARKET</b>									
<b>Market Values for Residential Property in the Area</b>		House prices are significantly below Barrow-in-Furness average at £70,042	House prices are significantly above the average for Barrow-in-Furness at £146,494.	House prices are significantly above the average for Barrow-in-Furness at £146,494.	House prices are significantly below Barrow-in-Furness average at £70,042.	The average house price for the area is £116,272, this is well above the town's average of £104,387	The average house price for the area is £84,065; this is well below the town's average of £104,387	House prices are significantly below Barrow-in-Furness average at £70,042	The average house price for the area is £84,065; this is well below the town's average of £104,387
<b>Strength of Residential Market</b>		The site lies in a non-developed housing market.	The site lies adjacent a strong housing which is based on the semi and detached properties.	The site sits in a strong housing market where high values are achieved from larger properties built over the last 30 years.	The site lies in a low housing market which is suppressed by the dominance of small tightly knit terrace housing.	The site lies in a strong housing market where sites are considered likely to be viable.	The site lies in a modest residential market and is considered likely to be viable.	The site lies in a low residential market which is dominated by small terrace properties within close proximity to a heavily industrialised area.	The site lies in a low residential where sites may be considered unviable due to limited returns.
<b>Possible Residential Scheme</b>									
<b>Type of residential scheme possible on site</b>		Flats / Terraces / Semis	Mixed - Flats / Terraces / Semis / Detached	Semis - Detached	Mixed - Terrace / Semis / Detached	Mixed - Terrace / Semis / Detached	Flats / Terrace	Flats / Terrace / Semis	Flats / Terrace
<b>Commentary on development type related Costs of Constructions</b>		£42,902 - £50,184	£42,902 - £95,366	£50,184 - £95,366	£42,902 - £95,366	£42,902 - £95,366	£42,902	£42,902 - £50,184	£42,902
<b>Abnormal Costs</b>									
<b>Issues of contamination, dereliction and other abnormal costs</b>		The site is likely to be highly contaminated due to its previous industrial history. In addition the site is dissected by a railway line used for industrial purposes. The site would also require extensive demolition of existing buildings. In addition, the proximity of the site to both international and national conservation sites will lead to additional costs of mitigation.	The site is a former sand pit works and may require site preparation before development can commence. The site is blighted by the presence of overhead electricity lines and pylons. The site is located within a consultation zone for the adjoining British Gas site, this may have implications on the future layout of any development.	The site is relatively flat and developable and will involve limited additional costs. Any development of the site will need to accommodate the small brook which runs along the western boundary of the site.	The site suffers from multiple ownership which has restricted the sites development. The site will require demolition of some structures. The site may be contaminated due to proximity of railway line.	The site is bound to the west by a railway line. The redevelopment of the site would require the demolition of existing factory buildings. Potential contamination.	No contamination or stability issues likely.	The site has potential to suffer from both contamination and stability issues.	No contamination or stability issues likely. Although potential of contamination from previous garage use may need to be investigated.
<b>likely to hinder the viability of the development</b>									
<b>ASSUMPTIONS ON VIABILITY</b>									
<b>Overall Assumptions on Viability &amp; the Likelihood of Residential</b>		Development for residential development unlikely due to site constraints and abnormal costs associated with it. Unless significant public subsidy is made available.	The site is capable of residential development; however, the extensive cost of moving the electricity pylons may hinder the site uneconomical.	With a high value market the site is viable for residential development requiring limited abnormal costs.	The low residential market and the multiple land ownerships may hinder the future deliver of the site for residential development. Otherwise this would be a viable scheme.	The site sits in a strong housing market and could come forward but potential contamination from previous use requires further investigation.	The site lies in a modest residential market and the site is unconstrained.	The site lies in a low market residential market and may be physically constrained.	The site lies in a low residential market and is relatively unconstrained, however, low market may limit viable.
<b>Development</b>									
<b>VERDICT SCORE (maximum 12)</b>		0	6	12	6	12	12	0	6