

# Housing Need and Supply Topic Paper



**Barrow Borough Local Plan Submission Draft 2017**

Barrow Borough Council



# Contents

Executive Summary .....	4
Introduction .....	6
1.1 Purpose .....	7
1.2 Progress so far .....	10
1.3 Methodology .....	12
1.4 Housing Market Area .....	14
Demographics.....	16
1.5 Demographics and Housing: National Guidance .....	17
1.6 Demographic Trends .....	18
1.7 Demographics: Projections .....	24
1.8 Demographics: Summary.....	28
Market Signals .....	30
1.9 Market Signals: National Guidance .....	31
1.10 House Prices and sales .....	32
1.11 Affordability .....	35
1.12 Overcrowding.....	37
1.13 Past Housing Delivery.....	38
1.14 Empty Homes .....	43
1.15 Market Signals: Summary .....	45
Economic Signals .....	46
1.16 Housing and the Economy – National Guidance .....	47
1.17 Economic Trends.....	49
1.18 Economic Projections .....	53
1.19 Economic Signals: Summary .....	54
Housing Need .....	56
1.20 Objectively Assessed Housing Need .....	57
1.21 The Housing Requirement .....	59
1.22 Affordable Housing Need .....	60
Housing Land Supply .....	64
1.23 The Five Year Housing Land Supply: Methodology.....	65
1.24 The Five Year Housing Land Supply at 1 <sup>st</sup> April 2017 .....	70
1.25 Historic Shortfall and 20% buffer.....	74
Conclusions .....	76

Appendices .....	80
Appendix A – Housing Need Scenarios Compared .....	81
Appendix B – Historic Build Rates on Larger Sites in Barrow Borough .....	85
Appendix C – Sites with Extant Permission at 1 <sup>st</sup> April 2017 .....	87
Appendix D – Emerging Allocations Included in 5 Year Supply .....	100
Appendix E – Risk Assessment .....	102

## List of Figures

Figure 1: Location of Barrow Borough.....	14
Figure 2: Population Age Structure, Barrow Borough 2016 .....	19
Figure 3: Population Age Structure, Barrow Borough 2016 .....	19
Figure 4: Components of Population Change 2011-2016.....	21
Figure 5: Age Structure of Internal Migrants (in and out), Barrow Borough 2016.....	22
Figure 6: Annual Population and Employment Change .....	23
Figure 7: 2014 Based Population Projections and Mid-year Population Estimates Compared (rounded) .....	26
Figure 8: Population Age Structure 2016 and 2031 Compared, Barrow Borough.....	27
Figure 9: Average House Prices, Barrow Borough 2012-2017 .....	32
Figure 10: Total House Sales Volume, Barrow Borough 2012-2018.....	33
Figure 11: Lower Quartile House Prices Compared 2012-2017 .....	33
Figure 12: Past Housing Delivery .....	41
Figure 13: Total Employment Barrow Borough 1981-2015.....	49
Figure 14: Housing Need Scenarios Compared .....	58
Figure 15: Windfall Completions .....	69

## List of Tables

Table 2: Annual Mid-year Population Estimates, Barrow Borough 2002-2016.....	18
Table 3: Components of Population Change 2011-2016 .....	20
Table 4: Annual Population and Employment Change .....	23
Table 5: 2014 based population projections and mid-year population estimates compared. 25	
Table 6: Population Age Structure 2016 and 2031 Compared, Barrow Borough .....	26
Table 7: Lower Quartile House Prices Compared .....	33
Table 8: Monthly Private Rents 2016/17.....	34
Table 10: Past housing Delivery in Barrow Borough .....	40
Table 11: Employee Jobs by Industry 2015.....	50
Table 12: Jobs Density 2017 .....	50
Table 13: % Population with NVQ Levels 3+ and 4+, Barrow Borough 2006-2016.....	52
Table 14: Types of Site included in the supply .....	66
Table 15: Windfall Completions.....	68

# EXECUTIVE SUMMARY

1. In 2017, the Council's Strategic Housing Market Assessment (SHMA) identified a need for 133 dwellings each year over the 2014-2031 plan period. This figure was taken forward into the Pre-Submission Draft of the Local Plan as the draft housing requirement.
2. A number of issues have arisen since then which have required a re-assessment of housing need:
  - New population estimates have been produced;
  - New, post-Brexit employment projections have been produced;
  - The Government's draft standard methodology for calculating housing need has been published.
3. Edge Analytics have therefore been commissioned to assess how many homes are likely to be needed in the Borough over a revised plan period of 2016 to 2031 taking into account the latest demographic and employment trends and projections.
4. By introducing a range of alternative scenarios, the housing need figure was shown to range from a negative requirement (-75 dwellings per annum) to the highest figure of 119 dwellings per annum.
5. Taking into account past delivery rates and future aspirations the highest figure in the range seems the most appropriate to take forward as the draft housing requirement. This figure should be used when calculating the Council's five year housing land supply prior to the adoption of the Local Plan.
6. Providing this level of housing will help meet local needs, provide choice for existing and new residents, increase the number of affordable dwellings in the Borough and support economic development.
7. The emerging Local Plan identifies a range of sites to meet the draft housing requirement over the plan period.
8. Councils are required to identify a 5 year supply of deliverable housing sites. Over the 5 year period starting 2017/18, there is a need for 775 dwellings (including historic shortfall and an additional 20% buffer as required by the NPPF).
9. The Council has identified sufficient deliverable sites to provide 1158 dwellings over the 5 year period and can therefore demonstrate a **7.5 year supply** of deliverable housing sites.





# Introduction

## 1.1 Purpose

---

- 1.1.1 The allocation and construction of new housing can be controversial. Decisions regarding how much housing is needed and where it should be located must therefore be based on the most up-to-date and robust evidence available.
- 1.1.2 Since the revocation of Regional Strategies in 2013 Local Authorities have been required to identify their own objectively assessed housing needs and include a housing requirement in their Local Plans which sets out how many homes are needed over the Plan period.
- 1.1.3 Barrow Borough Council (the Council) is in the process of producing its new Local Plan and will submit the Local Plan Submission Draft to the Planning Inspectorate in early 2018.
- 1.1.4 The key purposes of this document are to:
- Summarise the findings of the “Updating the Demographic Evidence”, November 2017 document produced by Edge Analytics which identifies a range of potential Objectively Assessed Need (OAN) figures for the Borough;
  - Identify the Council's preferred housing requirement (the number of new homes to be built over the plan period 2016-2031) and explain why other options have been ruled out;
  - Discuss the Borough's affordable housing need;
  - Identify a supply of deliverable housing sites (the 5 year supply);

### **Why does the Borough need new housing?**

- 1.1.5 National Planning Guidance (NPPG), paragraph 47, states that:
- “To boost significantly the supply of housing, local authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.”*
- 1.1.6 Councils are also required to identify annually a 5 year supply of deliverable housing sites against their housing requirement (plus 5% or 20% where appropriate) to ensure that their policies “for the supply of housing” remain in date.
- 1.1.7 Providing the right number of houses, allows people to move into an area, improves housing choice for existing residents and supports economic growth. It also ensures that the right types of housing are being built to meet changing needs. This is particularly important in the Borough's case as the population is ageing and more people are living on their own than in the past.

## What is the difference between objectively assessed need (OAN) and the housing requirement?

- 1.1.8 **OAN** is the basic housing need which authorities must meet. It is a “policy neutral” figure which does not take into account whether a Borough can physically provide the required number of homes or whether the Council has further growth aspirations above and beyond the basic need.
- 1.1.9 Policy judgements should not be considered when identifying OAN although it must be noted that “*when we assess future demand by projecting forward past trends, we also project forward the effect of those past constraints*”<sup>1</sup> including planning policies.
- 1.1.10 NPPG, paragraph 4, states that:  
  
*“The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints. However, these considerations will need to be addressed when bringing evidence bases together to identify specific policies within development plans.”*
- 1.1.11 In cases where there is no housing requirement in an up-to-date Local Plan, then the OAN figure should be used when calculating housing land supply as demonstrated during the Gallagher Homes Ltd vs. Solihull Metropolitan Borough case in 2014 where the Inspector stated that:  
  
*“Where there is no Local Plan, then the housing requirement for a local authority for the purposes of paragraph 47 is the full, objectively assessed need.”*
- 1.1.12 The **housing requirement** is a “policy on” target which must be deliverable. In some cases, the housing requirement can be lower than the OAN figure for example if there is an inability to deliver what is required due to a lack of infrastructure or a policy constraint such as a green belt. In such cases Councils must work with neighbouring authorities to determine whether they can absorb the unmet need.
- 1.1.13 In some cases, the requirement can be higher than OAN for example where an authority has to meet the needs of a neighbouring district.
- 1.1.14 Both the OAN and housing requirement must be set out in Council’s Local Plans, should be “aspirational but realistic”<sup>2</sup> and must be kept up-to-date. The NPPF, Para 16, however notes:

---

<sup>1</sup> PAS Objectively Assessed Need and Housing Targets Technical Advice Note

<sup>2</sup> NPPF Paragraph 154

*“A meaningful change in the housing situation should be considered in this context, but this does not automatically mean that housing assessments are rendered outdated every time new projections are issued.”*

- 1.1.15 The Council is currently producing a new Local Plan which will identify the housing requirement for the Plan period 2016-2031. In the interim period, the housing land supply should be considered against the Council's preferred OAN figure set out later in this document.

## 1.2 Progress so far

---

### Local Plan Pre-Submission Draft

- 1.2.1 The previous draft of the Local Plan, the Pre-submission Draft was published in March 2017.
- 1.2.2 The Draft was supported by a Strategic Housing Market Assessment (SHMA), produced by Arc4 in March 2017. The 2017 SHMA assessed the Borough's overall and affordable housing needs over the plan period 2014-2031 and built upon evidence in the Barrow-in-Furness Demographic Analysis and Forecasts document produced by Edge Analytics the same month.
- 1.2.3 The Edge document identified a range of potential scenarios resulting in differing levels of housing need. The demographic based scenarios gave a range of housing need between -74 dwellings and 42 dwellings per year.
- 1.2.4 A number of alternative jobs-led scenarios were also produced by Edge and these gave a range of housing need between 66 and 240 dwellings per year. The differences between the two employment-led figures are a result of alternative economic activity rates, commuting ratios and employment projections used.
- 1.2.5 The SHMA recommended that, taking into account the Edge document, 133 dwellings per year was a reasonable estimate of housing need in the Borough and this was taken forward into the Pre-Submission Draft of the Local Plan as the draft housing requirement.
- 1.2.6 The Council's Housing Land Statement 2017 identified a range of sites in the Borough which could deliver this level of housing over a 5 year period.

### Progress since the Pre-Submission Draft

- 1.2.7 A number of issues have required a review of the Borough's housing need:
- More recent population estimates (2016) have been produced which show continued population decline, albeit less of a decline than predicted under the sub-national population projections.
  - Cumbria Observatory have produced new, post-Brexit employment projections for the Borough using Cambridge Econometrics modelling and taking into account up-to-date projections from the Borough's main employer, BAE Systems.
  - The Government have consulted on a draft standard methodology for calculating housing need.
- 1.2.8 In light of the above, Edge Analytics were commissioned to re-visit the housing need issue taking into account the most up-to-date evidence. Their findings can be found in the "Updating the Demographic Evidence" document 2017.

- 1.2.9 The evidence in this document and the Edge document will support the latest draft of the Local Plan, the Submission Draft which will be submitted to the Planning Inspectorate early 2018. Further information regarding the Edge document can be found on page 58 and Appendix A.

## 1.3 Methodology

---

### How is OAN calculated?

- 1.3.1 There is no single methodology for calculating OAN. The NPPG, paragraph 14, states that:
- “Establishing future need for housing is not an exact science. No single approach will provide a definitive answer.”*
- 1.3.2 The National Planning Policy Framework (NPPF) and Planning Practice Guidance however include advice for authorities calculating housing need. Guidance is also available from the Planning Advisory Service.
- 1.3.3 The NPPG, Paragraph 4, states that:
- “The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.”*
- 1.3.4 The methodology used for calculating OAN is based upon guidance in the NPPF and NPPG, as well as Planning Advisory Service (PAS) Guidance. Consideration is also given to good practice and experience elsewhere e.g. at other Local Plan examinations and Development Control appeals.
- 1.3.5 The guidance states that the first step is to identify the housing market area. This is considered in Section 1.4.
- 1.3.6 The Department for Communities and Local Government (DCLG) population and household projections should then be the starting point when calculating housing need and should be considered alongside demographic trends. These issues are looked at further in Chapter 2: Demographics.
- 1.3.7 The guidance allows an uplift to the demographic starting point where market signals and economic evidence demonstrates one is required. Market signals are discussed further in Chapter 3: Market Signals and economic trends and projections are considered in Chapter 4: Economic Signals.
- 1.3.8 A summary of all the evidence is provided in Chapter 5 which identifies the Borough’s overall housing need as well as the need for affordable housing.

### Draft Standard Methodology for Calculating Housing supply

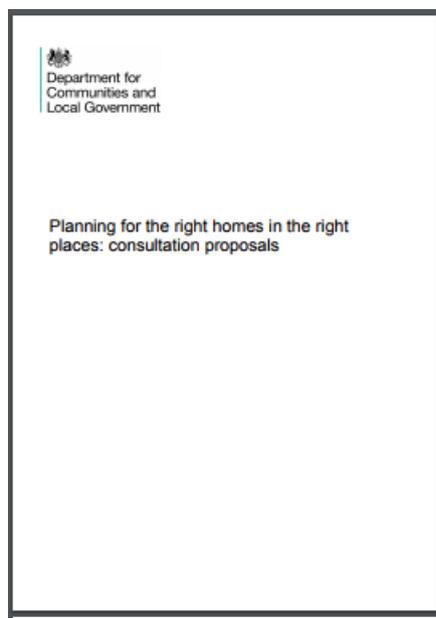
- 1.3.9 In November this year the Government consulted on a draft single methodology for calculating housing need which only takes demographic trends and housing affordability into consideration.
- 1.3.10 The consultation documents include an indicative assessment of housing need between 2016 to 2026 based on the proposed formula.

1.3.11 The identified need for Barrow is 0 dwellings per annum. This is significantly lower than the average number of dwellings previously delivered each year in the Borough. If it was taken forward it would act as a constraint to economic growth and stifle housing choice.

1.3.12 Paragraph 46 of the consultation document states that:

*“Plan makers may put forward proposals that lead to a local housing need above that given by our proposed approach. This could be as a result of a strategic infrastructure project, or through increased employment (and hence housing) ambition as a result of a Local Economic Partnership investment strategy, a bespoke housing deal with Government or through delivering the modern Industrial Strategy. We want to make sure that we give proper support to those ambitious authorities who want to deliver more homes. To facilitate this **we propose to amend planning guidance so that where a plan is based on an assessment of local housing need in excess of that which the standard method would provide, Planning Inspectors are advised to work on the assumption that the approach adopted is sound unless there are compelling reasons to indicate otherwise.**”*

1.3.13 The Council, along with Cumbria County Council, have responded to the consultation and its views are currently being considered by the Government.



## 1.4 Housing Market Area

---

1.4.1 The NPPF states that assessments of housing need should be based on the appropriate housing market area.

1.4.2 NPPG paragraph 2a-010 defines a housing market area as:

*“a geographical area defined by household demand and preferences for all types of housing reflecting the key functional linkages between places where people live and work.”*

1.4.3 The Council's 2016 SHMA notes that:

*“In establishing the extent to which Barrow-in-Furness Borough is a housing market area, house price, migration, travel to work and contextual data have been assembled in line with Planning Practice Guidance.”*

*“The Department of Communities and Local Government (DCLG) suggests that a housing market is self-contained if upwards of 70% of moves (migration and travel to work) take place within a defined area. An analysis of 2011 Census migration data suggests that 86.2% of households move within the Barrow-in-Furness Borough and 84.7% of residents in employment work within the Borough.”*

*“Barrow-in-Furness Borough can be described as a self-contained housing market on the basis of migration flows and travel to work patterns.”*

1.4.4 Whilst the Borough is a self-contained housing market area there are links between neighbouring boroughs in terms of travel to work areas. It is therefore important to consider both housing and employment schemes in neighbouring authorities and how they affect housing need in the Borough.

Figure 1: Location of Barrow Borough







# Demographics

## 1.5 Demographics and Housing: National Guidance

---

### 1.5.1 Paragraph 15 of the NPPG states:

*“Household projections published by the Department for Communities and Local Government should provide the starting point estimate of overall housing need. The household projections are produced by applying projected household representative rates to the population projections published by the Office for National Statistics. Projected household representative rates are based on trends observed in census and labour force survey data.*

*The household projections are trend based i.e. they provide the household levels and structures that would result if the assumptions based on previous demographic trends in the population and rates of household formation were to be realised in practice. They do not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour.*

*The household projection-based estimate of housing need may require adjustment to reflect factors affecting local demography and household formation rates which are not captured in past trends. For example, formation rates may have been suppressed historically by under-supply and worsening affordability of housing. The assessment will therefore need to reflect the consequences of past under delivery of housing. As household projections do not reflect unmet housing, local planning authorities should take a view based on available evidence to which household formation rates are or have been constrained by supply.”*

### 1.5.2 The NPPG, paragraph 16, continues by saying that:

*“Wherever possible, local needs assessments should be informed by the latest available information.”*

### 1.5.3 DCLG release their household projections every 2 years. The latest projections are the 2014 based projections which were published by the Government in May 2016.

### 1.5.4 The projections are not forecasts, they simply estimate what would happen if trends were to continue. Given this, it is important to identify any previous trends, understand why any patterns occurred and consider whether such trends will, in reality, occur again in the future.

## 1.6 Demographic Trends

1.6.1 The Office of National Statistics (ONS) produce mid-year population estimates for each local authority area. They are based on the latest Census and are updated annually to account for population change during the period from the 1st July one year to 30th June the next.

### Population Change

1.6.2 Table 1 below contains the most recent ONS mid-year population estimates for the Borough and those dating back to 2002.

1.6.3 The most recent estimates indicate that in June 2016 the Borough's population was 67,321, this compares to 67,515 in June 2015 and continues a trend of population decline which has occurred in the Borough since June 2002.

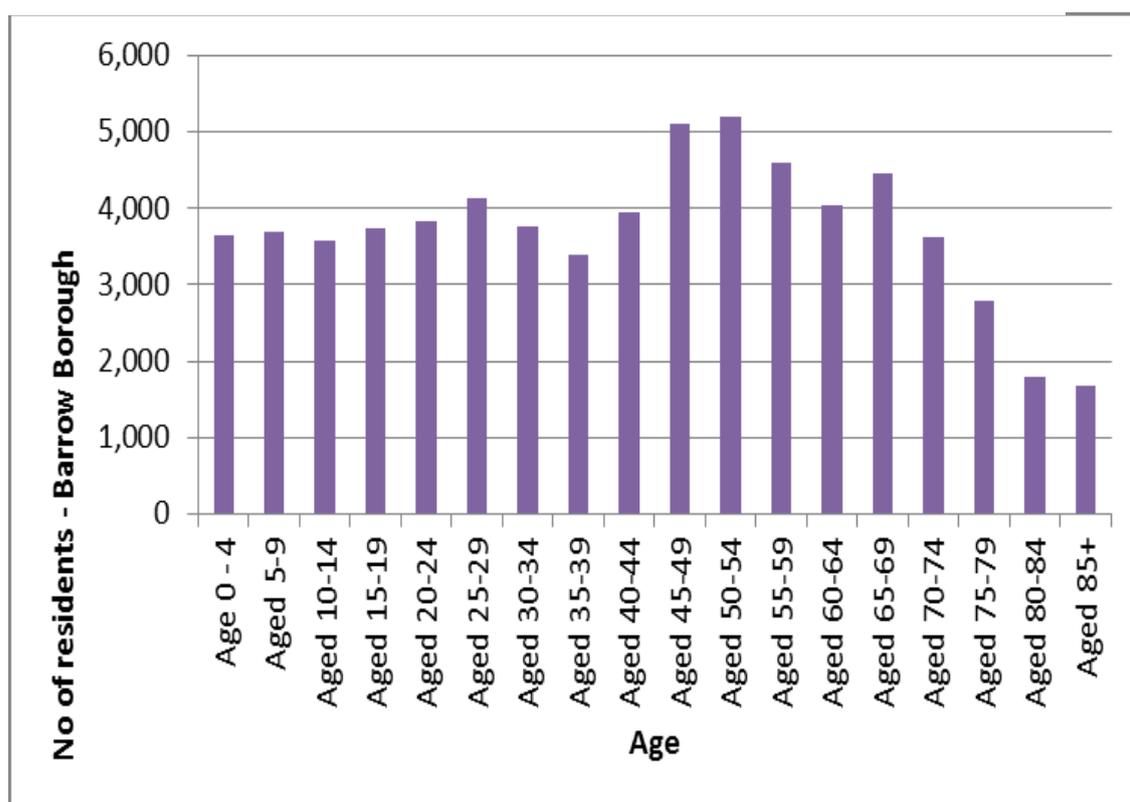
1.6.4 Since 2002, the most significant population loss occurred between June 2011 and June 2013 when the Borough's population fell by 1225 residents.

**Table 1: Annual Mid-year Population Estimates, Barrow Borough 2002-2016**

Year	Estimated Population	Population growth on previous year	Median Age of Population (Years)
Mid 2016	67,321	-194	44.7
Mid 2015	67,515	-133	44.4
Mid 2014	67,648	-67	44.1
Mid 2013	67,831	-615	43.8
Mid 2012	68,446	-610	43.5
Mid 2011	69,056	-373	42.9
Mid 2010	69,429	-347	42.6
Mid 2009	69,776	-68	42.1
Mid 2008	69,844	-190	41.8
Mid 2007	70,034	-233	41.5
Mid 2006	70,267	-278	41.3
Mid 2005	70,545	-300	41
Mid 2004	70,845	-69	40.6
Mid 2003	70,914	-426	40.3
Mid 2002	71,340		39.9

1.6.5 Table 1 also shows that the median age of the population has continued to rise since 2002. There are likely to be two main contributing factors: increased life expectancy (people are living longer) and out migration of younger age groups. Migration trends will be looked at further on pages 20 to 24.

Figure 2: Population Age Structure, Barrow Borough 2016



Source: ONS Tables MYE5 & MYE6<sup>3</sup>

### Components of Population Change

- 1.6.6 The main two contributors to population change are natural change (births minus deaths) and net migration (the difference between long-term moves into and out of the UK or local areas).
- 1.6.7 The ONS uses a combination of registration (e.g. at GP surgeries), survey and administrative data to estimate the different components of population change.
- 1.6.8 The latest estimates are shown in Table 2 along with historical estimates dating back to 2011.
- 1.6.9 Table 2 shows that between June 2015 and June 2016 the number of births outnumbered the number of deaths. Barrow and Carlisle were the only Cumbrian authorities where this was the case.
- 1.6.10 In terms of international migration over this period (movement of people to and from the Borough from other countries), roughly the same number of people in the Borough left for other countries as moved in from other countries. In previous years (2011-2015) however there was a net loss of residents through international migration.

<sup>3</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalesscotlandandnorthernireland>

**Table 2: Components of Population Change 2011-2016<sup>4</sup>**

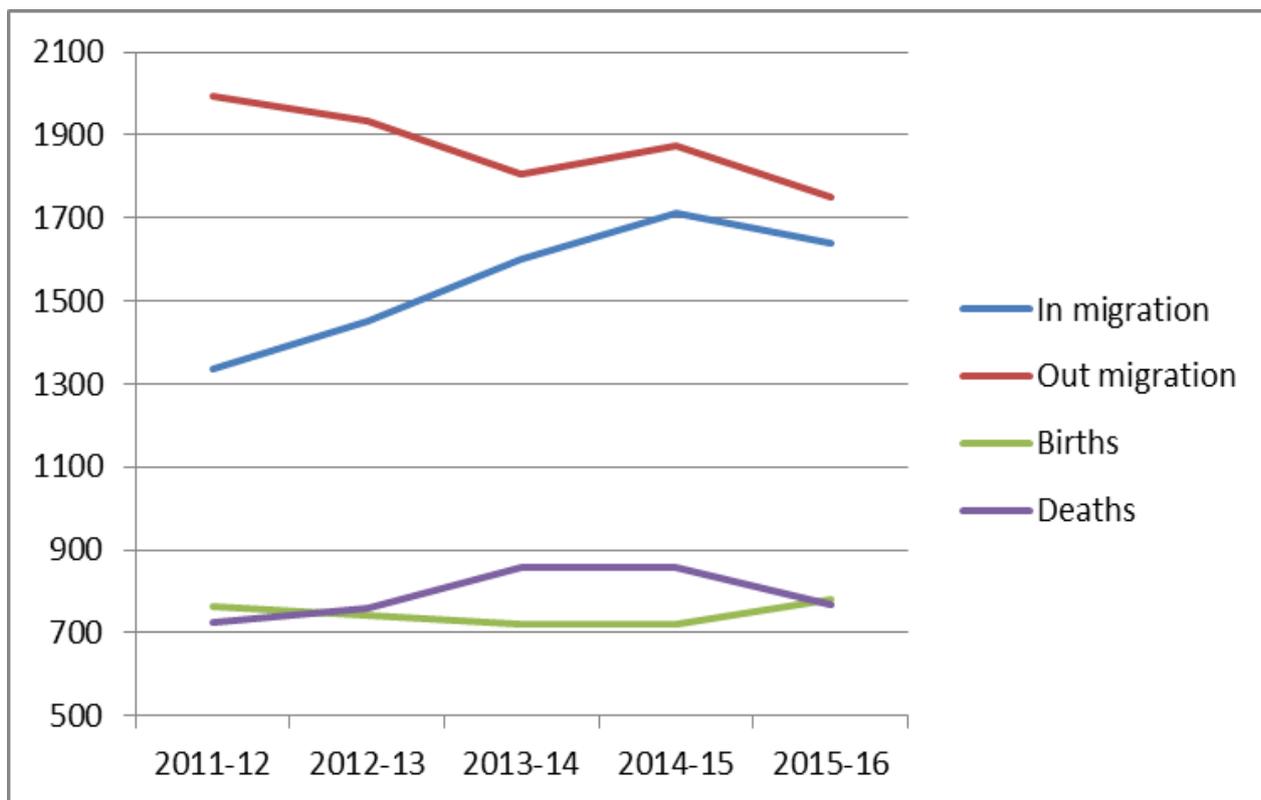
Component	Notes	July 2011- June 2012	July 2012- June 2013	July 2013- June 2014	July 2014- June 2015	July 2015 to June 2016
Births		762	743	723	723	780
Deaths		726	760	860	860	767
Births minus deaths		36	-17	-137	-137	13
Internal migration IN	Residential moves between different local authorities in the UK.	1337	1450	1599	1710	1639
Internal Migration OUT		1994	1933	1804	1873	1749
Internal Migration NET		-657	-483	-205	-163	-155
International Migration IN	Residential moves between the UK and other countries.	90	90	97	97	113
International Migration OUT		112	152	165	165	110
International Migration NET		-22	-62	-68	-68	3
Other	Changes to the size of armed forces stationed in the UK and other special population adjustments.	36	-53	-167	-167	-65

---

<sup>4</sup> ONS UK Mid-year Estimates 2016 UK

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationestimatesforukenglandandwalescotlandandnorthernireland>

Figure 4: Components of Population Change (Internal Migration and Natural Change) 2011-2016 (Source ONS)

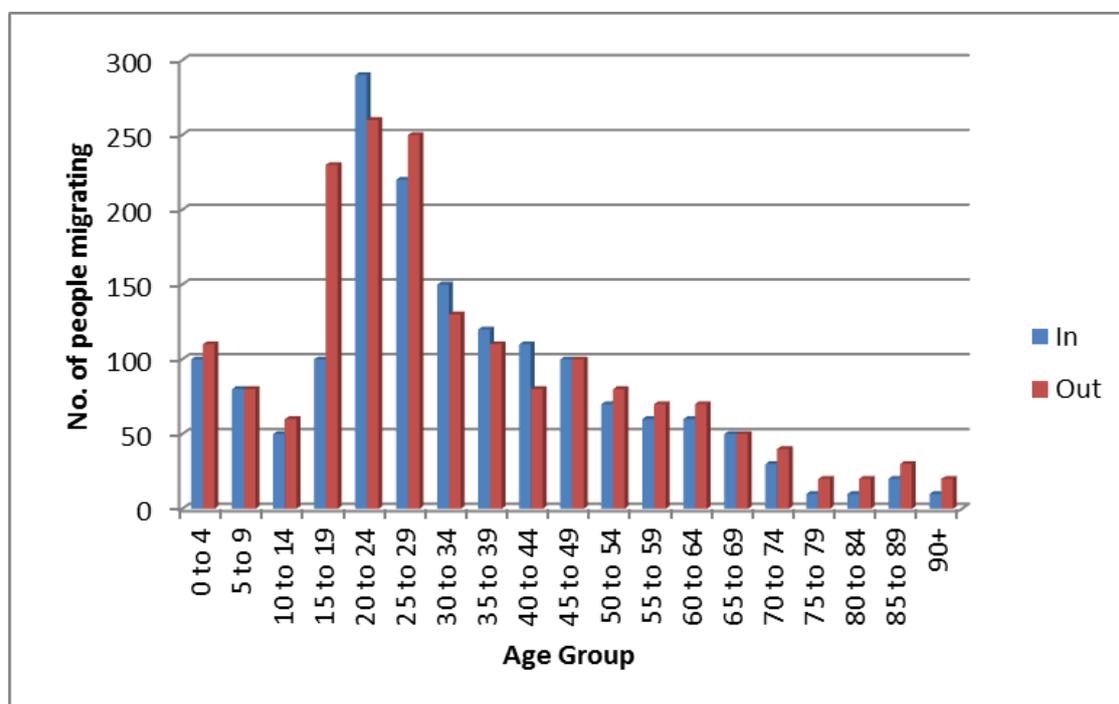


- 1.6.11 Between 2015 and 2016 internal migration (movements from other UK authorities to and from the Borough) more residents left the Borough than moved in, resulting in a net loss of population. This continues a trend of population loss through net internal migration since 2011.
- 1.6.12 Between 2015 and 2016, the most significant loss of residents through internal out-migration was amongst the 15 to 29 age groups. A total of 740 residents of this age left the Borough over this period as can be seen in Table 3 below.
- 1.6.13 This trend is not unusual as across England and Wales, with most moves between local areas occurring in early adulthood with the peak age for movers being 19. This is the main age at which people leave home for study.

**Table 3: Internal Migration 2015-16** <sup>5</sup>

Age	In	Out	Net
0-4	100	110	-10
5-9	80	80	0
10-14	50	60	-10
15-19	100	230	-120
20-24	290	260	30
25-29	220	250	-20
30-34	150	130	10
35-39	120	110	10
40-44	110	80	30
45-49	100	100	10
50-54	70	80	-10
55-59	60	70	-10
60-64	60	70	-10
65-69	50	50	0
70-74	30	40	-10
75-79	10	20	-10
80-84	10	20	-10
85-89	20	30	0
90+	10	20	-10

**Figure 5: Age Structure of Internal Migrants (in and out), Barrow Borough 2016**



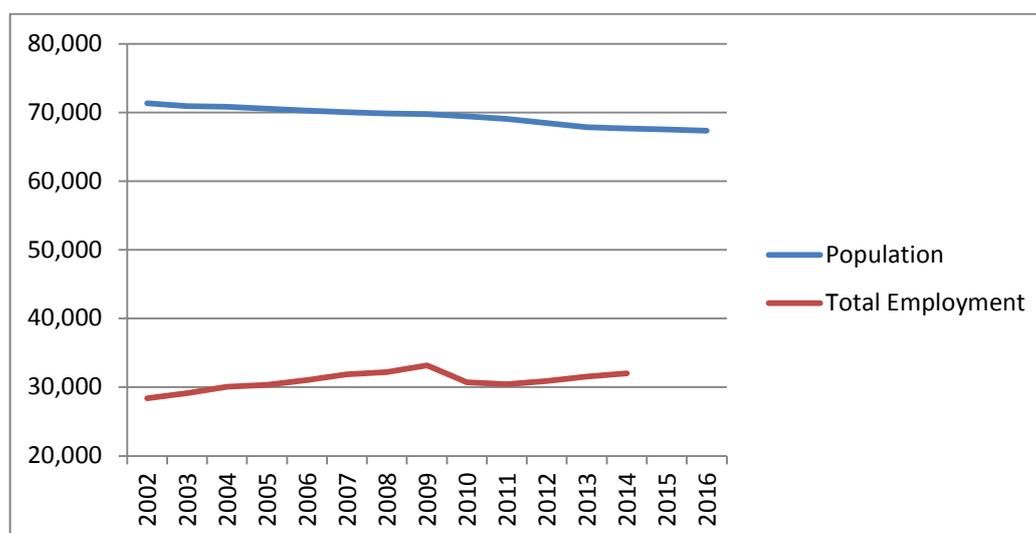
<sup>5</sup> ONS Internal Migration Moves by LAs and Regions in England and Wales by 5 year age group and sex, year ending 2016. Table IM2016-T5

- 1.6.14 Internal and international migration trends can often be a result of employment growth or decline. The correlation between the Borough's population and employment in the Borough can be seen in Table 4 below. Population and employment loss is indicated in red.
- 1.6.15 The data suggests that in the Borough's case jobs growth is not automatically followed by population growth. Conversely the greatest population loss occurred over the 2011-2013 period when the population fell by 1225 residents. This followed a period of significant job losses in the Borough.

Table 4: Annual Population and Employment Change<sup>6</sup>

Year	Mid-Year Population Estimate	Population growth on previous year	Total Employment <sup>7</sup> (all jobs)	Employment growth on previous year (all jobs)
Mid 2002	71,340		30,092	+1654
Mid 2003	70,914	-426	30,519	+427
Mid 2004	70,845	-69	32,793	+2274
Mid 2005	70,545	-300	30,942	-1851
Mid 2006	70,267	-278	31,410	+468
Mid 2007	70,034	-233	30,644	-766
Mid 2008	69,844	-190	33,011	+2367
Mid 2009	69,776	-68	34,346	+1335
Mid 2010	69,429	-347	31,980	-2366
Mid 2011	69,056	-373	31,238	-742
Mid 2012	68,446	-610	32,065	+827
Mid 2013	67,831	-615	32,315	+250
Mid 2014	67,648	-67	33,748	+1433
Mid 2015	67,515	-133	34,192	+444
Mid 2016	67,321	-194	35,476	+1284

Figure 6: Annual Population and Employment Change



<sup>6</sup> (Source: ONS Tables MYE5 & MYE6<sup>6</sup>)

<sup>7</sup> Experian/Cumbria Obsevatory/Nomis/HLS 2016

## 1.7 Demographics: Projections

---

1.7.1 Every two years the Office of National Statistics produces sub national population and household projections.

1.7.2 The ONS states that the projections:

*“are produced using the cohort methodology and are based on the local authority mid-year population estimates. Assumptions made about future fertility, mortality and migration at local authority level are based upon recent observed trends from the components of change which are published with the latest mid-year population estimates. The assumptions use either 5 or 6 years of trend data depending on the component.”*

1.7.3 The household projections can be converted into dwelling need by applying a household/dwelling ratio. This conversion takes into account vacant units, shared households and second homes.

1.7.4 Projections have their limits:

- They project past trends forward – what happened in the past may not happen in the future and projections can be altered significantly by changing the timescales of the trends used.
- Like any model, the assumptions used can greatly affect the outcomes. Assumptions on birth and death rates tend to be robust, however migration trends are less so as there is no compulsory system for monitoring such trends. Movements are calculated based on health and education registers and international passenger surveys. Young men in particular may not register with a GP and this can affect data.
- It is difficult to determine the extent to which a shortage of housing has constrained the ability of new households to form, or whether other factors such as mortgage finance availability etc. has a greater impact upon household formation. Regardless, projections based on past trends may perpetuate this constraint.

1.7.5 On this note, Paragraph 15 of the NPPG states that:

*“The household projection-based estimate of housing need may require adjustment to reflect factors affecting local demography and household formation rates which are not captured in past trends. For example, formation rates may have been suppressed historically by under-supply and worsening affordability of housing. The assessment will therefore need to reflect the consequences of past under delivery of housing. As household projections do not reflect unmet housing, local planning authorities must take a view based on available evidence to which household formation rates are or have been constrained by supply.”*

1.7.6 Paragraph 16 of the NPPG states that *“wherever possible, local needs assessments should be informed by the latest available information.”* As well as

the latest household projections, consideration should be given to the latest mid-year population estimates and other relevant information.

**What do the latest household projections show?**

- 1.7.7 The latest household projections from CLG, produced in May 2016, have a base date of 2014 and state that should previous trends continue, there will be further population loss in the Borough over the plan period.
- 1.7.8 Under the projections, the population will have fallen to 62,898 by 2031.
- 1.7.9 The projections also show that the population is expected to continue to age. In 2031 the number of people aged 85+ will be almost double that in 2016.
- 1.7.10 The numbers of working age people is also projected to fall significantly over the plan period should previous trends continue. This could act as a constraint to economic growth in the Borough and may encourage unsustainable commuting patterns with local jobs being filled by people living elsewhere.
- 1.7.11 It is useful to compare the projections to the most recent mid-year population estimates. A comparison between the two sets of data can be seen in Table 5.
- 1.7.12 Both sets of data show a decrease in the Borough’s population over the 2014-2016 period, however the projections may have been overly-pessimistic in terms of the extent of the decline as they estimate a reduction in the population between 2014 and 2016 of 667 residents, whereas the population estimates show a loss of only 327 residents.

**Table 5: 2014 based population projections and mid-year population estimates compared<sup>8</sup>**

Year	Population Projection (2014 based)	Mid-Year Population Estimates
2014	67,600	67,648
2015	67,300	67,515
2016	66,933	67,321
2017	66,620	N/A
2018	66,327	
2019	66,049	
2020	65,777	
2021	65,512	
2022	65,261	
2023	65,003	
2024	64,736	
2025	64,472	
2026	64,201	
2027	63,931	
2028	63,665	
2029	63,412	
2030	63,158	
2031	62,898	

<sup>8</sup> Source: ONS

Figure 7: 2014 Based Population Projections and Mid-year Population Estimates Compared (rounded)

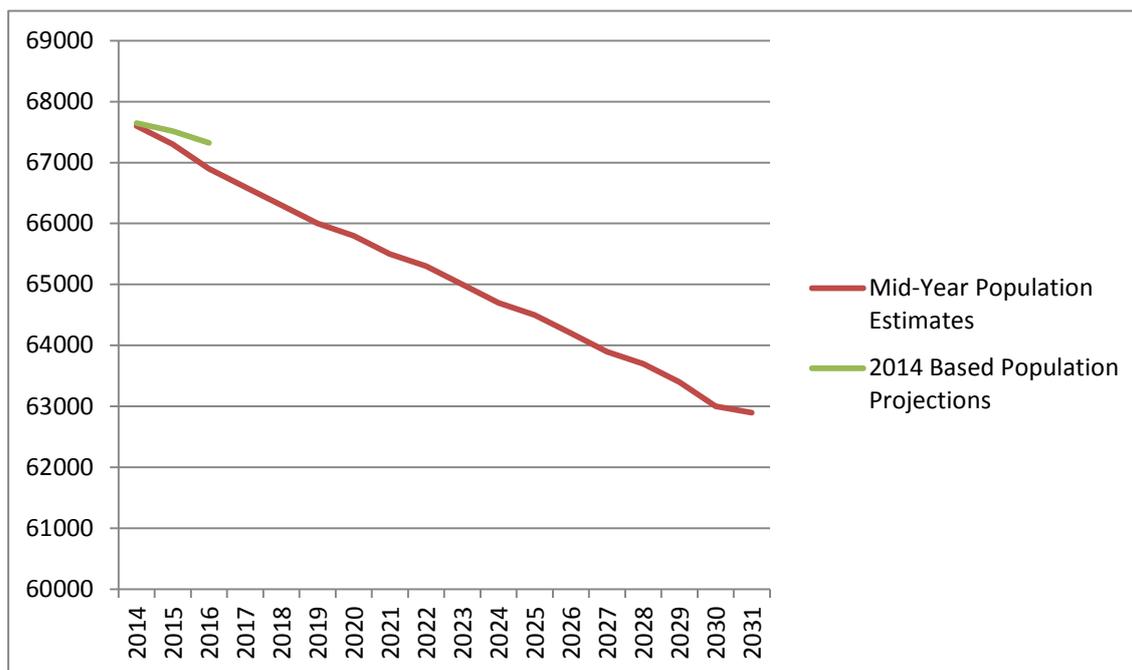
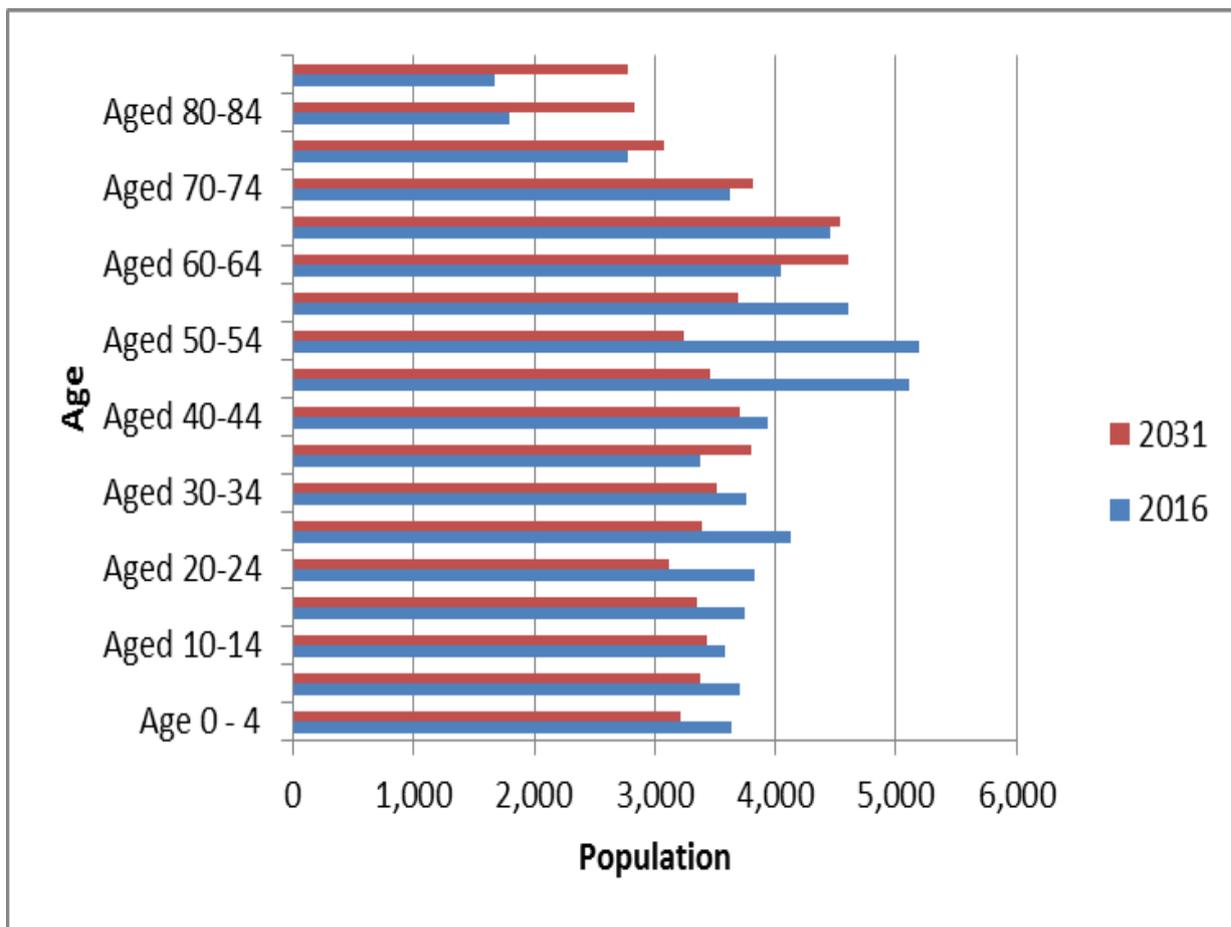


Table 6: Population Age Structure 2016 and 2031 Compared, Barrow Borough<sup>9</sup>

Age	2016	2031
All Ages	66,933	62,898
Age 0 - 4	3,639	3,211
Aged 5-9	3,698	3,372
Aged 10-14	3,577	3,434
Aged 15-19	3,742	3,354
Aged 20-24	3,821	3,115
Aged 25-29	4,122	3,387
Aged 30-34	3,755	3,518
Aged 35-39	3,381	3,797
Aged 40-44	3,940	3,706
Aged 45-49	5,106	3,453
Aged 50-54	5,192	3,239
Aged 55-59	4,599	3,693
Aged 60-64	4,042	4,600
Aged 65-69	4,450	4,540
Aged 70-74	3,623	3,809
Aged 75-79	2,778	3,070
Aged 80-84	1,791	2,828
Aged 85+	1,676	2,773

<sup>9</sup> Source: Nomis

Figure 8: Population Age Structure 2016 and 2031 Compared, Barrow Borough



## 1.8 Demographics: Summary

---

- 1.8.1 The population of Barrow Borough has continued to fall since 2002 according to mid-year population estimates.
- 1.8.2 The main driver of population loss is out-migration, with the most significant recent losses being amongst working age residents.
- 1.8.3 The most recent sub-national population projections, which are based on recent trends, predict further population loss over the Local Plan period.
- 1.8.4 The more recent population estimates show that the projections have been overly pessimistic and population loss has occurred at a slower rate than predicted under the projections.
- 1.8.5 Continuation of such trends will reduce the resident workforce and will act as a constraint to economic growth in the Borough.
- 1.8.6 Since the production of the last draft of the Local Plan, the Pre-submission Draft, the Government have published a draft standard methodology for identifying housing need. This is based upon the household projections but also takes into account affordability. Based on these two issues alone, the draft methodology suggests that there is no need for any additional housing in the Borough. Both the Borough and County Council have responded to the consultation and have objected to the proposed methodology.
- 1.8.7 The Council have commissioned Edge Analytics to produce a number of alternative housing need scenarios based on current government guidance. Further information can be found on page 58 and Appendix A.





Barrow Borough Council, November 2017

# Market Signals

## 1.9 Market Signals: National Guidance

---

1.9.1 Paragraph 19 of the NPPG states that:

*“The housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other indicators of the balance between the demand for and supply of dwellings. Prices or rents rising faster than the national/local average may well indicate particular market undersupply relative to demand.”*

1.9.2 The NPPG lists relevant market signals as land prices, house prices, rents, affordability, rate of development and overcrowding. Each of these issues will be discussed in turn in this chapter, with the exception of land values as there is insufficient trend-based data available.

1.9.3 Paragraph 20 of the NPPG states that:

*“Appropriate comparisons of indicators should be made. This includes comparison with longer term trends (both in absolute levels and rates of change) in the: housing market area; similar demographic and economic areas; and nationally. A worsening trend in any of these indicators will require upward adjustment to planned housing numbers compared to ones based solely on household projections. Volatility in some indicators requires care to identify persistent changes and trends.*

*In areas where an upward adjustment is required, plan makers should set this adjustment at a level that is reasonable....*

*Market signals are affected by a number of economic factors, and plan makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period.”*

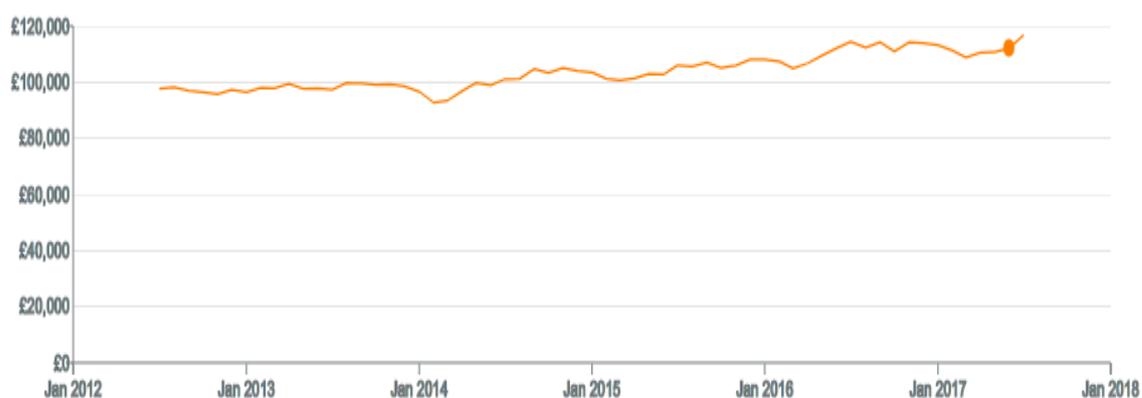
## 1.10 House Prices and sales

- 1.10.1 In July 2017, the average house price in the UK was £226,185 which is 5.1% higher than the previous year.<sup>10</sup>
- 1.10.2 In Barrow Borough, the average house price rose from £114,371 in July 2015 to £116,765 in July 2016<sup>11</sup> as shown in Figure 9 below. This represents a smaller increase of 2.1%.
- 1.10.3 Over a longer 5 year period, between July 2012 and July 2017, average UK prices rose by 24.5%, whereas in the Borough there was only a 15.3% increase.<sup>12</sup>
- 1.10.4 In terms of lower quartile prices, prices paid in the Borough remain considerably lower than county and national prices (See Table 7). Lower quartile prices have however risen between 2015 and 2016 and over the longer 5 year period, and have risen more quickly than lower quartile prices across Cumbria and the UK as a whole.
- 1.10.5 In terms of the number of house sales over the 5 year period, the total sales volume pattern has been erratic as can be seen in Figure 10.
- 1.10.6 At its lowest point in October 2012 there were only 56 sales, at its peak in March 2016 there were 158 sales. The latest figures show that in May 2016 there were 117 sales completed. This reflects the national picture to some extent over this period, with a peak in house sales across the UK also in early 2016.

Figure 9: Average House Prices, Barrow Borough 2012-2017

### Average price: Barrow-In-Furness from July 2012 to July 2017

Key: ● all property types



<sup>10</sup> <http://landregistry.data.gov.uk/app/ukhpi>

<sup>11</sup> <http://landregistry.data.gov.uk/app/ukhpi/explore>

<sup>12</sup> <http://landregistry.data.gov.uk/app/ukhpi/explore>

Figure 10: Total House Sales Volume, Barrow Borough 2012-2018

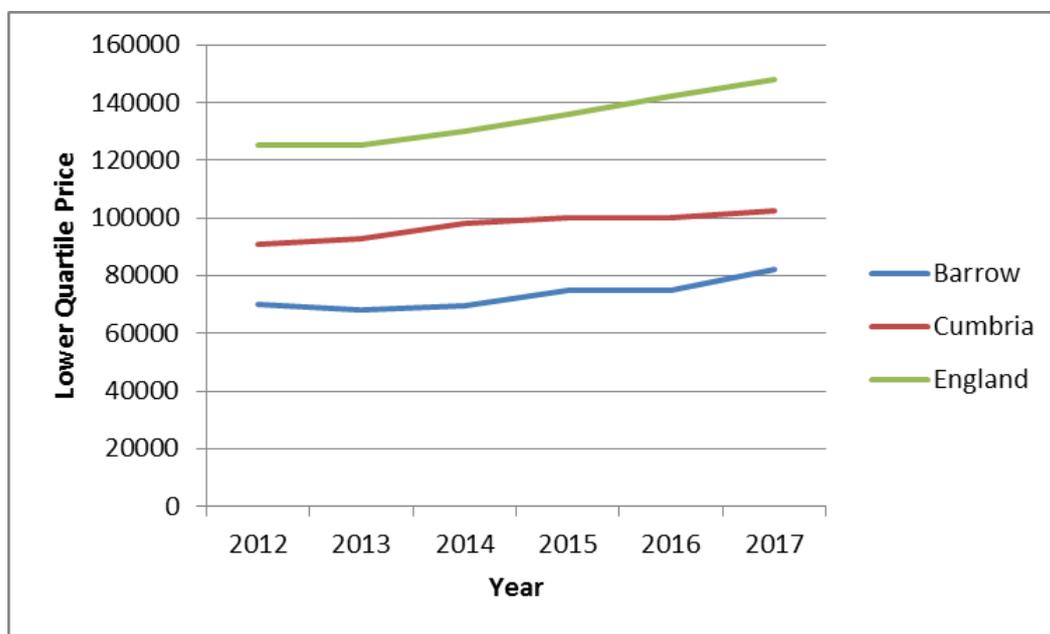


Source: <http://landregistry.data.gov.uk/app/ukhpi/explore>

Table 7: Lower Quartile House Prices Compared<sup>13</sup>

	Barrow	Cumbria	England
<b>March 17</b>	£82,000	£102,256	£148,000
<b>March 16</b>	£75,000	£100,000	£142,000
<b>March 12</b>	£70,000	£91,000	£125,000
<b>% change 2016-17</b>	8.5%	2.2%	4.1%
<b>% change 2012-17</b>	15%	11.1%	15.5%

Figure 11: Lower Quartile House Prices Compared 2012-2017



13

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/lowerquartilehousepriceforanationalandsubnationalgeographiesquarterlyrollingyearhpsdataset15>

## Private Rental Prices

- 1.10.7 Table 8 below shows monthly private rents in the Borough, County and England over the 2016/17 period.
- 1.10.8 Between April 2016 and March 2017 mean rents in the Barrow Borough were £503, only £10 higher than the previous year. During both years mean rents were lower than those in Cumbria as a whole and were considerably lower than the national average.
- 1.10.9 Lower quartile and median rents were also lower in the Borough than across Cumbria and England as a whole over the same period.
- 1.10.10 Whilst median and lower quartile rents rose across Cumbria and England between 2015/16 and 2017/18, they did not increase in the Barrow Borough.

**Table 8: Monthly Private Rents 2016/17<sup>1415</sup>**

		<b>Barrow</b>	<b>Cumbria</b>	<b>England</b>
<b>Mean private rents</b>	2016/17	£503	£582	£852
	2015/16	£494	£519	£820
<b>Lower Quartile Private rents</b>	2016/17	£400	£410	£500
	2015/16	£400	£400	£495
<b>Median Private rents</b>	2016/17	£450	£495	£675
	2015/16	£450	£47	£650

<sup>14</sup> <https://www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2016-to-march-2017> (Table 2.7)

<sup>15</sup> <https://www.gov.uk/government/statistics/private-rental-market-statistics-may-2016> (Table 2.7)

## 1.11 Affordability

---

- 1.11.1 Affordable housing is defined in the NPPF and includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. A definition of each can be found in the Glossary at the end of this document.
- 1.11.2 As a general rule, a household can be considered to be able to buy a home if it costs 3.5 times the gross household income for single earner households (or 2.9 times the gross household income for dual-income households) with an allowance for the deposit required.
- 1.11.3 *“On average, working people could expect to pay around 7.6 times their annual earnings on purchasing a home in England and Wales in 2016, up from 3.6 times earnings in 1997<sup>16</sup>.”*
- 1.11.4 A household can be considered to be able to afford to rent a home where the rent payable is up to 25% of their gross household income. Income includes money from earnings, savings and investments but excludes benefits.
- 1.11.5 The Council’s SHMA Addendum 2017, produced by Arc4, discusses the issue of affordability in the Borough. Paragraph 3.5 explains how affordability is measured:
- “Two measures of affordability are reported in Table 3.1 which are based on resident earnings: a House Price Ratio (HPR) which considers median price to median earnings; and a Rental Affordability Ratio (RAR) which considers lower quartile prices to lower quartile rents, The HPR has averaged 3.8 over the period 2008 to 2015 and was 4.1 in 2015. The RAR has averaged 27.7% over the period 2010 to 2015 and was 29.8% during 2015. The table also shows measures of affordability using ONS statistics that are based on workplace earnings. Lower quartile earnings to house price ratio has averaged 3.8 over the period 2005 to 2015 (and was 4.01 in 2015); median earnings to median house price ratio has averaged 3.6 over the period 2005 to 2015 and was 3.76 in 2015.”*
- 1.11.6 An extract of the key affordability data taken from the SHMA is included in Table 9.
- 1.11.7 The Borough remains the most affordable in the county. Paragraph 3.12 of the SHMA 2017 states that:
- “The House Price Ratio (HPR) in 2015 at 4.1 was the lowest across comparator areas and lower than the regional and national ratio. The Rental Affordability Ratio (RAR) at 29.3% was one of the highest when compared with most*

---

16

<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/housingaffordabilityinenglandandwales/1997to2016>

*neighbouring areas, slightly higher than the regional average but lower than the national average.”*

1.11.8 Further information on affordability can be found in the 2017 SHMA Addendum.

**Table 9: Housing Affordability<sup>17</sup>**

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>House Price Ratio (Median Price to Median Earnings)</b>	N/A	N/A	N/A	3.9	4.1	3.8	3.8	3.8	3.6	3.5	4.1
<b>Rental Affordability Ratio (Lower quartile rents to lower quartile earnings)</b>	N/A	N/A	N/A	N/A	N/A	26.6 %	27.9 %	29.9 %	26.7 %	25.6 %	29.8 %
<b>ONA Table 576 (Lower quartile price to median earnings)</b>	3.85	3.81	4.69	4.51	3.48	3.71	3.58	3.42	2.94	3.95	4.01
<b>ONS Table 577 (Median price to median earnings)</b>	3.45	3.69	3.86	4.11	3.68	3.88	3.56	3.21	3.19	3.63	3.76

<sup>17</sup> 2017 SHMA Addendum

## 1.12 Overcrowding

---

1.12.1 *“In England about 3% of households live in overcrowded accommodation. Overcrowding is much more prevalent among lower-income households, affecting 7% of people in the poorest fifth of households compared with less than 0.5% of those in the richest fifth.”<sup>18</sup>*

1.12.2 With regards to affordability, the 2017 SHMA Addendum, paragraph 3.8, states that:

*“According to the 2011 Census, 2.2% of households were overcrowded. This compares with 3.1% across England. The scale of housing need as measured by the Housing Register has ranged between 1,280 and 1,647 over the 2005-2015 period and in 2015 was 1,647.”*

1.12.3 Paragraph 3.14 of the 2017 SHMA continues:

*“The proportion of households identified as overcrowded in Barrow-in-Furness Borough was lower than the regional and national average.”*

---

<sup>18</sup> Joseph Rowntree Foundation at <https://www.jrf.org.uk/data/non-decent-housing-and-overcrowding>

## 1.13 Past Housing Delivery

---

- 1.13.1 The Council monitors housing delivery in the Borough against housing needs. Table 10 below shows how many dwellings have been granted permission, completed or demolished since 2003/04.

### Planning Permissions

- 1.13.2 A total of 1893 dwellings were granted planning permission between 2003/04 and 2016/17. Of those permissions, 1570 dwellings (83%) were on unallocated sites.
- 1.13.3 The annual number of dwellings approved each year ranged between 28 and 353 over this period.
- 1.13.4 On average 135 dwellings have been approved each year in the Borough.
- 1.13.5 In the most recent monitoring year 2016/17, 72 dwellings were granted planning permission.

### Housing Completions

- 1.13.6 A total of 1314 dwellings were completed over the same period (through new builds, conversions and changes of use).
- 1.13.7 The annual number of dwellings completed each year ranged between 52 and 165.
- 1.13.8 On average 94 dwellings have been completed each year, the majority of which have been on windfall sites.
- 1.13.9 In the most recent monitoring year, 68 dwellings were completed.

### Demolitions

- 1.13.10 The number of demolitions per year has had a significant effect on the number of net additional dwellings. The Council has demolished a large number of homes through its Housing Market Renewal programme, however there are no intentions at present to continue this scheme, therefore the number of demolitions per year is likely to remain relatively stable over the emerging plan period.
- 1.13.11 Table 10 identifies the number of non-HMR demolitions. The average number of non-HMR demolitions per year is 5 dwellings.

### Net Additional Dwellings

- 1.13.12 Table 10 shows that the number of net additional dwellings was at its peak in 2014/15 (116 dwellings). The figure was at its lowest in 2011/12 when the number of net additional dwellings totalled -71. Whilst 52 new dwellings were added to the supply that year, 123 were lost due to housing clearance under the HMR scheme.

- 1.13.13 On average, the number of net additional dwellings per year is 68. This figure would be higher if housing demolitions linked to the housing market renewal scheme were excluded from the calculations.

**Table 10: Past housing Delivery in Barrow Borough**

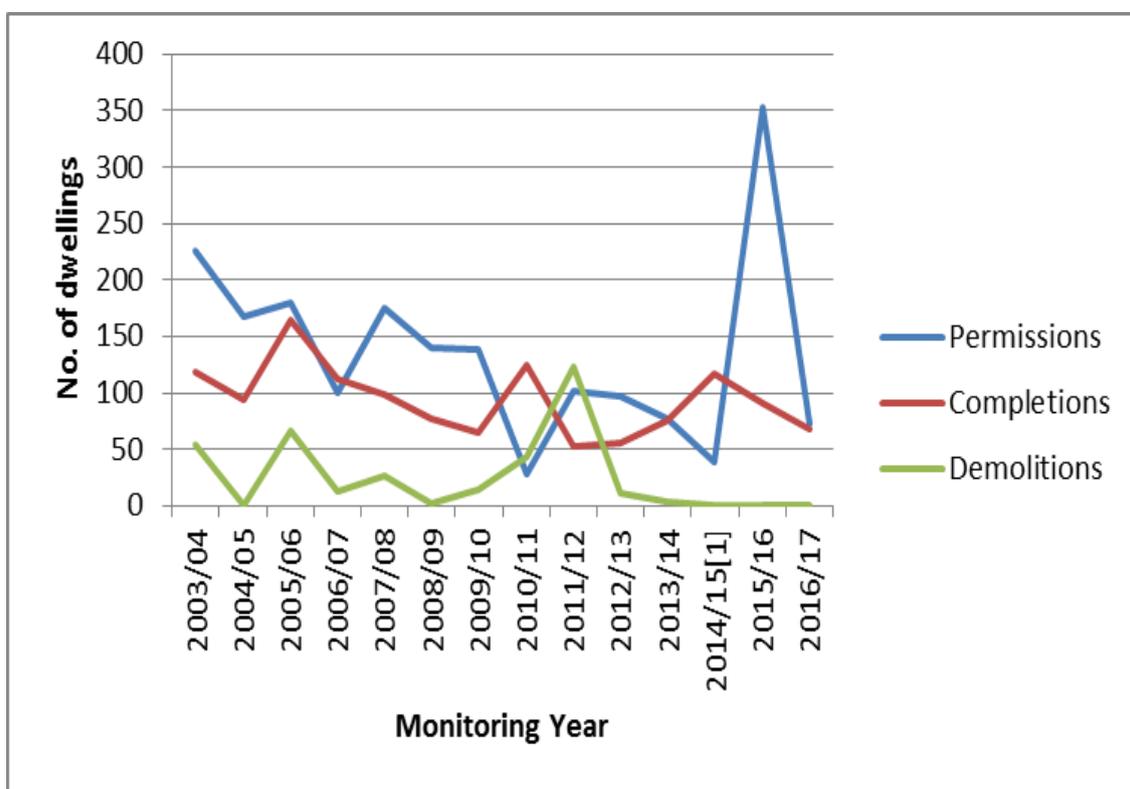
Year	Total Permissions (dwellings)	Permissions on unallocated sites (dwellings)	Net Completions (dwellings)	Demolitions (dwellings)	Housing Market Renewal Demolitions (dwellings) <sup>19</sup>	Net Additional Dwellings	Basic annual Housing Requirement (dwellings) <sup>20</sup>	Shortfall against requirement since start of plan period
2003/04	225	84	118	54	54	64	-	N/A
2004/05	167	164	94	0	0	94	-	
2005/06	180	103	165	67	65	98	-	
2006/07	100	90	113	12	4	101	-	
2007/08	175	167	99	26	0	73	-	
2008/09	140	140	77	2	0	75	150*	
2009/10	138	81	65	14	0	51	150*	
2010/11	28	28	124	43	40	81	150*	
2011/12	102	104	52	123	121	-71	150*	
2012/13	97	97	55	11	10	44	-	
2013/14	77	77	76	3	0	73	-	
2014/15	39	39	117	1	0	116	-	
2015/16	353	324	91	0	0	91	-	
2016/17 <sup>21</sup>	72	72	68	1	0	67	119	
<b>Total</b>	<b>1893</b>	<b>1570</b>	<b>1314</b>	<b>357</b>	<b>294</b>	<b>957</b>	-	
<b>Average per annum</b>	<b>135</b>	<b>112</b>	<b>94</b>	<b>26</b>	<b>21</b>	<b>68</b>	-	-

<sup>19</sup> See page 39<sup>20</sup> Before shortfall and 20% buffer added. See pages 75 and 76

\* Former RS target

<sup>21</sup> Start of emerging Plan period

Figure 12: Past Housing Delivery



### Past Build Rates on Larger Sites

- 1.13.14 Appendix B includes a sample of major housing sites in Barrow, some of which are complete, others which are under construction. The table shows the year when permission was granted, how many dwellings were approved and the number of dwellings completed on each site per year according to the Council's monitoring records.
- 1.13.15 In some cases, there have been multiple permissions on the site, therefore the first consent shown in the table may not be the one which was implemented. The table however gives an indication of how many dwellings on average are completed each year on larger sites.
- 1.13.16 The table is based on Building Control completions. In some cases, the number of dwellings a developer considers to be complete on site may differ as they may have a different definition of "complete".
- 1.13.17 The table shows that delivery rates between sites differs significantly, with the average number of dwellings completed on sites ranging from 0 per year to 13. The highest number of dwellings completed on a site in one year was 26 at Listers North in 2014/15.

## Impact of Planning Policy on Previous Housing Delivery

- 1.13.18 The Local Plan 1996-2006, included a housing requirement derived from the Structure Plan (Policy 30) which stated that the Borough needed “*about 2500 dwellings*” between 1991 and 2006. The Local Plan allocated both brownfield and greenfield sites (16 in total providing 1092 dwellings).
- 1.13.19 Regional Planning Guidance was introduced in 2003 which became the Regional Strategy in 2004. The RS stated that local planning authorities should minimise the take up of additional greenfield land for development to encourage more sustainable patterns of growth.
- 1.13.20 The Cumbria Joint Structure Plan was introduced in 2004 and directed development to sites within the urban centres. It stated that the Borough should build 1500 dwellings between 2002 and 2016, which was lower than the previous period’s target. The Structure Plan has since been revoked alongside the RS.
- 1.13.21 In June 2006 the Local Plan Housing Chapter Alteration was adopted which continued the theme of directing housing to sites within the urban boundaries of Barrow and Dalton and villages with development cordons. It also deallocated a number of housing sites stating that:
- “many of them are unlikely to come forward for development and even if they did their ‘greenfield’ status makes them inappropriate opportunities because of national planning guidance.”*
- 1.13.22 Only 5 sites were allocated in the HCA all of which were brownfield, these were to provide 707 dwellings over the plan period. Only two of these sites have been developed to date.
- 1.13.23 It could be argued that, from 1996 until the introduction of the NPPF, regional and local planning policy was one of restriction rather than growth, unlike the current national guidance which aims to “*significantly boost the supply of housing*”. Given this, and given the fact that the new Local Plan will allocate a range of deliverable and developable sites, it is likely that delivery rates will increase following the plan’s adoption.

## 1.14 Empty Homes

1.14.1 The NPPF, paragraph 51, states that:

*“Local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies...”*

1.14.2 Paragraph 3.7 of the 2017 SHMA Addendum states that:

*“In terms of quantity indicators, there has been a very slight increase of 82 dwellings (0.24%) over the period 2005 to 2015. Vacancy rates have averaged 5.2% during this period and were 4.5% in 2015 which compares with 3.2% across the North West and the English average of 2.6%. Assuming the English average as a ‘target’ vacancy rate (which would suggest a target of 845 vacant dwellings, compared with actual vacancies of 1,489), it could be suggested that in 2015 there were around 643 surplus vacant dwellings across Barrow in Furness Borough. The current vacancy rate allows for a slightly greater degree of household mobility within dwelling stock compared to the English average.”*

1.14.3 The 2017 SHMA also looks at past vacancy trends, an extract showing the relevant data is shown in Table 11 below:

Table 11: Vacancy Rates Barrow Borough

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
<b>Total Vacancy Rate (October) %</b>	5.36	5.27	5.38	5.51	5.28	5.74	5.26	5.06	5.03	5.01	4.49
<b>Long Term Vacancy Rate (October) %</b>	2.46	2.73	2.75	2.82	2.69	2.24	2.07	2.19	1.75	1.79	2.69

1.14.4 In terms of long terms vacancies the SHMA notes in paragraph 3.13:

*“The proportion of long term vacants in 2015 was the highest across comparator areas and more than twice the regional average and three times the national average.”*

1.14.5 Bringing long term empty homes back into use can help meet some of the identified housing need over the plan period. This was highlighted at the examination into County Durham’s Local Plan where the Inspector noted in paragraph 46 of his Interim Views Report that:

*“There are factors that will push the residual figure lower. No allowance has been made for bringing empty homes back into use, notwithstanding it being a stated priority for the Council.”*

- 1.14.6 The Council has been allocated £3.4 million from the Clusters of Empty Homes Fund to bring empty properties back into use. This fund was set up to deal with neighbourhoods where more than 10% of properties are empty and where at least 100 homes can be brought back into use. Barrow Island was selected as the only area in Barrow that met that criteria and a successful bid was submitted to bring 229 Barrow Island flats back into residential use. The scheme has been successful with 119 flats being brought back into use in 15/16.
- 1.14.7 At present however the Council does not have an Empty Homes Strategy which identifies how many homes could be brought back into use across the Borough and potential sources of funding.
- 1.14.8 A large proportion of empty homes are also in poor condition and may not meet modern needs.
- 1.14.9 Given the above, the Council has therefore taken a cautious approach and has not made allowance for bringing empty homes back into use when calculating housing need.
- 1.14.10 This issue will be kept under review throughout the Local Plan period and vacancy rates will continue to be monitored through the Council's Annual Monitoring Report.

## 1.15 Market Signals: Summary

---

- 1.15.1 The evidence in this chapter suggests that no uplift is required to the household projections (the starting point when calculating housing need) to reflect market signals.
- 1.15.2 In the past 5 years house prices in the Borough have risen, however prices remain significantly lower than the national average and the increase in prices has been slower than the increase nationally.
- 1.15.3 Lower quartile house prices in the Borough are still considerably lower than at the county and national level, although they have been rising at a faster rate than across Cumbria.
- 1.15.4 Private monthly rents are lower than the county and national average.
- 1.15.5 The Borough remains one of the most affordable districts in the UK in terms of housing.
- 1.15.6 The percentage of households which are overcrowded is lower than the percentage nationally.
- 1.15.7 The number of dwellings completed each year has ranged between 52 and 165 since 2003.
- 1.15.8 On average 94 dwellings have been added to the housing stock each year since 2003.
- 1.15.9 Previous national, regional and local planning policy may have had an impact upon housing delivery over previous years however the extent of the impact is difficult to determine as delivery is also affected by other factors such as availability of finance, capacity of developers and housing demand.



# Economic Signals

## 1.16 Housing and the Economy – National Guidance

---

### Adjustments for Economic Growth

1.16.1 NPPG, Paragraphs 18 and 19 state that:

*“Plan makers should make an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth of the working age population”*

*“Where the supply of working age population that is economically active (labour force supply) is less than the projected job growth, this could result in unsustainable commuting patterns...in such circumstances, plan makers will need to consider how the location of new housing or infrastructure could help address these problems.”*

*“Significant weight should be placed on the need to support economic growth through the planning system.”*

1.16.2 Paragraph 20 continues by stating that Local authorities should:

*“plan proactively to meet the development needs of business and support an economy fit for the 21<sup>st</sup> Century”*

1.16.3 This stance is supported by the Planning Advisory Service who note that:

*“In order to support economic growth, a comparable level of homes will need to be provided to support population growth, or more specifically the growth of economically active residents.”*

*“From Inspector’s advice, for example in Bath and NE Somerset (BANES), it is clear that future labour market requirements cannot be used to cap demographic projections. In other words, if demographic projections do not provide enough resident workers to fill the expected workplace jobs they should be adjusted upwards until they do.” (PAS)*

1.16.4 Planning Authorities must therefore assess whether the number of residents predicted by the projections is able to support future economic growth. If not, the number of households must be adjusted upwards, providing housing which allows workers to move into the Borough in order to prevent a labour force shortage. Such a move is also in the interests of sustainability as locating housing close to employment helps prevent unsustainable commuting patterns.

1.16.5 Increasing an area’s labour force can be done in a number of ways e.g. by increasing economic activity rates amongst the resident population, through changes to commuting patterns or through increased in-migration.

1.16.6 Local Plan examinations elsewhere have indicated that any upwards adjustments made to activity rates, commuting ratios or migration must be realistic. For

example, the Examiner criticised Durham County Council during their Local Plan examination for taking forward an overly aspirational OAN stating:

*“it is appropriate to consider alternative scenarios that aim for economic growth. However in accordance with the NPPF’s general guidance on Local Plans, such growth scenarios should be aspirational but realistic.”<sup>22</sup>*

---

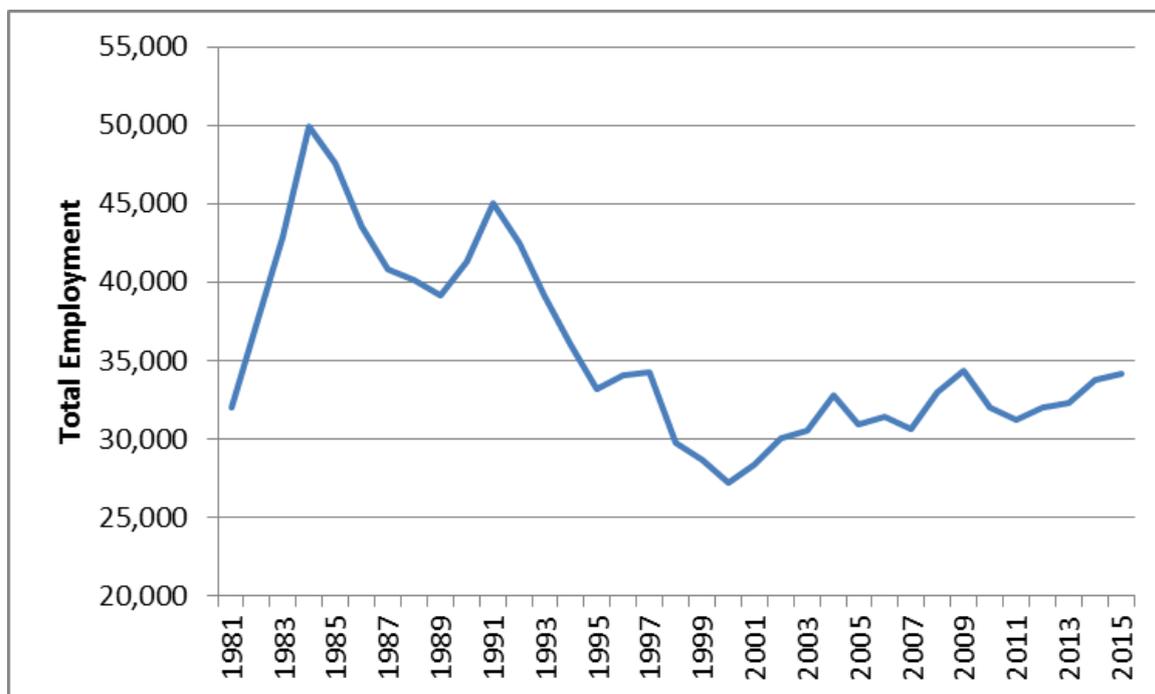
<sup>22</sup> Para 4, Inspector’s Interim Views on the legal compliance and soundness of the submitted County Durham Plan.

## 1.17 Economic Trends

### Barrow Borough Economic Profile - Employment

- 1.17.1 The Barrow Borough has a relatively self-contained economy with its performance being dependent to a large extent on its main employer BAE Systems.
- 1.17.2 BAE Systems is currently reliant upon defence contracts from the UK Government. Given the nature of the business, it is difficult to obtain data regarding current and projected numbers of employees and their commuting patterns.
- 1.17.3 The Borough's economy has had mixed fortunes in the past as shown in Figure 13 below, however between 2000 and 2015 the number of jobs in the Borough increased from 27,264 to 34,192.

Figure 13: Total Employment Barrow Borough 1981-2015 (Source: Cumbria Observatory)



- 1.17.4 Table 12 shows the percentage of jobs in the Borough by sector in 2016. Manufacturing was the largest sector in the Borough, accounting for over a quarter of employee jobs, and in Cumbria as a whole.
- 1.17.5 The second largest sector in 2016 was the healthcare sector which accounted for 14.7% of employee jobs.
- 1.17.6 There is less reliance upon the manufacturing sector across the North West as a whole where it accounts for only 9.7% of employee jobs.

Table 12: Employee Jobs by Industry 2015<sup>23</sup>

Sector/Industry	Barrow (%)	Cumbria (%)	North West (%)	Great Britain (%)
<b>1 : Agriculture, forestry &amp; fishing (A)</b>	0.4	0.5	1.1	1.6
<b>2 : Mining, quarrying &amp; utilities (B,D and E)</b>	1.3	1	1.3	1.2
<b>3 : Manufacturing (C)</b>	26.1	16.2	9.7	7.9
<b>4 : Construction (F)</b>	4.1	5	4.1	4.7
<b>5 : Motor trades (Part G)</b>	1	1.9	1.4	1.8
<b>6 : Wholesale (Part G)</b>	1.1	2.5	3.5	3.9
<b>7 : Retail (Part G)</b>	11.4	11.2	10.4	9.5
<b>8 : Transport &amp; storage (inc postal) (H)</b>	4.1	5	5.5	4.8
<b>9 : Accommodation &amp; food services (I)</b>	7.3	13.7	7.9	7.4
<b>10 : Information &amp; communication (J)</b>	2	1.2	2.7	4.1
<b>11 : Financial &amp; insurance (K)</b>	1.1	1	2.9	3.5
<b>12 : Property (L)</b>	0.4	1.5	1.7	1.7
<b>13 : Professional, scientific &amp; technical (M)</b>	5.7	5.8	8.5	8.7
<b>14 : Business administration &amp; support services (N)</b>	2.3	4.6	8.4	8.8
<b>15 : Public administration &amp; defence (O)</b>	3.3	4.2	4.3	4.2
<b>16 : Education (P)</b>	9.8	8.3	8.7	8.6
<b>17 : Health (Q)</b>	14.7	12.9	14.1	13
<b>18 : Arts, entertainment, recreation &amp; other services (R,S,T and U)</b>	2.9	3.7	3.8	4.6

1.17.7 Table 13 below shows jobs density in the Borough i.e. the number of jobs in the Borough divided by the resident population ages 16-64 in that area. A density of 1.0 would mean that there is one job for every resident of that age.

1.17.8 Jobs density in the Borough increased between 2013 and 2015 by 0.07% as a result of increases to the number of jobs compared to the number of residents that age.

Table 13: Jobs Density 2017<sup>24</sup>

Date	Total jobs	Jobs density
<b>2013</b>	32,000	0.76
<b>2014</b>	33,000	0.79
<b>2015</b>	35,000	0.83

<sup>23</sup> Source: ONS Business Register and Employment Survey

<sup>24</sup> Source: Nomis

## Resident Skills

- 1.17.9 As shown in Table 14 below, the Borough has a lower proportion of residents with NVQ levels 2 and above than in the North West region and Great Britain as a whole.
- 1.17.10 In 2016 less than half the proportion of residents in the Borough (18.5%) had achieved higher level qualifications (NVQ level 4 and above) compared to Great Britain as a whole (38.2%).

**Table 14: Resident Qualifications 2016, Barrow Borough**

Qualifications (Jan 2016-Dec 2016)				
	Barrow-In-Furness (Level)	Barrow-In-Furness (%)	North West (%)	Great Britain (%)
Individual Levels				
NVQ4 And Above	7,900	18.5	34.0	38.2
NVQ3 And Above	18,700	44.1	53.7	56.9
NVQ2 And Above	26,900	63.5	73.0	74.3
NVQ1 And Above	37,100	87.3	84.8	85.3
Other Qualifications	#	#	5.7	6.6
No Qualifications	3,800	8.9	9.5	8.0

Source: ONS annual population survey  
 # = Sample size too small for reliable estimate  
 Notes: For an explanation of the qualification levels see the definitions section.  
 Numbers and % are for those of aged 16-64  
 % is a proportion of resident population of area aged 16-64

- 1.17.11 As shown in Table 15 the % of residents with NVQ level 4 or above fluctuates over time however has been consistently lower than the UK proportion since 2006.
- 1.17.12 Table 15 also shows that there was a significant loss of residents with higher level qualifications from the Borough between 2010 and 2011 (32.9% to 17.4%). This coincides with a period of significant job losses across the Borough. The percentage of residents with these higher qualifications has never reached the 2010 level since.

**Table 15: % Population with NVQ Levels 3+ and 4+, Barrow Borough 2006-2016<sup>25</sup>**

Date	% with NVQ4+ - aged 16-64	% with NVQ3+ - aged 16-64
Jan 2006-Dec 2006	23.5	46.9
Jan 2007-Dec 2007	21.8	38.1
Jan 2008-Dec 2008	23.6	40.8
Jan 2009-Dec 2009	25.3	46.8
Jan 2010-Dec 2010	32.9	50.4
Jan 2011-Dec 2011	17.4	44.8
Jan 2012-Dec 2012	17.6	44.5
Jan 2013-Dec 2013	17.6	41.0
Jan 2014-Dec 2014	19.8	45.7
Jan 2015-Dec 2015	20.5	47.2
Jan 2016-Dec 2016	18.5	44.1

1.17.13 The Cumbria County Council Barrow Plan 2014-17 recognises this as a problem stating that improving educational achievement is one of the key issues which needs addressing.

1.17.14 This is supported by the Cumbria Local Enterprise Partnership in the Cumbria Skills Plan, paragraph 5.20 which states that:

*“The Cumbria Business Survey 2013 found that 14% of employers in the county had a skills gap, which is just below the national average of 16% reported through the 2013 UK Employer Skills Survey (UKESS)...skills gap in Cumbria appear to be the most prevalent in skilled trades occupations and amongst managers, directors and senior officials.”*

1.17.15 In order to bridge the skills gap, educational attainment needs to be raised amongst residents and/or skilled workers need to be brought into the Borough. The opportunities available will be looked at further in the Council’s “Supporting Economic Growth” document which is currently in production and will be available prior to the Local Plan examination.

---

<sup>25</sup> Source: ONA annual population survey

## 1.18 Economic Projections

---

- 1.18.1 Barrow Borough Council is committed to sustainable, economic growth in the Borough. This also remains an objective of the Cumbria Local Enterprise Partnership.
- 1.18.2 In order to ensure that housing supports economic growth in the Borough, the Council has taken into consideration projected jobs growth over the plan period when calculating housing need.
- 1.18.3 Cumbria Observatory has produced a set of employment projections which run from 2016 using the Cambridge Econometrics model.
- 1.18.4 The baseline assumptions have been adjusted by the Observatory to take into account workforce data provided by BAE Systems and Sellafield Ltd who employ significant numbers of people in the Borough.
- 1.18.5 Data from BAE Systems and Sellafield is provided to Cumbria Observatory on a strictly confidential basis and takes into account their most up-to-date workforce projections available.
- 1.18.6 The projections do not include the potential impact of nuclear new build at Moorside, Waterfront Business Park, Barrow or related activity. Such opportunities have not been included given the level of uncertainty surrounding them at this stage.
- 1.18.7 There is always some degree of uncertainty about the reliability and accuracy of employment forecast, particularly in the later years of the plan period. As stated previously the Borough is a relatively self-contained economy which is affected significantly by the fortunes of its main employer BAE Systems. BAE Systems is at present dependent upon contracts from the Ministry of Defence, the employment requirements of such contracts are not always known several years in advance.
- 1.18.8 As can be seen from the Edge document "Updating the Demographic Evidence", Figure 12, the employment projections show growth in the early years of the plan period followed by decline and small annual increase thereafter.
- 1.18.9 This pattern of employment growth followed by decline is similar to past trends which have occurred in the Borough since the early 2000s as shown in Table 4, of this document.
- 1.18.10 Over the full plan period (2016-2031), the annual change in employment under the projections averages at -84 per year.
- 1.18.11 Economic growth forecasts are discussed further in the Edge document "*Updating the Demographic Evidence*".

## 1.19 Economic Signals: Summary

---

- 1.19.1 This chapter suggests an uplift is required to the household projections (the starting point when identifying housing need) to support economic growth in the Borough. Caution must be taken however when determining the level of uplift as demonstrated through the County Durham Local Plan Examination.
- 1.19.2 The most recent, post-Brexit employment projections (incorporating up-to-date employment projections at BAE and Sellafield) have been used by Edge Analytics when calculating housing need. These projections are less optimistic than those used when calculating housing need previously in the 2017 SHMA.
- 1.19.3 The latest employment projections predict short term growth in the Borough followed by a period of decline.
- 1.19.4 There is less certainty regarding employment in the later years of the plan period as longer term employment projections from the Borough's main employers are not available. This demonstrates the importance of regularly reviewing the Local Plan.
- 1.19.5 Evidence shows that the Borough's workforce is decreasing through retirement and out-migration. Whilst the recent increases in the retirement age may help to offset this trend slightly, the reduction in working age population presents a challenge for the Borough's economy.
- 1.19.6 A skills gap has also been identified in the Borough which also needs addressing. This affects the Borough's ability to increase the workforce through changes to economic activity rates (as does the fact that many residents who are economically inactive are through ill health).
- 1.19.7 Continuation of previous trends would act as a major constraint on local employers' ability to access the labour they need to support economic growth. Increases to the workforce therefore must be sought through increased net migration.
- 1.19.8 The "Supporting Economic Growth" document referred to in the previous section will identify the opportunities available for increasing population over the plan period and will support the work being carried out by Cumbria Local Enterprise Partnership and the Furness Economic Development Forum.
- 1.19.9 Edge Analytics have considered how much housing would be required to support employment growth in the Borough and have produced two employment-led scenarios. Further details can be found on page 57 and Appendix A.





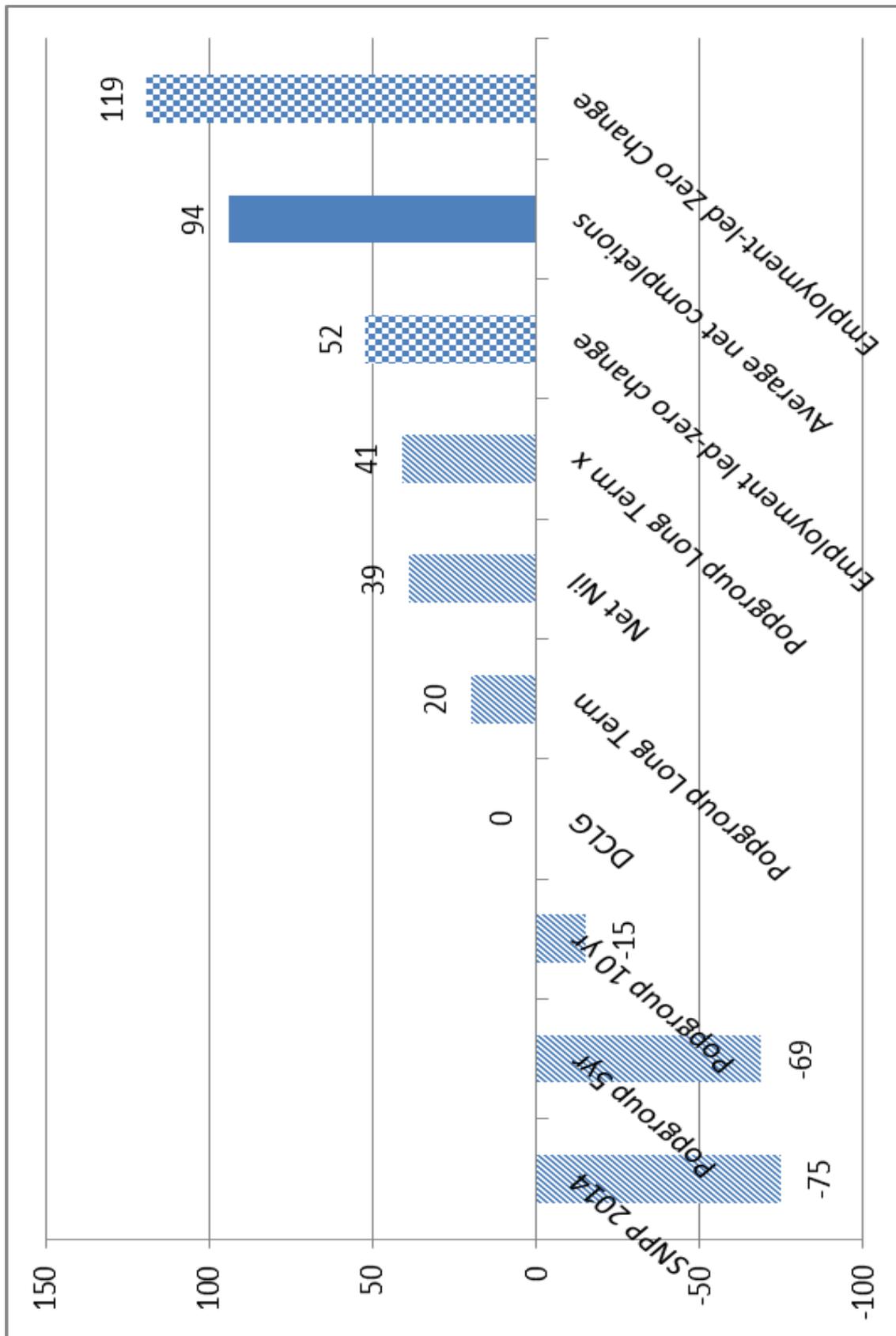
# Housing Need

## 1.20 Objectively Assessed Housing Need

---

- 1.20.1 Edge Analytics have produced the document “Updating the Demographic Evidence” 2017 which considers a number of different scenarios resulting in an OAN ranging from -75 to 119 dwellings per annum.
- 1.20.2 Figure 14 shows how the different scenarios compare to each other in terms of annual housing need and how they compare with the DCLG draft standard methodology figure and past delivery since 2003 (average net completions).
- 1.20.3 The first scenario is based on the unadjusted sub-national population projections (SNPP). This would result in a housing need of -75 dwellings per annum.
- 1.20.4 Four of the scenarios are based upon the SNPP but are adjusted using different migration assumptions. These scenarios are produced using POPGROUP modelling and result in a range of housing need between -69 and +41 dwellings per annum.
- 1.20.5 Two of the scenarios are employment-led meaning they consider projected jobs growth over the plan period and then identify how many people would need to move into the Borough to fill any additional jobs or any jobs which have become vacant through retirement etc. The additional population is then converted to a dwelling need ranging from 52 to 119 dwellings per annum.
- 1.20.6 The difference between the two employment-led scenarios is the level of jobs growth envisaged. Appendix A contains further information about each scenario and discusses the assumptions behind them.
- 1.20.7 The Council has given full consideration to the Edge document, as well as the evidence within this document, the 2017 SHMA Addendum, guidance within the NPPF and NPPG and experience elsewhere when considering the most appropriate OAN figure.
- 1.20.8 None of the demographic scenarios would support any employment growth over the plan period. The housing need figures under these scenarios are also significantly lower than the average number of dwellings delivered each year since 2003. The NPPF requires Local Plans to be aspirational and therefore the demographic scenarios of housing need are ruled out on this basis.
- 1.20.9 The employment-led baseline scenario results in a need for 52 dwellings per year. Again, this is lower than the average number of dwellings delivered each year since 2003.
- 1.20.10 Taking all this evidence into account, as well as the Councils growth aspirations, the “*employment-led zero growth*” scenario, which requires 119 dwellings per year over the plan period, appears to be the most realistic in terms of housing need.

Figure 14: Housing Need Scenarios Compared



## 1.21 The Housing Requirement

---

- 1.21.1 The housing requirement is the minimum number of net additional dwellings which must be delivered across the Local Plan period.
- 1.21.2 Following the Plan's adoption progress against the requirement will be monitored through the Annual Monitoring Report.
- 1.21.3 The housing requirement must be set at a level which meets as much of the identified housing need as possible, however the NPPF and NPPG also make it clear that there are occasions where the two figures may be different.
- 1.21.4 In cases where the full OAN cannot be met over the plan period, for example due to policy constraints such as a Green Belt policy, Councils must work with other districts to see if they have the capacity to absorb the unmet need.
- 1.21.5 Whilst Barrow Borough is constrained to the South and West by the sea and coastal areas designated for nature conservation, development is not restricted by a Green Belt.
- 1.21.6 The emerging Local Plan also identifies a sufficient number of deliverable and developable sites to meet the Council's preferred OAN figure of 119 dwellings per annum over the plan period.
- 1.21.7 In terms of setting the housing requirement higher than the preferred OAN figure, none of the Borough's neighbouring authorities have indicated (through the Duty to Co-operate or otherwise) any unmet housing need in their areas which this Borough should try and accommodate.
- 1.21.8 Whilst the Council has economic growth aspirations, it considers the preferred OAN figure to be aspirational in itself and acknowledges that Inspectors elsewhere have advocated a cautious approach to any making additional increase over the OAN should be taken.
- 1.21.9 There is therefore no justification to set the requirement higher or lower than the preferred OAN figure. It is therefore recommended that the housing requirement in the emerging Local Plan is set at 119 dwellings per annum over the 2016-2031 plan period.
- 1.21.10 This figure is considered to be realistic but aspirational taking into account past delivery rates, other OAN scenarios and the government's draft standard methodology.
- 1.21.11 Setting the requirement any lower would be likely to stifle economic growth in the Borough given that the Borough has an ageing, decreasing workforce. Limiting housing growth and therefore housing choice may also result in further out-migration and population loss.
- 1.21.12 Setting the housing requirement above the OAN figure could lead to unsustainable patterns of development and hinder regeneration objectives.

## 1.22 Affordable Housing Need

---

### How much additional affordable housing is needed in the Borough?

1.22.1 The issue of affordability is considered further in the Council's 2017 SHMA, produced by Arc4.

1.22.2 Paragraph 4.28 of the SHMA states:

*"The analysis of housing need in the 2016 SHMA Update suggests that there is an annual net imbalance of 101 affordable dwellings each year. This figure expresses the overall need from household survey evidence compared with the current supply of affordable housing. The 101 figure assumes that backlog need is cleared over a 10 year period. If the backlog was cleared over the plan period, the annual imbalance would reduce to 58 each year."*

Paragraph 4.29 continues:

*"In reality, households in need who cannot access the market can pay proportionately more for their housing above suggested affordable thresholds, people can share dwellings to reduce housing costs, and the private rented sector can accommodate households in need."*

1.22.3 Paragraph 4.30 of the SHMA is useful when considering how the overall housing need and the affordable housing need interact. It states:

*"PAS guidance<sup>26</sup> provides helpful guidance in interpreting affordable need in the context of Objectively Assessed Need. Paragraph 9.6 states 'in practical terms, there is no arithmetical way of combining the two calculations set out in PPG to produce a joined-up assessment of overall housing need. We cannot add together the calculated OAN and the calculated affordable need, because they overlap: the OAN of course covers both affordable and market housing, but we cannot measure these components separately, because demographic projections – which are the starting point for the OAN – do not distinguish between different sectors of the housing market'. Para 9.7 continues 'In summary, it seems logically clear that affordable need, as defined and measured in paragraphs 22-29 of the PPG, cannot be a component of the OAN. The OAN does have an affordable component – which cannot be measured separately but will normally be much smaller than the affordable need discussed at paragraphs 22-30'. When paragraph 47 of the NPPF says that plans should meet in full 'the need for market and affordable housing', it is referring to that component rather than the separately calculated affordable need."*

1.22.4 Taking into account past completion trends, it is unlikely that the imbalance in affordable housing will be met in full over the plan period.

---

<sup>26</sup> Planning Advisory Service Objectively Assessed Need and Housing Targets Technical Advice Note Second Edition July 2015

## Addressing the Imbalance

- 1.22.5 The NPPF discusses the importance of providing affordable housing, where required, stating in Paragraph 47 that:

*“To boost significantly the supply of housing, local planning authorities should: use their evidence to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area.”*

- 1.22.6 It continues in Paragraph 50 by saying:

*“Where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balance communities. Such policies should be sufficiently flexible to take account of changing market conditions over time.”*

- 1.22.7 NPPG, Paragraph 29 supports this view stating that:

*“The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figure included in the local plan should be considered where it could help deliver the required number of affordable homes.”*

- 1.22.8 In the past affordable housing has been delivered in the Borough on an ad-hoc basis led primarily by developers. This has resulted in the delivery of small amounts of affordable housing.

- 1.22.9 To increase the supply of affordable housing, the emerging Local Plan contains a draft policy (H14) which states:

*“Delivery of affordable housing, including Rent to Buy homes, will be supported where the proposal meets national and local policy. Proposals for housing development will be assessed according to how well they meet the identified needs and aspirations of the Borough’s housing market area as set out in the most up-to-date Strategic Housing Market Assessment and/or more recent evidence of need. 10% of dwellings on sites of 10 units or over must be affordable as defined by the NPPF (or any document which replaces it).*

*A lower proportion may be permitted where it can be clearly demonstrated by way of a financial appraisal that the development would not otherwise be financially viable. Early dialogue with the Council on this matter is essential. It is not acceptable to sub-divide a site and purposely design a scheme to avoid making affordable housing contributions.”*

- 1.22.10 The Council will continue to work with developers to help bring forward affordable housing in the Borough over the plan period and delivery will be monitored through the Council's Annual Monitoring Report and/or Housing Land Statement.





# Housing Land Supply

## 1.23 The Five Year Housing Land Supply: Methodology

---

1.23.1 The NPPF, Paragraph 47, requires authorities to:

*“Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.”*

1.23.2 According to the NPPF, the “*relevant policies*” for the supply of housing in the Local Plan are not considered to be up-to-date if a Council is unable to demonstrate a 5 year supply of deliverable sites (plus 5% or 20% where required).<sup>27</sup>

### **What is a deliverable site?**

1.23.3 The NPPF, footnote 11, states that:

*“To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.”*

1.23.4 Definitions of available, suitable and achievable can be found in the glossary at the end of this document.

### **What sites are included in the supply**

1.23.5 The Borough’s five year housing land supply contains various types of sites, as shown in Table 16 below. Emerging allocations are only included if they are not contrary to current Local Plan policy and where evidence shows they are likely to be developed, in full or in part, over the 5 year period.

---

<sup>27</sup> NPPF, paragraph 49

**Table 16: Types of Site included in the supply**

Type of Site	Notes
<b>Sites with extant permission for housing at end March 2017</b>	This group of sites is based on Council monitoring records. A number of sites are excluded which may have extant planning permission but where there are doubts over deliverability. See page 71 and Appendix C for further information.
<b>Emerging Housing Allocations</b>	Only emerging allocations which are not contrary to the current Development Plan are included. These are sites which could be delivered prior to the adoption of the emerging Local Plan. Within this group are two sites which are also allocated for housing in the current Development Plan.  See pages 71-72 and Appendix D for further information.
<b>Windfall allowance for sites over 0.1 hectares.</b>	The future windfall allowance is based on past trends. See page 67 to 69 for further information.
<b>Windfall allowance for sites under 0.1 hectares</b>	

**How are future build rates estimated?**

- 1.23.6 There is always an element of uncertainty when calculating how many dwellings will be completed on individual sites in future years. Estimates are made based on the most up-to-date evidence available, such as developer's phasing schemes, and where this is not possible, past trends.
- 1.23.7 Developers have been contacted with regards to the sites over 0.1 hectares in the supply to determine how many dwellings they expect to complete within the 5 year period. Where such information has been provided this is identified in Appendix C (list of extant permissions).
- 1.23.8 Where this information is unavailable, an average of 13 dwellings per year per site has been used when projecting future build rates. This is based on a mid-point between the highest and lowest number of dwellings completed on an individual site in a single monitoring year (See Appendix B).
- 1.23.9 This estimated build rate also reflects average build rates on one of the Borough's largest sites, Listers North, which has been under construction over at least 10 years during periods of both recession and economic growth.
- 1.23.10 The "13 dwellings per year" assumption is likely to be an under-estimate of future build rates as demand is likely to grow over the 5 year period as the more attractive housing allocations come forward through the new Local Plan and the local economy is predicted to grow.

**Is a non-implementation rate applied?**

- 1.23.11 A number of Councils deduct a percentage of dwellings from their supply (often 10%) to take into account the fact that not all planning permissions are

implemented. National policy however does not state that this is required and whilst the Council must identify a supply of deliverable sites, whether the market chooses to deliver them is out of the control of local authorities.

- 1.23.12 This stance of not applying a non-implementation rate has been supported recently on appeal.<sup>28</sup>
- 1.23.13 When calculating the housing land supply, the Council considers each site with extant permission in turn, taking into account when permission will expire, whether development has started, whether it has stalled (and if so why), whether the consent has been superseded by a permission for, or is being marketed for, an alternative use. Where there is evidence that the permission is unlikely to be implemented over the 5 year period, the site is excluded from the supply.
- 1.23.14 Appendix B identified two large sites with extant permission where there are doubts over deliverability. These are Brady's, Barrow which has an extant planning permission for 84 dwellings and Buxton Street, Barrow which has an extant permission for 18 dwellings. Whilst both sites meet the definition of "deliverable", a cautious approach has been taken and the sites have been excluded from the supply.
- 1.23.15 Given the above, it is not considered necessary to reduce the supply to take into account non-implementations.

#### **How is the future Windfall Allowance estimated?**

- 1.23.16 Windfall sites are those which have not specifically been identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available.
- 1.23.17 The NPPF, paragraph 48, states that:
- "Local planning authorities may make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens."*
- 1.23.18 The past delivery rate on windfall sites demonstrates that this has been a reliable source of housing over recent years. Table 17 shows how many dwellings have been completed on windfall sites, above and below 0.1 hectares, since 2007/08. It shows that, the majority of completions over that period (64%) have been on windfall sites.
- 1.23.19 30% of all completions since 2007/08 were on small windfall sites below 0.1 hectares in size.

---

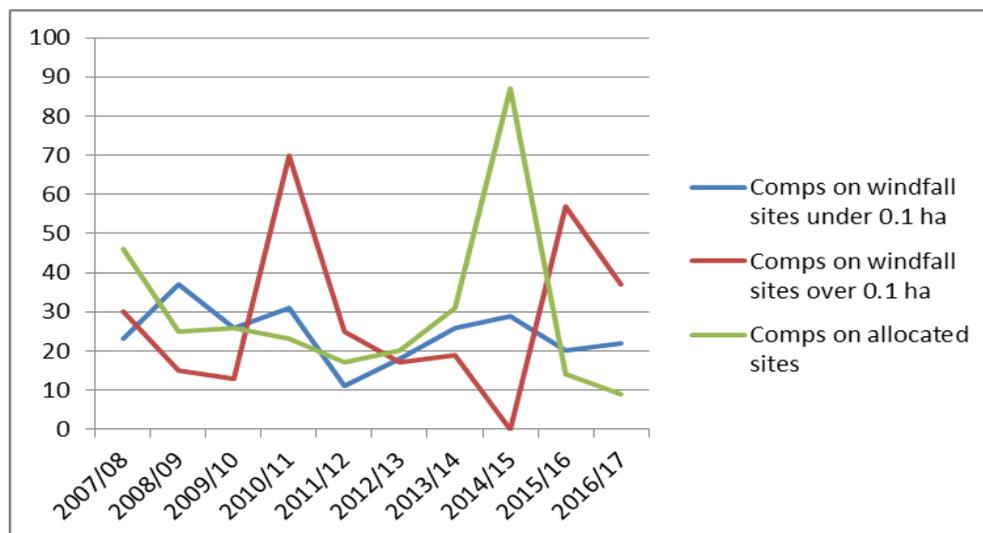
<sup>28</sup> APP/A0665/A/14/2214400; APP/A0665/A/14/2224763

- 1.23.20 The de-industrialisation of many parts of the Borough and a high number of conversions and sub-divisions of larger buildings has contributed to such a high windfall rate. The “brownfield first” approach in previous national planning policy during much of this period is also likely to have had an impact on the number of windfall developments.
- 1.23.21 Local Authorities must consider whether past trends are likely to continue into the future and to what extent windfall sites will continue to come forward for development.
- 1.23.22 Table 17 and Figure 15 suggest that there is no strong correlation between the development of allocated and windfall sites; i.e. completions continued to come forward on larger windfall sites whilst allocated sites were also under construction. Given this, windfall development is likely to continue whilst new allocations are coming forward, although in the longer term there may be a reduction in the number of developments on larger windfalls sites when completions on newly allocated sites reach their peak.

Table 17: Windfall Completions

Year	Net Comps	Comps on windfall sites under 0.1 ha	% of total comps that year	Comps on windfall sites over 0.1 ha	% of total comps that year	Comps on allocated sites	% of total comps that year
07/08	99	23	23%	30	30%	46	47%
08/09	77	37	48%	15	20%	25	33%
09/10	65	26	40%	13	20%	26	40%
10/11	124	31	25%	70	57%	23	19%
11/12	52	11	21%	24	48%	17	33%
12/13	55	18	33%	17	31%	20	36%
13/14	76	26	34%	19	25%	31	41%
14/15	117	30	25%	0	0%	87	74%
15/16	91	20	22%	57	63%	14	15%
16/17	68	22	32%	37	54%	9	13%
<b>Total</b>	824	244 (30%)	-	282 (34%)	-	298 (36%)	-
<b>Ave.</b>	82	24	-	28	-	30	-
<b>Ave. minus 10% for res. gardens</b>	-	22	-	N/A	-	-	-

Figure 15: Windfall Completions



- 1.23.23 The Council is also aware of a number of potential large, brownfield windfall sites which are not already included in the supply where the landowner is considering housing development. It is also anticipated that development will continue to come forward on industrial sites which may become available unexpectedly, conversions from other uses and the sub-division of properties.
- 1.23.24 Taking into account the data in Table 17 above, a rate of 22 dwellings is applied on windfall sites under 0.1 hectares and a rate of 28 dwellings is applied on windfall sites over 0.1 hectares in years 3-5. To avoid double counting no windfall allowance is applied to years 1 and 2 of the 5 year period.
- 1.23.25 In terms of the sites under 0.1 hectares, 10% has deducted from the small windfall site allowance to take into account historic completions on garden sites in line with the NPPF. No deductions have been made to the windfall allowance for sites over 0.1 hectares.
- 1.23.26 The Council will continue to monitor the delivery of windfall sites through the Annual Monitoring Report and/or Housing Land Statement and will make adjustments to the windfall allowance when calculating the supply in future years where necessary.

## 1.24 The Five Year Housing Land Supply at 1<sup>st</sup> April 2017

1.24.1 The following table summarises the five year housing land supply at the end of the 2016/17 monitoring period against the housing requirement identified in this document.

Table 18: Barrow Borough Housing Land Supply 2017/18-2021/22

Housing Supply 2017/18 to 2021/22						
	Extant permissions	Emerging housing Allocations	Windfalls under 0.1ha	Windfalls Over 0.1 hectares	Demolitions	Total 5 year Supply
<b>No. of dwellings</b>	672	361	66	84	-25	<b>1158</b>
<b>Relevant Page</b>	69	69-70	65-67	65-67	38 and 71	76
<b>Notes</b>		It is hoped that the Local Plan will be adopted in 2018/19 (year 2). Only emerging allocations which accord with current local policy are included here.	Average completions on such sites (reduced by 10% for garden sites) equates to 22 dwellings per annum. No windfall allowance is made for years 1-2 to avoid double counting.	Average completions on such sites equates to 28 dwellings per annum. No windfall allowance is made for years 1-2 to avoid double counting. No reduction for garden sites has been made as these tend to be below 0.1 ha	Average demolitions equates to 5 dwellings, when housing market demolitions are removed.	
Housing Requirement						
	Basic OAN (119 x 5 years)	Shortfall since 2016/17	Additional 20% buffer			Total 5 year Requirement
<b>No. of dwellings</b>	<b>595</b>	<b>51</b>	<b>129</b>			<b>775</b>
<b>Relevant Page</b>						
<b>Total Housing Land Supply = 7.5 years</b>						

- 1.24.2 Table 18 above shows that 1158 dwellings (net additional) could be completed on deliverable sites over the five year period beginning 1<sup>st</sup> April 2017.
- 1.24.3 Over the same period there is a need for at least 775 dwellings to be built in the Borough, which equates to 155 net additional dwellings per year.
- 1.24.4 This demonstrates that at the 1<sup>st</sup> April 2017, the Council had a **7.5 year supply** of deliverable housing sites (1158/155). Each type of site listed in the table is now looked at in turn.

#### **Sites with Extant Permission**

- 1.24.5 58% of dwellings within the 5 year housing land supply already benefit from planning permission and are considered to be deliverable. A full list of sites with extant permission and the number of dwellings each contributes to the supply is included in Appendix A.
- 1.24.6 As Appendix A shows, development has commenced on the majority of these sites and developers have submitted details of the anticipated numbers of completions over the 5 year period. Developer records do not always match council records as different methods of recording completions are used. The Council relies on Building Control completion records, whereas developers often use other methods.
- 1.24.7 Two large sites shown in Appendix A benefit from planning consent but have not been included in the housing land supply due to uncertainty over deliverability within the 5 year period (Brady's Yard, Buxton St).

#### **Emerging Allocations**

- 1.24.8 Two of the emerging allocations are allocated in the current Development Plan: Marina Village, Barrow and Crooklands Brow, Dalton. A list of evidence to support the inclusion of these two sites in the supply can be found in Table 4.
- 1.24.9 Marina Village has been allocated in the Barrow Port Area Action Plan (BPAAP) since 2010. There has been some slippage against the delivery timescales set out in the BPAAP, however a number of steps have been taken to enable the delivery of housing on site since its allocation and its development remains a Council and Local Enterprise Partnership priority.
- 1.24.10 Given the size of the Marina Village site it is likely that development will take place in phases. Whilst the site is allocated for 650 dwellings, only a small percentage is likely to be delivered in the later stages of the 5 year period.
- 1.24.11 Crooklands Brow was allocated for housing in the Local Plan Housing Chapter Alteration 2006.
- 1.24.12 The Council has only included other emerging allocations in the supply where they are deliverable and could be brought forward, in full or in part, under current local planning policy. A list of emerging allocations which are included can be found in Appendix D

- 1.24.13 A number of other emerging allocations have been excluded from the supply as they are contrary to saved planning policy (for example, they are outside the current Development Cordon) however they could contribute to the housing supply in future years following the adoption of the new Local Plan.
- 1.24.14 Planning Practice Guidance (PPG) (ID3-D31-20140306) is clear that planning permission or allocation in a Development Plan is not a prerequisite for a site being deliverable in terms of the five year supply. If there are no significant constraints (e.g. infrastructure) to overcome, unallocated sites or those without permission can be considered deliverable.
- 1.24.15 The inclusion of emerging allocations is also supported by the courts. In the decision at St Modwen Developments (2016) EWHC - Ouseley J, it was stated that:
- “The planning judgement as to “deliverability” can clearly be made in respect of sites which do not have planning permission now, but can reasonably be expected to receive it so as to enable housing to be built on them within the next five years.”*
- “I can see no planning rationale for depriving the planning authority and Inspector of the opportunity to reach a judgement on the general criteria for deliverability on sites in an emerging local plan. Planning permission clearly goes to the issue of deliverability because a site with permission is suitable for housing development, and a barrier to delivery has been removed. But it cannot sensibly be argued that planning permission is required now for a site to be realistically deliverable over the next five years.”*
- 1.24.16 A number of the sites in this category are subject to objections which have been received through the emerging Local Plan process. Objections from statutory consultees are listed along with details of constraints in the Council’s Site Assessments document. The nature and substance of the objections has been taken into account when deciding whether the site offers a suitable location<sup>29</sup>.
- 1.24.17 Constraints to development (which may affect a site’s viability) are also listed in the Council’s Site Assessments document and have been considered when assessing the site’s deliverability.
- 1.24.18 When determining how many dwellings are likely to be completed on such sites within the 5 years consideration is given to how long it would take to gain planning consent and deal with any constraints and pre-commencement conditions.
- 1.24.19 Delivery timescales from developers are used where these have been provided and where this is the case this is noted in Table 4. Where this information is not available, an estimation of lead in times has been made. Generally two years lead in time has been allowed, with dwelling completions in years 3-5 in most cases.

---

<sup>29</sup> See Wainhomes Holdings Ltd (2013) EWHC 597 Stuart-Smith J

## **Demolitions**

- 1.24.20 An allowance needs to be made for future demolitions which result in the loss of housing. Past demolition trends are discussed on page 38. The average number of homes demolished each year (excluding those demolished as part of a Housing Market renewal scheme) is 5. This trend will be projected forward over the emerging Plan period.

## 1.25 Historic Shortfall and 20% buffer

---

### Shortfall in delivery

- 1.25.1 In assessing future housing need, authorities should not add any “backlog” or shortfall between housing delivery and targets set within previous plans, for example where past housing development has under delivered against former RSS targets.
- 1.25.2 This was confirmed in a recent High Court judgement:
- “...There was no methodological error in the way these competing estimates for the period 2012-2031 were drawn up by reason of the notional “shortfall” in housing delivery between 2006 and 2011 by comparison with the average annual figure for additional housing indicated in the South East Plan...there was no reason whatever for a person in 2011 seeking to draw up a current estimate of population growth and housing requirement looking into the future from that date to 2031 and using up-to-date evidence to do so, to add on to the estimated figures any shortfall against what had been estimated to be needed in the first phase of the previously modelled period included in the South East Plan.”<sup>30</sup>*
- 1.25.3 Several other cases also suggest that the former housing requirement, set out in the Regional Strategy is no longer relevant<sup>31</sup>.
- 1.25.4 Instead, the shortfall should be calculated from the start of the plan period; in this case, shortfall since the start of the emerging plan period in 2016 has been considered as this aligns with the forecasting period used when calculating OAN.
- 1.25.5 It is acknowledged that the emerging Plan has not yet been through examination, however this date has been used as a baseline for calculating the housing land supply in the absence of a housing requirement in the current Local Plan.
- 1.25.6 There are two methods for dealing with shortfall which have been accepted by the Planning Inspectorate. The “Liverpool” method, which spreads any shortfall over the full plan period and the “Sedgefield” method, which sees the shortfall “made up for” in the first five years by adding it to the basic requirement over that period. Both are identified by DCLG as examples of good practice. In order to deal with the shortfall against the requirement as quickly as possible, the Council has uses the Sedgefield method.

### 20% Buffer

- 1.25.7 The NPPF, paragraph 47, states that local planning authorities should add:

---

<sup>30</sup> Zurich Assurance Limited v Winchester City Council and South Downs National Park Authority (2014) EWHC 758 (Admin) 18th March 2014.

<sup>31</sup> Hunston Properties Ltd (2013) EWCA Civ 1610 (2014) JPL 599, Kay and Ryder LJJ, Sir David Keane; R (Smech Properties Ltd) v Runnymede Borough Council (2015) EWHC 823 (Admin), Patterson J; South Northamptonshire Council V SOS (2014) EWHC 573 (Admin) Ousley J

*“...an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.”*

- 1.25.8 Since monitoring began the number of net additional dwellings added to the stock has fallen below the housing requirement in place at that time. The Council therefore considers there has been a “*record of persistent under delivery*” under the NPPF definition and adds 20% to the 5 year housing requirement.
- 1.25.9 There is no policy or guidance on the matter of *when* the buffer should be added, although case law suggests that it should be added *after* adding together the 5 year requirement and the backlog. The Council therefore follows this more cautious approach.



# Conclusions

## Key Findings

- 1.25.10 The 2017 SHMA Addendum identified a housing need of 133 dwellings per annum over the plan period 2014-2031. The Council took this figure forward as the housing requirement in the previous draft of the Local Plan, the Pre-Submission Draft.
- 1.25.11 The Council has since reviewed the housing requirement in light of the following new evidence:
- New mid-year population estimates,
  - New employment projections,
  - The Government's draft housing methodology,
  - Recent appeal decisions.
- 1.25.12 As part of the review, the Council commissioned Edge Analytics to carry out an assessment of housing need in the Borough. Their findings are produced in the "Updating the Demographic Evidence" 2017 document.
- 1.25.13 Edge Analytics state in the document that the previous draft OAN of 133 dwellings appears to be high in light of the most recent evidence. They also recommend that the Plan period should be amended to 2016-2031 so that it aligns with the forecasting period used.
- 1.25.14 As well as considering the housing need which would arise from the CLG household projections, Edge have produced a number of alternative scenarios and have assessed the level of housing need that would be required under each.
- 1.25.15 The housing need under the scenarios ranges from -75 dwellings to 119 dwellings over the plan period 2016-2031. The highest of the need figures arises from a "zero growth employment-led" scenario which assumes that the number of jobs in the Borough at the start of the plan period will be the same as at the end.
- 1.25.16 Through this Topic Paper, the Council has considered past demographic trends and projections, market signals and economic trends and projections. Taking this evidence into account, an OAN of 119 dwellings per year appears to be the most appropriate. The Council is therefore taking this figure forward as the draft housing requirement through the emerging Local Plan and considers it to be both aspirational and realistic.
- 1.25.17 Councils are required to identify a 5 year supply of deliverable sites against their housing requirement. This document has identified a 7.5 year supply of deliverable sites (see Table 18) which equates to 1158 dwellings.
- 1.25.18 It is accepted that delivering 119 dwellings per year over the full plan period will be challenging, given previous delivery rates, although the draft requirement is not unachievable. The Council has however identified a sufficient number of sites

to meet the requirement and to allow for an element of non-implementation should this occur.

- 1.25.19 A housing trajectory covering the full plan period will be published prior to the Local Plan examination.
- 1.25.20 The Council intends to review the Local Plan regularly (at least every 5 years). Regular reviews are particularly important given the fact that the draft housing requirement is employment-led
- 1.25.21 It should also be noted that the proposed housing requirement is not a ceiling and additional housing delivery over and above the target would be permitted where it accords with the Development Plan and national policy. This approach is in line with the NPPF which seeks to boost the supply of housing.



# Appendices

## Appendix A – Housing Need Scenarios Compared

Scenario		Annual Dwelling Growth	Notes
<p><b>Demographic Scenarios</b></p> <p>The following demographic scenarios all result in further population decline. Despite this, under three of the scenarios, the changing age profile and estimated household structure of the population results in annual dwelling growth.</p> <p>The key difference between each of the demographic scenarios is the migration assumptions factored in.</p> <p>None of the demographic scenarios support employment growth (short term or long term) over the plan period.</p>			
<p><b>Sub-national Population Projections 2014 (SNPP 2014)</b></p> <p>This scenario is based upon the government's 2014 sub-national population projections (SNPP).</p>		-75	<ul style="list-style-type: none"> <li>The SNPP project past birth, death and migration trends, which occurred between 2009 and 2014, forward. During this period the Borough suffered significant population loss primarily through out-migration.</li> <li>This scenario doesn't take into account the most recent mid-year population estimates which are more optimistic in terms of the Borough's population in 2015 and 2016.</li> </ul>
<p><b>POPGROUP</b></p> <p>These 5 scenarios are based on POPGROUP modelling. They are higher than the SNPP scenario as they use the most up-to-date population estimates for years 2015 and 2016. The population estimates show continued population decline, but also show less of a decline than the population projections.</p>	<b>PG 5 yr</b>	-69	<ul style="list-style-type: none"> <li>Migration over the plan period is based on the past 5 year trend pre-2016.</li> </ul>
	<b>PG 10 yr</b>	-15	<ul style="list-style-type: none"> <li>The housing figure under this scenario is slightly higher than the ones above as longer term migration trends are projected forward.</li> <li>Migration over the plan period is based on the past 10 year trend pre-2016.</li> </ul>
	<b>PG Long Term</b>	20	<ul style="list-style-type: none"> <li>The housing figure under this scenario is slightly higher than the ones above as longer term migration trends are projected forward.</li> <li>Migration over the plan period is based on the past 15 year trend pre-2016.</li> </ul>
	<b>Net Nil</b>	39	<ul style="list-style-type: none"> <li>The housing figure under this scenario is slightly higher than the ones above as future net migration is set to 0 (i.e. in migration is the same as out migration). Under the other scenarios above out-migration exceeds in-migration.</li> </ul>
	<b>PG Long Term X</b>	41	<ul style="list-style-type: none"> <li>The figure is higher than the scenarios as longer term migration trends are assumed and "unattributable population change" (UPC) which is identified in the latest mid-year estimates is not factored in.</li> <li>Migration over the plan period is based on the past 15 year trend pre-2016.</li> </ul>

Scenario	Annual Dwelling Growth	Notes
<p><b>Demographic Scenarios</b></p> <p>The following demographic scenarios all result in further population decline. Despite this, under three of the scenarios, the changing age profile and estimated household structure of the population results in annual dwelling growth.</p> <p>The key difference between each of the demographic scenarios is the migration assumptions factored in.</p> <p>None of the demographic scenarios support employment growth (short term or long term) over the plan period.</p>		
<p><b>Employment-led scenarios</b></p> <p>The following two scenarios are employment led i.e. they consider projected jobs growth over the plan period and then assess whether the resident population can support such growth (taking into account factors such as how the population is ageing). An assessment is then made as to how many people would have to move into the Borough (through increased migration) in order to fill the projected number of jobs (as well as any jobs made vacant through retirement). The number of dwellings needed to support this population increase is then calculated.</p>		
<p><b>Employment-led Baseline</b></p> <p>This scenario is informed by employment projections from Cumbria Observatory in liaison with major employers such as BAE and Sellafield.</p>	<p>52</p>	<ul style="list-style-type: none"> <li>• Under this scenario employment growth is projected upto 2020 followed by decline (see Fig 13 Draft Edge Report).</li> <li>• This results in average annual employment change of -84 jobs per year over the plan period.</li> <li>• Under this scenario the Borough's population would increase by 0.2% by 2031 as although the number of jobs is projected to fall over the plan period, increased in-migration will be required to replace those leaving the workforce e.g. through retirement.</li> <li>• This scenario applies the economic activity rates at the 2011 Census and makes adjustments in line with the Office of Budget Responsibility recommendations. Developers have previously supported this stance.</li> <li>• A commuting ratio of 1 has been applied in line with the 2011 Census.</li> <li>• The Borough has met or exceeded this housing figure annually in terms of net housing completions since 2003.</li> </ul>
<p><b>Employment-led Zero Change</b></p>	<p>119</p>	<ul style="list-style-type: none"> <li>• This scenario assumes that the number of jobs at the start of the plan period will be the same as at the end.</li> </ul>

Scenario	Annual Dwelling Growth	Notes
<p><b>Demographic Scenarios</b></p> <p>The following demographic scenarios all result in further population decline. Despite this, under three of the scenarios, the changing age profile and estimated household structure of the population results in annual dwelling growth.</p> <p>The key difference between each of the demographic scenarios is the migration assumptions factored in.</p> <p>None of the demographic scenarios support employment growth (short term or long term) over the plan period.</p>		
<p>This is an alternative employment-led scenario</p>		<ul style="list-style-type: none"> <li>• This does not necessarily mean that there will be no increase in jobs over the plan period, but that any growth will be matched by periods of decline.</li> <li>• Under this scenario the population would increase by 3.6% by 2031.</li> <li>• This scenario uses economic activity rates at 2011 Census and makes adjustments in line with the Office of Budget Responsibility recommendations. Developers have previously supported this stance.</li> <li>• A commuting ratio of 1 has been applied in line with the 2011 Census.</li> <li>• The Borough has exceeded this figure twice in terms of annual net completions since 2003.</li> </ul>
<p><b>DCLG Draft Standard Methodology</b></p>		
<p><b>DCLG Draft Standard Methodology</b></p>	<p>0</p>	<ul style="list-style-type: none"> <li>• The Government's draft methodology for calculating housing need considers population projections and affordability of housing in isolation. It does not take into account vacancies, past build rates or economic projections.</li> <li>• The consultation document states that on this basis, housing need in the Borough is 0.</li> <li>• The methodology says that Councils can set their housing requirements above their suggested figures, subject to a 40% cap.</li> <li>• The Council, along with Cumbria County Council, have made a response to the consultation raising concern about this approach.</li> </ul>
<p><b>Past Delivery Trends</b></p>		

Scenario	Annual Dwelling Growth	Notes
<p><b>Demographic Scenarios</b></p> <p>The following demographic scenarios all result in further population decline. Despite this, under three of the scenarios, the changing age profile and estimated household structure of the population results in annual dwelling growth.</p> <p>The key difference between each of the demographic scenarios is the migration assumptions factored in.</p> <p>None of the demographic scenarios support employment growth (short term or long term) over the plan period.</p>		
<p>An alternative option would be to base the housing requirement on past delivery trends, although this is considered to be a less robust and less aspirational approach.</p>		
<p><b>Average annual permissions (dwellings: 2003-2016)</b></p>	<p>135</p>	<ul style="list-style-type: none"> <li>• Over the 2003-2016 period, the annual number of permissions has ranged from 39 to 353.</li> <li>• The average annual number of permissions is 135 dwellings.</li> <li>• The Council has an opportunity to increase net permissions through the allocation of a range of sites through the new Local Plan.</li> </ul>
<p><b>Average annual net completions (2003-2016)</b></p>	<p>94</p>	<ul style="list-style-type: none"> <li>• Over the 2003-2016 period, the annual number of net completions has ranged between 52 and 165.</li> <li>• The average annual number is 94 dwellings.</li> <li>• The Council has an opportunity to increase net completions through the allocation of a range of sites through the new Local Plan.</li> </ul>

## Appendix B – Historic Build Rates on Larger Sites in Barrow Borough

Site Name Total no. approved	Date of latest planning consent and number of dwellings completed (according to Building Control Completion records).													
	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Left to complete	Annual Average
Listers North 168 dwellings	9	18	26	10	12	13	12	14	9	26	2	4	13	13
Holbeck Phase 3 106 dwellings		5	15	13	14	5	5	6	4	17	12	5	5	10
Holker St 63 dwellings					July 2009			1	10	7	23	18	4	10
Former North Lonsdale site 41 dwellings								0	6	0	3	-	32	2
Roose Garden Centre 32 dwellings									1	1	1	3	26	2
Channelside/ Strand Engineering 57 dwellings					June 2009								57	0
Thornccliffe North 11dwellings										Dec 2014		4	7	4
Thornccliffe South 29 dwellings											Nov 2015		29	0
Urofoam 12 dwellings					Oct 2009						2	5	5	4
Former Parkview School 54 dwellings											June 2015		54	0

<b>Former Vickerstown School 22 dwellings</b>								Oct 2012 12	7	3	-	-	<b>0</b>	<b>7</b>
<b>Bradford Street 16 dwellings</b>							May 2011 12	4	-	-	-	-	<b>0</b>	8

## Appendix C – Sites with Extant Permission at 1<sup>st</sup> April 2017

Note: Minus figures relate to the loss of a dwelling through conversion or change of use.

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>Sites Over 0.1 Hectares</b>								
<b>Holbeck Park Phase 3, Barrow</b>	Various	N/A	Various	Yes	Under Construction	5	5	Yes
<b>Listers North, Flass Lane, Barrow</b>	Various	N/A	Various	Yes	Under Construction	13	13	Yes
<b>Former Arlington House, Abbey Rd, Barrow</b>	2014/0650	N/A	Full	No	Under Construction	7	7	Unavailable
<b>Former Parkview School, West Avenue, Barrow</b>	2014/0392	25-Jun-18	Full	No	Under Construction	54	54	Yes
<b>Former Roose Garden Centre, Flass Lane</b>	Various	N/A	Various	No	Under Construction	26	26	Yes
<b>Holker St (St James Gardens), Barrow</b>	Various	Various	Various	No	Under Construction	4	4	Yes
<b>Land at Park Lane (Kingstown Mews)/ Vickerstown WMC, Barrow</b>	2015/0293	22-Jul-18	Full	No	Under construction	8	8	Yes

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>Duddon Rd (Urofoam), Askam</b>	2012/0303 & 2012/0302	N/A	RM	No	Under construction	5	5	Yes
<b>North Lonsdale Hospital, School St, Barrow</b>	2011/0292	N/A	Full	Yes	Under Construction	32	32	Yes
<b>Land off Sherborne Ave, Barrow<sup>32</sup></b>	Various (latest 2016/0902: 31 dwellings) and 2016/0903 : 69 dwellings both o)	N/A	Full	No	Under Construction	100	100	Yes
<b>Strand Engineering North West (Channelside), Ironworks Rd, Barrow</b>	2012/0377	N/A	Full	Yes	Under Construction	57	57	Yes
<b>Thornccliffe North Site, Thornccliffe Rd, Barrow</b>	2014/0525	N/A	Full	No	Under Construction	7	7	Yes
<b>Thornccliffe School (South Site), Thornccliffe Rd, Barrow</b>	2015/0642	02-Nov-18	Full	No	Under Construction	29	29	Yes
<b>143 Salthouse Road, Barrow</b>	2007/1100 & 2004/0725	N/A	RM Full	No	Under Construction	9	9	Unavailable

<sup>32</sup> Previously described as an “other deliverable site” in the HLS 2017 as at 1<sup>st</sup> April 2016 the site was still awaiting a s106 agreement. This has since been signed hence its inclusion in the extants list. The two latest permissions are on separate parts of the site.

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>11 Smallholdings &amp; land adjacent to Duchy Court, Barrow</b>	2015/0110	05-Jan-19	Outline	No	Not Started	30	30	Unavailable
<b>Bradys Yard (Former), Wilkie Rd, Barrow</b>	2014/0360	23-Sep-18	Outline	No	Not Started	84	0	N/A
<b>Barn at Longlands Farm, Urswick Rd, Dalton</b>	2012/0784 & 2014/0600	N/A	Full & Prior Approval	No	Under Construction	4	4	N/A
<b>Barns adjacent to Park Farm, Thwaite Flat, Barrow</b>	2005/1287	N/A	Full	No	Under Construction	1	1	N/A
<b>Cavendish Villas, Cavendish Park, Barrow</b>	2016/0026	16-Aug-19	Full	No	Not Started	23	23	Yes
<b>Cemetery Cottages Club, Schneider Rd, Barrow</b>	2015/0277	16-Sep-18	Outline	No	Not Started	8	8	Yes
<b>Former Yard and Garage, Elm Rd, Barrow</b>	2005/1856	N/A	Full	No	Under Construction	1	1	N/A
<b>George Hotel, Walney</b>	2014/0608	N/A	Full	No	Under Construction	2	2	N/A

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>Land adjacent to 24 Leighton Drive, Barrow</b>	2010/1492	N/A	Full	No	Under Construction	2	2	N/A
<b>Land adjacent to 30 Hall Garth, Barrow</b>	2008/0935	N/A	Full	No	Under Construction	1	1	
<b>Land at Elliscales, Askam Rd, Dalton<sup>33</sup></b>	2013/0354	N/A	Full	No	Under Construction	1	1	
<b>Land off Lord St, Askam</b>	2014/0452	N/A	Full	No	Under Construction	4	4	
<b>Land to rear of 2-12 Inglewood, Barrow</b>	2009/1990 & 2009/10	N/A	RM	No	Under Construction	1	1	
<b>Land at Piel View Farm, Biggar Village, Barrow</b>	2009/2152	N/A	Full	No	Under Construction	2	2	
<b>Marsh Grange Farmhouse</b>	2015/0598	14-Dec-18	Prior Approval	No	Not Started	2	2	

<sup>33</sup> This relates to a separate part of the site to development listed elsewhere in the table at Elliscale Farm.

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>Plant Technical Offices, Buxton St, Barrow</b>	2008/1005	N/A	Full	No	Under Construction	18	0	
<b>Police Station, Station Close, Dalton</b>	2014/0124	N/A	Full	No	Under Construction	1	1	N/A
<b>Quarry Bank Farm, Stewnor Park</b>	2002/1030 & 2004/0778	N/A	Outline Full	No	Under Construction	1	1	
<b>Rear 14 Dane Avenue, Barrow</b>	2015/0257	23-Jun-18	Outline	No	Not Started	1	1	
<b>Sinkfall Farm, Rakesmoor Lane, Barrow</b>	2009/2162	N/A	Full	No	Under Construction	2	2	
<b>St Lukes Church, Roose Rd, Barrow</b>	2016/0359 2017/0083 (approved after HLS Base date)	12-Jul-19	Full	No	Under Construction	18	18	Unavailable
<b>Victoria Park Hotel, Victoria Rd, Barrow</b>	2015/0679	N/A	Full	No	Under Construction	16	16	Yes

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>Land off Meadowlands Ave (SHL103)<sup>34</sup></b>	2016/0116	N/A	Full	No	Under Construction	44	44	Yes
<b>Subtotal</b>						<b>521</b>	<b>521</b>	
<b>Sites Under 0.1 Hectares</b>								
<b>Barrow Amalgamated Engineers Club, Abbey Rd, Barrow</b>	2015/0831 & 2015/0832	N/A	Full	No	Under Construction	13	13	N/A
<b>Units 1 &amp; 6, Elliscale Farm, Askam Road, Dalton</b>	2009/1473 & 2007/1428	N/A	Full	No	Under Construction	2	2	
<b>100 Greengate Street, Barrow</b>	2015/0601	N/A	Full	No	Under Construction	3	3	
<b>11 Tudor Square, Dalton</b>	2013/0322	N/A	Full	No	Under Construction	1	1	
<b>113 Ramsden Street, Barrow</b>	2011/0687	N/A	Full	No	Under Construction	1	1	

<sup>34</sup> Previously described as an “other deliverable site” in the HLS 2017 as at 1<sup>st</sup> April 2016 the site was still awaiting a s106 agreement. This has since been signed hence its inclusion in the extants list.

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>1-3 Silverdale St, Barrow</b>	2016/0447	N/A	Full	No	Under Construction	8	8	N/A
<b>1-3 Station Terrace, Dalton</b>	2015/0376	N/A	Full	No	Under Construction	-1	-1	
<b>166 Rawlinson Street, Barrow</b>	2015/0040	N/A	Full	No	Under Construction	2	2	
<b>187 Rawlinson Street, Barrow</b>	2004/1003	N/A	Full	No	Under Construction	1	1	
<b>197 Rawlinson Street, Barrow</b>	2015/0578	25-Oct-18	Prior Approval	No	Not Started	1	1	
<b>2 Lighthouse Cottages, South End, Barrow</b>	2014/0280	N/A	Full	No	Under Construction	1	1	
<b>2 Redoak Avenue, Barrow</b>	2014/0446	N/A	Full	No	Under Construction	2	2	N/A
<b>2/4 Hartington Street, Barrow</b>	2011/0559	N/A	Full	No	Under Construction	-1	-1	
<b>289 Rawlinson Street, Barrow</b>	2015/0721	N/A	Prior App	No	Under Construction	1	1	
<b>2A &amp; 2 Market Street, Dalton</b>	2013/0411	N/A	Full	No	Under Construction	-1	-1	
<b>3 Cheltenham St</b>	2016/0090	N/A	Full	No	Under Construction	1	1	

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>3 Prospect Road, Barrow</b>	2014/0161	N/A	CLOPUD	No	Under Construction	1	1	
<b>31 Station Rd</b>	2016/0630	N/A	Full	No	Under construction	1	1	
<b>32/34 Furness Park Rd, Barrow</b>	2010/1277	N/A	Full	No	Under Construction	2	2	
<b>36-38 Hartington Street, Barrow</b>	2015/0359	16-Sep-18	Full	No	Not Started	1	1	
<b>3-7 Buccleuch St, Barrow</b>	2016/0226	12-May-19	Full	No	Not started	6	6	
<b>40 Anchor Road, Barrow</b>	2013/0393	N/A	Full	No	Under Construction	1	1	
<b>42 Salthouse Road, Barrow</b>	2007/1302	N/A	Full	No	Under Construction	1	1	
<b>46 Storey Square, Barrow</b>	2015/0681	20-Dec-18	Full	No	Not Started	1	1	
<b>48 North Row, Barrow</b>	2011/0297	N/A	Full	No	Under Construction	1	1	
<b>49 King Alfred Street/3 Mikasa Street, Barrow</b>	2008/0049	N/A	Full	No	Under Construction	-1	-1	
<b>49 Market Street, Dalton</b>	2009/0339	N/A	Full	No	Under Construction	1	1	

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>51 Thorncliffe Rd, Barrow</b>	2016/0669	30-Nov-19	Full	No	Not started	1	1	
<b>52 Rawlinson Street, Barrow</b>	2013/0336	N/A	Full	No	Under Construction	1	1	
<b>54 Rawlinson Street, Barrow</b>	2013/0337	N/A	Full	No	Under Construction	1	1	
<b>56-58 Rawlinson Street, Barrow</b>	2014/0658	N/A	Full	No	Under Construction	1	1	
<b>52 School St, Barrow</b>	2013/0810	N/A	Full	No	Under Construction	4	4	
<b>59 Hindpool Rd, Barrow</b>	2016/0339	01-Jul-19	Full	No	Not started	1	1	
<b>6 Miller Close, Barrow</b>	2015/0652	18-Nov-18	Full	No	Not Started	1	1	
<b>66 Warwick Street, Barrow</b>	2012/0392	N/A	Full	No	Under Construction	2	2	
<b>68 Abbey Rd, Barrow</b>	2016/0509	10-Oct-19	Outline	No	Not started	8	8	
<b>77 Duke St, Barrow</b>	2016/0689		Prior Approval	No	Not started	1	1	

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>87 Duke Street</b>	2014/0554 2013/0044 2011/0521	03-Oct-17 N/A N/A	Full	No	Not Started Under Construction Under Construction	3	3	N/A
<b>89 Duke Street</b>	2013/0332	N/A	Full	No	Under Construction	1	1	
<b>99 Market Street</b>	2007/1033	N/A	Full	No	Under Construction	1	1	
<b>Albion Bros, Yarlwell</b>	2004/0961	Various	Various	No	Under Construction	4	4	
<b>Barn at North Stank Farm, Newton Cross Rd</b>	2009/0042	N/A	Full	No	Under Construction	2	2	
<b>Church House, Church St, Dalton</b>	2008/0851	N/A	Full	No	Under Construction	1	1	
<b>Crystal Palace, Dalkeith St<sup>35</sup></b>	2015/0729	N/A	Full	No	Under Construction	3	3	
<b>Fire Station, Broughton Rd, Dalton</b>	2016/0696	01-Feb-20	Full	No	Not started	3	3	
<b>Former Coop Building, Chapel Street, Dalton</b>	2016/0427	30-Nov-19	Full	No	Not started	4	4	

<sup>35</sup> The permission is for a 13 bed HMO however this consists of 3 separate dwellings in accordance with the glossary definition. See approved plans for further details.

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>Former Riflemans Arms, 54 Salthouse Rd, Barrow</b>	2013/0117	N/A	Full	No	Under Construction	2	2	N/A
<b>Former St Perrans Church, North Row, Barrow</b>	2015/0250	N/A	Full	No	Under Construction	2	2	
<b>Furness Tavern, Duke St, Askam</b>	2015/0164	27-Apr-18	Full	No	Not Started	4	4	
<b>Holbeck Community Centre, Holbeck Park Ave, Barrow</b>	2015/0457	N/A	Full	No	Under Construction	1	1	
<b>Ireleth Garage, Ireleth Rd, Ireleth</b>	2013/0321	N/A	Full	No	Under Construction	1	1	
<b>Land adj to 7 Prospect Ave, Barrow</b>	2008/0335	N/A	Full	No	Under Construction	1	1	
<b>Land adj to Belmont, Duddon Rd, Askam</b>	2014/0272	13-Aug-17	Full	No	Not Started	1	1	
<b>Land adjoining Cumbria View, Marsh St, Barrow</b>	2008/0789	N/A	Full	No	Under Construction	1	1	
<b>Land at 95 Teasdale Road, Barrow</b>	2014/0275	24-Jun-17	Outline	No	Not Started	1	1	
<b>Land at Chatsworth Street, Barrow</b>	2015/0718	01-Dec-18	Outline	No	Not Started	3	3	
<b>Land at Gillswood, Park Rd</b>	2016/0595	08-Nov-19	Full	No	Not Started	1	1	

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
Land at John Street, Askam	2015/0561	N/A	Full	No	Under construction	1	1	N/A
Land at Station Approach, Dalton	2013/0550	N/A	Outline	No	Under Construction	1	1	
Land between No. 53 and No. 59 North Row, Barrow	2015/0018	N/A	Full	No	Under Construction	1	1	
Land to the rear of Chetwynde Hotel, Abbey Rd, Barrow	2010/0459	N/A	Full	No	Under Construction	1	1	
Latona Street, corner of Promenade, Barrow	2015/0022	N/A	Full	No	Under Construction	2	2	
Lesser Kings Hall, Hartington St, Barrow	2016/0775	24-Jan-20	Full	No	Not started	4	4	
Lynter Court, Barrow	2015/0122	N/A	Full	No	Under Construction	1	1	
Old Chapel, between 14-16 Marsh St, Barrow	2005/0722	N/A	Full	No	Under Construction	8	8	
Park Farm, Dalton	2015/0448	01-Sep-18	Prior Approval	No	Not Started	2	2	
Plot 4 Station Approach, Dalton	2013/0103	N/A	Outline	No	Under Construction	1	1	
Railway Hotel, Station Terrace, Dalton	2011/0291	N/A	Full	No	Under Construction	4	4	

Site Name	Planning App. Ref.	Date of Expiry of Consent : N/A if under construction	Application Type	Allocated in the Dev Plan	Site progress @ May 2017	No. dwellings left to complete at end 16/17	No. dwellings likely to be completed in 5 year period	Larger Sites Delivery Timetable received from developer/ landowner
<b>Railway Inn, London Rd, Lindal</b>	2013/0818	N/A	Full	No	Under Construction	1	1	N/A
<b>Rear of 54 Flass Lane, St Marys Rd, Barrow</b>	2009/0175	N/A	Full	No	Under Construction	1	1	
<b>Sandgate Hotel</b>	2012/0355	N/A	Full	No	Under Construction	2	2	
<b>Sandylands Farm, Harrel Lane, Barrow</b>	2006/1500	N/A	Full	No	Under Construction	2	2	
<b>Scale Bank Farm, Tarn Flatt</b>	2014/0834	N/A	Full	No	Under Construction	1	1	
<b>Sowerby Hall Farm, Bank Lane, Barrow</b>	2007/1005	N/A	Full	No	Under Construction	4	4	
<b>The Vulcan, Duke St, Askam</b>	2010/1577	N/A	Full Outline	No	Under Construction	4	4	
<b>Sub Total</b>						<b>151</b>	<b>151</b>	
<b>Totals</b>						<b>672</b>	<b>672</b>	

## Appendix D – Emerging Allocations Included in 5 Year Supply

Site Ref.	Address	Notes	Evidence to Support Inclusion within Supply	Proposed Indicative Yield in Local Plan Pre-Submission Draft	Potential no. of dwellings which could be completed within 5 year period
<b>SHL001</b>	Marina Village, Barrow	Site owned by Barrow Borough Council, allocated for 650 dwellings in the Barrow Port Area Action Plan 2010. Access works have consent and work has commenced. Delivery timescales estimated. Given on site constraints a 3 year lead in time has been allowed, with completions in years 4, 5 and 6+.	<ul style="list-style-type: none"> <li>Emerging Local Plan evidence base</li> <li>Barrow Port Area Action Plan</li> <li>Homes &amp; Communities Agency emails</li> <li>Planning application 2016/9002 (access)</li> <li>Press articles</li> </ul>	650	65
<b>REC19b</b>	Thornccliffe South (tennis courts/field section)	Site owned by Cumbria County Council. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>Letter of intent from landowner</li> <li>Developer's delivery timetable</li> </ul>	35	35
<b>SHL047</b>	North Central Clearance Area, Barrow	Site owned by Barrow Borough Council. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5 and 6+.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>Ground investigation report</li> <li>BBC development brief</li> <li>Reports to Executive Committee re sale of site</li> <li>Correspondence with potential developers</li> </ul>	45 <sup>36</sup>	39
<b>SHL070a</b>	Land to South of Abbey Meadow, Barrow	Site owned by Barrow Borough Council. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5.	<ul style="list-style-type: none"> <li>Emerging Local Plan evidence base</li> <li>BBC development brief</li> <li>Report to Executive Committee re. sale of site</li> </ul>	26	26

<sup>36</sup> Indicative yield based on an average of 30dph. Previous discussions with developers have indicated that a higher yield may be sought at planning application stage.

<b>SHL100a</b>	Land North of Westpoint House, Solway Drive, Walney	Site owned by Barrow Borough Council. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>BBC development brief</li> <li>Report to Executive Committee re. sale of site</li> </ul>	30	30
<b>SHL101</b>	Land South of Westpoint House, Solway Drive, Walney	Site owned by Barrow Borough Council. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>BBC development brief</li> <li>Report to Executive Committee re. sale of site</li> </ul>	28	28
<b>SHL013b</b>	Former Candleworks site (South), Schneider Rd, Barrow	Privately owned site. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> </ul>	32	32
<b>SHL037</b>	E5 Land South of Ashley & Rock, Park Rd, Barrow	Privately owned site. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5 and 6+.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>Letter of intent from landowner</li> </ul>	77	39
<b>REC02</b>	Duke St, Askam	Privately owned site. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>Letter of intent from landowner</li> </ul>	9	9
<b>SHL017</b>	Urofoam Factory, Askam (excluding parts with planning permission)	Privately owned site. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5 and 6+.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>Pre-application submission</li> <li>Developer's delivery timescales</li> </ul>	51	26
<b>SHL005</b>	Crooklands Brow, Dalton	Privately owned site. Existing housing allocation in current Local Plan for 60 dwellings. Delivery timescales estimated. A 2 year lead in time has been allowed with completions in years 3-5.	<ul style="list-style-type: none"> <li>Emerging Local Plan and evidence base</li> <li>Letter of intent from landowner/developer</li> </ul>	32	32
<b>Total</b>				<b>1015</b>	<b>361</b>

## Appendix E – Risk Assessment

---

The NPPG states that a risk assessment should be carried out to determine whether sites will come forward as anticipated.

This document identifies deliverable sites which could contribute to the 5 year housing land supply on the basis of current information. There is no guarantee that sites will come forward as anticipated:

- Issues may arise at planning application stage which may mean planning permission is not granted, for example whilst development is deemed suitable in principle, the development may be deemed unacceptable in terms of specific issues such as design or impact upon neighbouring residents.
- Whilst a site may benefit from planning permission, and is therefore classed as deliverable, the landowner may have sought this speculatively in order to increase the value of the land. There may not be developer interest in the site.
- In most cases, projections of future completion rates are based upon averages of past trends which may or may not continue.
- Where phasing information has been provided this may be prone to change if the developers' capacity to build changes or if market demand changes.
- Not all planning permissions are implemented. We have not reduced the supply to take this into account and have included all sites with planning permission unless evidence suggested that the permission is likely to lapse or the development is unviable (for example, if the permission was due to lapse over the following months and planning conditions are still outstanding or if a different use is being progressed). This approach is in line with recent caselaw.
- In the absence of a planning application, development brief or pre-application discussions, indicative yields are taken from the emerging Local Plan. This may over/under estimate a sites potential yield as planning permission may be sought for a different number of houses.
- A reduction has been made to the windfall allowance on sites under 0.1 hectares to take into account development on garden sites, in accordance with the NPPF. Development may still however occur on such sites as the policy in the current Local Plan does not prevent them altogether providing the development is appropriate. The supply therefore may be underestimated in light of this.

## Glossary

**Achievable:** A site is considered achievable for development where there is a reasonable prospect that housing will be developed on the site at a particular point in time. This is essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and let or sell the development over a certain period (NPPG paragraph 021).

**Affordable Housing:** Social/affordable, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

- Social/affordable housing is owned by local authorities and private Registered Providers (as defined in Section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
- Affordable Rented housing is let by local authorities or private Registered Providers of social housing to households who are eligible for social/affordable housing. Affordable rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
- Intermediate Housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the affordable housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning.

(NPPF, Annex 2)

**Available:** A site is considered available for development when, on the best information available (confirmed by the call for sites and information from land owners and legal searches where appropriate), there is confidence that there are no legal or ownership problems, such as unresolved multiple ownerships, ransom strips, tenancies or operational requirements of landowners. This will often mean that the land is controlled by a developer or landowner who has expressed an intention to develop, or the land owner has expressed an intention to sell. Because persons do not need to have an interest in the land to make planning applications, the existence of a planning permission does not necessarily mean that the site is available. Where potential problems have been identified, then an assessment will need to be made as to how and when they can realistically be overcome. Consideration should also be given to the delivery record of the developers or landowners putting forward

sites, and whether the planning background of a site shows a history of unimplemented permissions (NPPG paragraph 020).

**Broad Location:** These are areas where housing development is considered feasible but where specific sites cannot yet be identified. Examples of Broad Locations include:

Within and adjoining settlements-for example, areas where housing development is or could be encouraged, and small extensions to settlements; and

Outside settlements- for example, major urban extensions, growth points, growth areas, new free-standing settlements and eco-towns

**Communal Population:** The communal population (also known as the institutional population) includes all people not living in private households; such as medical establishments (for example hospital sheltered housing, and in care homes), educational establishments (schools and university), military, religious and detention facilities, and those living in temporary accommodation.

**DCLG:** Department for Communities & Local Government

**Deliverable:** To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans (NPPF, footnote 11).

**Developable:** To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged (NPPF, footnote 11).

**Dwelling:** A dwellings is a self contained unit of accommodation. Self-containment is where all the rooms (including kitchen, bathroom and toilet) in a household's accommodation are behind a single door which only that household can use. Non-self contained household spaces at the same address should be contained together as a single dwelling. Therefore a dwelling can consist of one self-contained household space or two or more non-self-contained household spaces at the same address. (ONS - <https://www.gov.uk/guidance/definitions-of-general-housing-terms>)

**Economically Active:** People who are either in employment or unemployed

**Economically Inactive:** People who are neither in employment nor unemployed. This group includes, for example, all those who were looking after a home or retired.

**Economically inactive – wanting a job:** People not in employment who want a job but are not classed as unemployed because they have either not sought work in the last four weeks or are not available to start work.

**Economically inactive – not wanting a job:** People who are neither in employment and who do not want a job.

**Employee Jobs:** The number of jobs held by employees. Employee jobs excludes self-employed, government-supported trainees and HM Forces, so this count will be smaller than the total jobs figure shown in the Jobs density table. The information comes from the Business Register and Employment Survey (BRES) – an employer survey conducted in September of each year. The BRES records a job at the location of an employee's workplace (rather than at the location of the businesses main office) (Nomis)

**FTE (full time equivalent):** An FTE is the hours worked by one employee on a full time basis. The concept is used to convert the hours worked by several part time employees into the hours worked by a full-time employee.

**Household:** One person living alone; or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area. (2011 Census)

**Household Population:** The household population is the total population after the communal population has been removed.

**Housing market Area:** Geographical areas defined by objectively assessed household demand and preferences for housing. They reflect the key functional linkages between places where people live and work (SHMA 2014)

**NPPF:** National Planning Policy Framework

**NPPG:** National Planning Practice Guidance

**Non-developable:** Where it is unknown when a site could be developed, for example, because one of the constraints to development is severe and it is not known when it might be overcome

**Objectively Assessed Need:** The housing that households are willing and able to buy or rent, either from their own resources or with assistance from the state

**PAS:** Planning Advisory Service

**POPGROUP:** A family of software developed to forecast population, households and the labour force.

**Suitable:** Assessing the suitability of sites or broad locations for development should be guided by:

- the development plan, emerging plan policy and national policy;
- market and industry requirements in that housing market or functional economic market area.

When assessing the sites against the adopted development plan, plan makers will need to take account of how up to date the plan policies are and consider the appropriateness of identified constraints on sites/broad location and whether such constraints may be overcome.

Sites in existing development plans or with planning permission will generally be considered suitable for development although it may be necessary to assess whether circumstances have changed which would alter their suitability. This will include a re-appraisal of the suitability of previously allocated land and the potential to designate allocated land for different or a wider range of uses. This should be informed by a range of factors including the suitability of the land for different uses and by market signals, which will be useful in identifying the most appropriate use.

In addition to the above considerations, the following factors should be considered to assess a site's suitability for development now or in the future:

- physical limitations or problems such as access, infrastructure, ground conditions, flood risk, hazardous risks, pollution or contamination;
- potential impacts including the effect upon landscapes including landscape features, nature and heritage conservation;
- appropriateness and likely market attractiveness for the type of development proposed;
- contribution to regeneration priority areas;
- environmental/amenity impacts experienced by would be occupiers and neighbouring areas.

(NPPG Paragraph 019)

**Starter Homes:** A starter home is expected to be well designed and suitable for young first time buyers... Local planning authorities and developers should work together to determine what size and type of starter home is most appropriate for a particular starter home exemption site reflecting their knowledge of local housing markets and sites. A starter home is not expected to be priced after the discount significantly more than the average price paid by a first time buyer. This would mean the discounted price should be no more than £250,000 outside London and £450,000 in London.

**Windfall Sites:** These are sites which are not allocated for housing and are not identified through the Local Plan process. Evidence suggests will continue to come forward in the future based on past trends. Development on smaller windfall sites tends to arise from the conversion of buildings from other uses and the sub-division of larger properties.

**Contact:**

**Planning Policy Team**

**Development Services**

**Barrow Borough Council**

**Town Hall**

**Duke Street**

**Barrow-in-Furness**

**Cumbria**

**LA14 2LD**

**Email:** [developmentplans@barrowbc.gov.uk](mailto:developmentplans@barrowbc.gov.uk)

**Website:** [www.barrowbc.gov.uk/residents/planning/](http://www.barrowbc.gov.uk/residents/planning/)



Working together to support sustainable development within the Borough of Barrow-in-Furness

