



# Strategic Housing Land Availability Assessment 2013

Barrow-in-Furness Borough  
Council

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## 1. Introduction

### 1.1 What is a SHLAA?

Strategic Housing Land Availability Assessments (SHLAAs) are an important part of the planning process, providing information on the potential sources of land available for housing development to meet the overall housing requirements identified for the Borough. This is Barrow Borough Council's first SHLAA, which covers the period up to March 2028.

The SHLAA is an 'evidence base' study which:

- Identifies sites with potential for housing;
- Assesses their housing potential; and
- Assesses when they could be developed.

and as a result: -

- Informs the formal allocation of sites and the approach to housing site selection in the forthcoming Local Plan.
- Demonstrates whether there is sufficient 'deliverable' and 'developable'<sup>1</sup> land in the Borough to meet the housing requirements.
- Identifies whether action would need to be taken to ensure sites will become deliverable or whether plan policies need to be reviewed to enable identified sites to be developed for housing.

**It is important to note that the consideration or inclusion of a site within a SHLAA does not guarantee that it will be allocated as a housing site in forthcoming planning policy or that planning permission would be granted for housing development.** Similarly, applications for housing development on sites not included within the SHLAA would not automatically be refused. The study identifies potential housing sites and the decision regarding which, if any, will be selected as housing allocations is made later in the Local Plan process. Whilst the Assessment addresses whether sites are suitable for housing, this should only be taken to mean that they are suitable provided they are not required for other purposes, and are required to meet plan targets. All applications for development will continue to be assessed against the relevant development plan policies and any other material considerations. Constraints may also come to light during the application process which weren't identified during the SHLAA, which may render a site unsuitable.

### 1.2 Where are the requirements and policies for site selection set out?

The overall housing requirement for the Borough, and the strategy for site selection, is set out in a number of existing planning policy documents. The SHLAA will itself also inform the development of new planning policy documents in an 'iterative' process. The details of these existing and proposed documents are set out in Section 2.

### 1.3 What base date has been used?

Development of the SHLAA began in 2011. The document has a base date of March 2012. Any planning permissions gained since March 2012, on sites included in this Assessment or other sites, have not been taken into account. However, they will be considered in future reviews.

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<sup>1</sup> The terms "deliverable" and "developable" are explained in Section 4.7.2

## **2. Policy Context**

### **2.1. National Planning Policy Framework**

The National Planning Policy Framework, published on 27<sup>th</sup> March 2012, replaced the majority of Planning Policy Statements and Guidance Notes, including Planning Policy Statement 3: Housing. The NPPF requires local authorities to prepare a Strategic Housing Land Availability Assessment “to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.”

The Department for Communities and Local Government (DCLG) has produced guidance to help authorities develop their SHLAAs. The ‘Strategic Housing Land Availability Assessment Practice Guidance’ (July 2007) states that the SHLAA should “identify as many sites with housing potential in and around as many settlements as possible in the study area” and includes a suggested methodology for doing this. This will be referred to from here on as ‘the Guidance’.

The Planning Advisory Service<sup>2</sup> has also produced guidance: “Strategic Housing Land Availability Assessment and Development Plan Document Preparation” (July 2008).

### **2.2. The Regional Strategy**

The former Regional Spatial Strategy (RSS), which was adopted in September 2008, became part of the Regional Strategy (RS) in April 2010.

The National Planning Policy Framework states that “Regional Strategies remain part of the development plan until they are abolished by Order using powers taken in the Localism Act. It is the Government’s clear policy intention to revoke the regional strategies outside of London, subject to the outcome of the environmental assessments that are currently being undertaken”. Once the RS is abolished, housing targets will need to be set in individual local planning authorities’ Local Plans. Until then, the authority will continue to work towards the RS targets.

The Regional Strategy sets out an overall housing requirement for the Borough for the period 2003 to 2021 of 2,700 net additional dwellings, and an annual target for the Borough of 150 net additional dwellings. It indicates that Local Authorities should assume that the annual requirements should continue for a limited period beyond 2021.

The RS states that its figures “are not absolute targets and may be exceeded where justified by evidence of need, demand, affordability and sustainability issues and fit with relevant local and sub-regional strategies ..... Some areas will achieve lower levels in the early years, for example during major housing renewal, which will be compensated later.”

The 150 net figure is the figure by which the Borough’s housing stock should increase each year. In order to achieve this figure, a greater number of permissions need to be granted and/or sites allocated, as a number of the permissions or allocations will not be implemented and some of the Borough’s stock will be demolished.

The RS requires that at least 80% of this development takes place on previously developed land.

### **2.3. Cumbria and the Lake District Joint Structure Plan 2001-2016**

The Cumbria and Lake District Joint Structure Plan was adopted in 2006. When the revised RSS was adopted in 2008, a number of Structure Plan policies were cancelled.

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<sup>2</sup> PAS is funded by DCLG and provides “consultancy and peer support, learning events and online resources to help local authorities understand and respond to planning reform”

23 of the policies in the Structure Plan were retained; these still form part of the Development Plan until the Secretary of State removes them. The policy relating to overall housing requirements in the Borough was replaced by policy L4 in the RS.

## 2.4. Current local planning policy

The Saved Local Plan for the Borough consists of:

- Barrow-in-Furness Borough Council Local Plan Review 1996-2006 (adopted in August 2001) and
- Housing Chapter Alteration (HCA) 2006 (adopted June 2006)
- Barrow Port Area Action Plan (BPAAP) (adopted 2010).

A small number of policies from these adopted documents have been cancelled, including the windfall housing and phasing target policy of the Housing Chapter Alteration (Policy B2). This was superseded by the new targets in the RSS/RS and was cancelled as of 2 June 2009. A list of all saved policies can be found in the current Annual Monitoring Report, which can be accessed at [www.barrowbc.gov.uk/planningpolicy](http://www.barrowbc.gov.uk/planningpolicy).

There are 7 sites currently allocated in the Borough for housing; these are listed in Table 1 below. Policy B1 of the HCA allocates 4 specific sites for housing, 2 are allocated in the BPAAP, and one site, Marina Village, is allocated in both documents.

The deliverability of all allocated housing sites has been reviewed as part of the SHLAA, however, regardless of the conclusions, this does not change the status of the sites and they will continue to be allocated, until they are reviewed as part of the development of the forthcoming Local Plan.

**Table 1: List of existing housing allocations**

SHLAA ref.	Local Plan Ref.	Name	No. of dwellings	Current status and brief history
SHL004	Site H1	Former North Lonsdale Hospital	35	Brownfield site. Full planning permission granted for 43 dwellings in 2005. 41 dwellings (35 & 6 flats) approved under latest approval 2011/0292. Work commenced 2010/11.
SHL005	Site H2	Land at Crooklands Brow, Dalton	60	Brownfield site. Previously allocated for employment use. North section granted outline planning permission for 15 dwellings in 2005. Consent expired in 2008. Evidence showing developer interest in the site has been submitted.
SHL006 (a&b)	Site H3	Beach Street/Sharp Street, Askam	45	Brownfield site carried forward from the Local Plan Review. No planning permission for housing however there have been recent enquiries made to the Council by a local developer regarding development on the Western part of the site.
SHL007 (a&b)	Site H4	Land at Channelside	160	Brownfield site, still partly in industrial/commercial use. Planning permission granted for 57 dwellings on part of site in June 2009 (2008/0957) but lapsed. Planning application for 57 dwellings (2012/0377) has been submitted and is due to be determined shortly.
SHL001	Site H5	Land within the Dock Estate (now known as Marina Village)	450	The site is now allocated for a mixed use housing development including 650 dwellings. Now known as 'Marina Village Housing' in the Barrow Port Area Action Plan. Early developer interest in the site.



SHL002	-	Salthouse Housing	250	Partly cleared, brownfield site with developer interest. No current planning permission for housing.
SHL003	BIH2	Barrow Island Housing	25	Partly cleared, brownfield site. No current planning permission for housing.

The Council regularly monitors allocated housing sites and those with planning permission and the information gathered helps to inform the Annual Monitoring Report (AMR). The most recent AMR, which will be published shortly, covers the period from April 2011 to March 2012 and will contain information regarding current housing trends in the Borough.

## 2.5. Future local planning policy

The NPPF states that relevant policies adopted since 2004 (such as those within the BPAAP) should continue to be given full weight for 12 months after the publication of the NPPF, even where there is a degree of conflict between them and the NPPF. Other policies which pre-date 2004 (such as those within the rest of the Local Plan Review), should be given due weight according to their degree of consistency with the NPPF i.e. those that accord with the NPPF policies should be given greater weight. This is also the case for post 2004 policies after the 12 month period has expired.

The forthcoming Local Plan will replace the current Local Plan and the AAP. Whilst the evidence gathered as part of the SHLAA will help inform it, the new Local Plan will decide which sites in the Borough should come forward for residential development. It will be subject to full consultation and will ultimately be considered by an independent Planning Inspector at an Examination who will determine whether the Plan is sound and legally compliant.

### **3. Related Local Studies**

#### **3.1. Barrow Borough Strategic Housing Market Assessment**

Strategic Housing Market Assessments (SHMAs) provide an insight into how housing markets operate both at present and in the future.

The Barrow-in-Furness Borough-wide SHMA was published in May 2012 and the conclusions of both studies will inform future planning policies.

#### **3.2. Barrow Borough Urban Capacity Study**

Planning Policy Guidance Note 3 (PPG3), which preceded Planning Policy Statement 3, required local authorities to carry out Housing/Urban Capacity Studies to inform local policy.

An Urban Capacity Study (UCS) was carried out by White Young Green (WYG) on behalf of the Council and was completed in 2007. This assessed housing capacity against the then current development plan targets as set out in the saved Local Plan, with the intention of also informing the emerging LDF. The SHLAA will replace the UCS and will review the remaining sites identified within it to assess whether they are still available and suitable for housing development.

The UCS assessed the following sources of land within the Borough:

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

The SHLAA study includes a broader range of sites than the UCS.

The UCS concluded that:

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

The UCS therefore predicted a slight shortfall in housing supply between 2006 and 2021. The SHLAA covers a wider timescale, up to 2028 and considers a wider range of sites, therefore the two studies are not directly comparable.

## **4. Methodology – Planning the Assessment**

### **4.1. The SHLAA Process**

The NPPF contains much less guidance on the issue of SHLAAs than PPS3 which it replaces. It states that local planning authorities should “prepare a Strategic Housing Land Availability Assessment to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period.”

The SHLAA Guidance<sup>3</sup>, which remains extant following the publication of the NPPF, contains advice to help local planning authorities carry out SHLAAs. The document includes a suggested methodology which has eight main stages, with two further optional stages. The Barrow SHLAA has been undertaken in general accordance with this guidance and the process is illustrated in Figure 1 overleaf. The Council decided to add a ‘call for sites’, which is an optional exercise, to try to maximise the amount of land which came forward for assessment. Further details regarding this can be found on page 13.

### **4.2. The scope of the SHLAA**

It was decided that the SHLAA would be carried out ‘in-house’ by the Planning Policy team to ensure it fully aligns with the forthcoming Local Plan and also other evidence, most notably the SHMA. Preparation in-house will also help ensure that the knowledge built up through its development is not lost on the completion of the study but can be carried through to the Local Plan Examination and any future review of the SHLAA.

The SHLAA covers the whole of Barrow Borough which has been identified as a separate Housing Market Area both at the regional and sub-regional level.<sup>4</sup>

### **4.3 Cumbria Housing Group**

The Council is represented on the Cumbria Housing Group, a working group of district and county housing officers who coordinate research and information on housing policy, including research for the SHMAs. The input of Cumbria County Council housing and planning officers was extremely valuable throughout the SHLAA process.

### **4.4 Housing Strategy Consultation Group**

Council officers meet twice a year with key stakeholders and representatives of the housing and development industry in the Borough through a series of housing strategy consultation meetings. These meetings discuss housing and related planning issues and provide a forum for early engagement on relevant issues before more formal consultation is carried out. The then forthcoming SHLAA was discussed at a meeting of this forum in March 2011, where an overview was given of what the SHLAA would be and how members of the group can get involved.

Further meetings were held on 24th November 2011 and 21<sup>st</sup> June 2012, where the Group was updated regarding the progress of the SHLAA and clarification was provided where necessary.

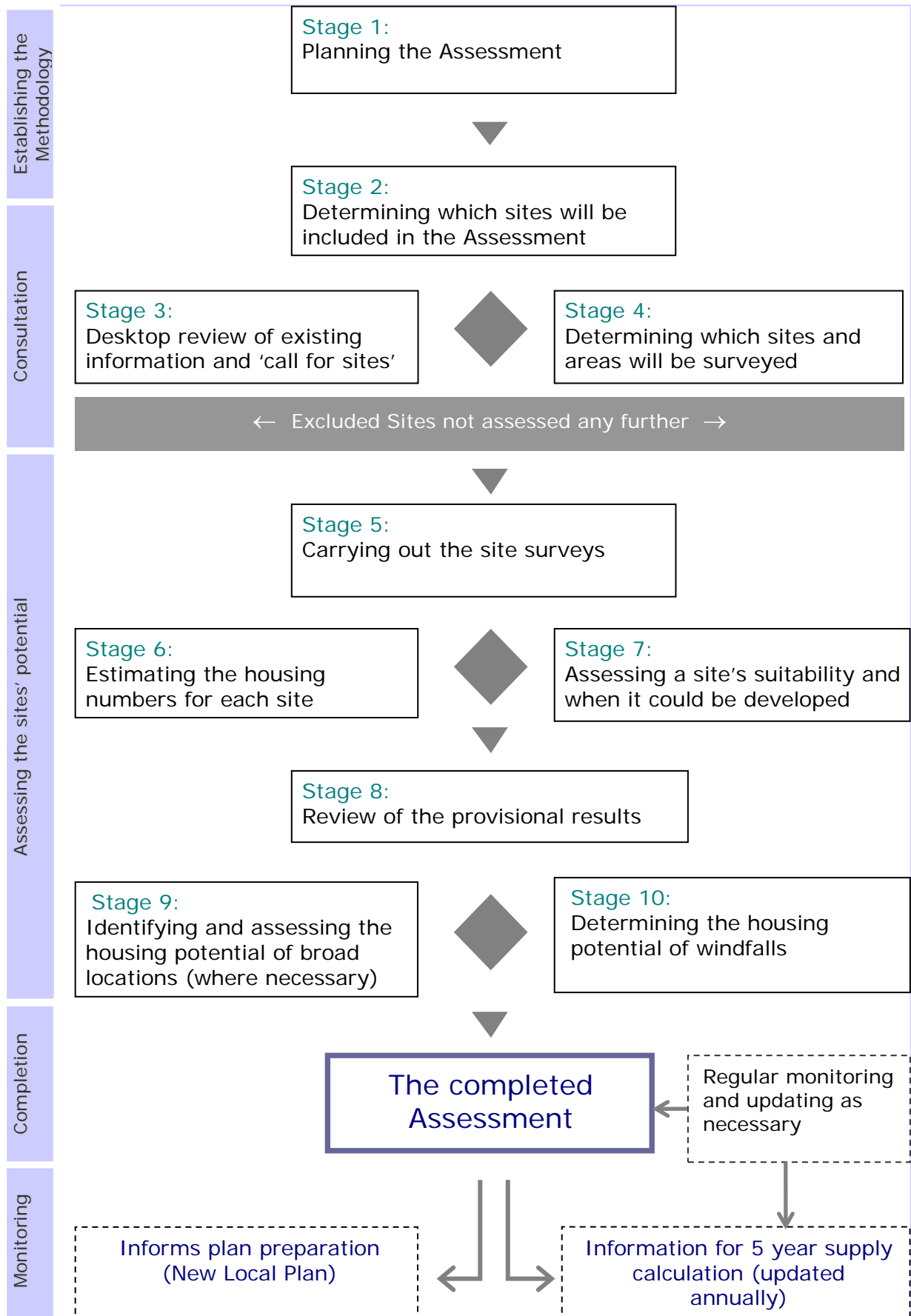
Given the wide range of expertise in the Group, the draft achievability test methodology (see page 25) was sent to group members for their comments. In response to the comments received, the provisional results of the assessment were sent to members of the group to find out whether they were in general agreement with how the SHLAA sites had been categorised. A summary of responses can be found in appendix F.

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<sup>3</sup> DCLG Strategic Housing Land Availability Assessments: Practice Guidance .July 2007

<sup>4</sup> Barrow Borough is identified as one of 27 ‘Housing Market Areas’ (HMAs) by the Responsible Regional Authority (formerly the North West Regional Assembly) where it is called ‘Barrow, Dalton and Askam’. It is also identified separately as one of 20 housing market areas in Cumbria by the Cumbria Housing Group where it is known as ‘Barrow’.

**Figure 1: The SHLAA Process**



#### **4.5 Planning Policy Working Group**

An informal working group of officers and council members - the 'Planning Policy Working Group' also discussed the then proposed SHLAA at a meeting on 29 September 2011. Members were briefed on the SHLAA process and were advised how they can get involved. The Working Group also met on 25<sup>th</sup> October 2012, where the provisional results of the assessments were discussed.

#### **4.6 Public consultation**

Formal consultation on both the proposed SHLAA methodology and the 'call for sites' exercise began on 18<sup>th</sup> November 2011. Both consultations ran alongside each other and were advertised in the Town Hall, at local libraries and on the Council's website. Individual consultation letters were sent to all those on the Council's Consultation Database, members of the Housing Strategy Consultation Group and known developers/agents operating in the Borough. The consultation period was kept open until 20<sup>th</sup> January 2012 to take account of the Christmas break.

The main parts of the methodology where comments were sought were:

- Excluded sites
- Site size thresholds
- Windfall allowance
- Densities

Several comments were received regarding these issues and a summary of responses can be found in appendix E. The methodology was reviewed in light of the consultation exercise, however a second round of consultation was not deemed to be necessary as no significant changes were proposed.

Several sites were put forward after the deadline had closed and are therefore not considered in the SHLAA. There is however further opportunity to put these and other sites forward during the Local Plan early consultation stages (Regulation 18 stage).

## 5. Determining which sites will be included in the Assessment

### 5.1 Focus of the Assessment

The first issue to consider was the scope of the assessment. The Borough covers approximately 77 square kilometres and it would be impossible to assess the housing potential of every area. The Guidance, in paragraph 25, indicates that the comprehensiveness of the assessment should reflect the nature of the area and its housing challenge, and in particular that in urban areas it may not be necessary or feasible to identify all the sites with potential for housing.

Paragraph 7 of the Guidance states that the Assessment should “aim to identify as many sites **in or around** as many settlements as possible.”

Paragraph 21 however states that: “Particular types of land may be excluded from the Assessment ... Except for more clear cut designations, such as Sites of Special Scientific Interest, the scope of the Assessment should not be narrowed down by existing policies designated to constrain development.” This is taken to mean that sites constrained by local policies such as existing site allocations, Green Wedge and Urban/village amenity space policies, should still be assessed.

The second issue to consider was whether any particular type of sites should be ‘**excluded**’ from the assessment. It was decided that sites falling into any of the categories shown in Table 2 below would be excluded from the assessment as their development would generally be contrary to national policy. This is explained further in the following sections.

**Table 2: Excluded site types**

Type of site Excluded from the Assessment	Reason for Exclusion
Greenfield sites (excluding barn conversions) in undeveloped open countryside, where not immediately adjoining a settlement identified in the Local Plan	Development of greenfield sites within the open countryside away from existing development would generally be contrary to the NPPF
Sites at high risk of flooding (unless already allocated or benefitting from planning permission)	Most vulnerable uses, such as residential developments, are only appropriate in the Flood Zone 3a if the Exception Test (set out in NPPF) is passed. The Exception Test is not a role for the SHLAA to undertake. 3B is the functioning floodplain and housing development would not be acceptable here
Scheduled Ancient Monuments	Such areas are protected from development under national legislation and policy
Ancient Woodland	Such areas are considered of significant importance to local communities and are protected from development under the NPPF
Sites of Special Scientific Interest (SSSIs).	Such areas are protected from development under national legislation and policy
Special Protection Area (SPA)/Special Area of Conservation (SAC)/Ramsar sites	Such areas are protected from development under international and national legislation and policy

### 5.2 Sites within the open countryside

One of the key threads running through the NPPF is the presumption in favour of sustainable development. With regards to housing this means focussing development in sustainable locations and making best use of existing resources including previously developed land and buildings. The NPPF restricts unjustified new housing development on greenfield sites in the open countryside outside and unrelated to existing settlements.

Planning policy is more lenient regarding the conversion of suitable buildings, for example agricultural barns, in such locations. In line with this, the SHLAA Guidance supports the approach of looking at sites within and adjoining settlements but also advises the inclusion of brownfield sites outside settlements.

The Local Plan, along with the RS and the Structure Plan, focuses growth and regeneration in Barrow. The strategy for Dalton is to “encourage and stimulate further environmental improvements to the town centre and encourage the development of Dalton as a retail and service centre for the population of the town, as an employment centre and as an attraction for visitors and tourists.”

Saved Local Plan Policy B13 identifies the following rural settlements outside Barrow and Dalton and restricts development and growth in such places through the use of residential development cordons:

Askam & Ireleth	North Scale
Biggar	Newton
Lindal	Rampside
Marton	Roa Island

The Plan accepts that there are ‘settlements’ and ‘groups of buildings’ outside the village cordons, but considers these as developed areas of the open countryside where housing development should be strictly controlled.

As the SHLAA is being used to inform the forthcoming Local Plan, which will need to reconsider such issues; the possibility of future policy allowing some new build housing development in other settlements cannot be ruled out. Consideration was therefore given to whether sites within or adjoining any of these other locations should be assessed or be ‘excluded’.

In order to inform this decision, a brief review of other potential ‘settlements’ in the Borough was carried out. For this purpose, a settlement was taken to be ‘a nucleated cluster<sup>5</sup> of ten or more permanent dwellings’ (i.e. permanent in construction and occupation and not subject of any holiday occupancy condition). This identified that there were potentially some additional rural settlements in the Borough, one example being Greenhaume. All of these settlements however are small and have few, if any, services. As sites would need to be over 0.1 ha in size to be considered, this would raise concerns over the scale of development in relation to the overall settlement. On balance therefore, greenfield sites put forward within or adjoining these smaller settlements were excluded as their development would generally be contrary to national planning policy as such development would be unsustainable.

### 5.3 Other excluded sites

Other sites that were ‘excluded’ from the Assessment were those where development, by reason of site specific constraints rather than general location, would be clearly contrary to national planning policy and/or legislation.

All sites identified in the ‘desktop review’ or put forward during the ‘call for sites’ were screened to determine whether they fell into one of the excluded categories. Where only a small part of the site was affected, by flooding for example, the affected part was excluded from the assessment. The full list of the sites which have been identified but subsequently ‘excluded’ can be found in Table 7, page 30.

<sup>5</sup> A nucleated cluster of dwellings is a coherent group of dwellings focussed around a particular feature e.g. a crossroads, a green etc.

#### 5.4. Sourcing of sites

The Guidance identifies a number of sources of potential sites, but differentiates between sites within and sites outside the planning process. It is assumed that once a site has been identified as being deliverable or developable within the SHLAA it is then in the planning process. The terms 'deliverable' and 'developable' are explained further on page 21.

Sites within the planning process:

- Allocated housing sites without planning permission (Local Plan and BPAAP)
- Allocated or unallocated sites with planning permission for housing
- Allocated or unallocated housing sites under construction
- Land allocated (or with permission) for employment or other land uses which are no longer required for those uses

Plus an additional category we have added:

- Allocated or unallocated sites with recently<sup>6</sup> expired planning permissions for housing

Sites outside the planning process:

- As yet undeveloped sites identified in the Urban Capacity Study (these may well fall into other categories)
- Vacant or derelict land or buildings
- Surplus public sector land
- Land in non-residential use which could be suitable for redevelopment (e.g. car parks)
- Existing sites in residential areas which could be redeveloped e.g. under used garage blocks
- Sites in rural settlements
- Urban extensions.

#### 5.5 Site size thresholds

Whilst it is important to identify as many potential housing sites as possible, it is difficult to identify very small sites and assess their deliverability in terms of housing potential. It is however accepted that small sites, in combination, can make a significant contribution to housing delivery as evidence in the Council's 2011/12 AMR will show. For example, many large properties have the potential to be subdivided producing additional dwellings. For the purpose of the SHLAA and indeed any future document allocating sites, it is therefore essential to set a site size threshold.

In deciding where to set the threshold, other Planning Authorities' approaches have been taken into account. It was considered only sites of **0.1 hectares** and above would be assessed, which is consistent with the approach taken in the Urban Capacity Study. No maximum size threshold was applied.

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<sup>6</sup> Recently expired means those granted after the adoption of the Housing Chapter Alteration on 2 June 2006 which have since expired



## 6. Desktop Review and the 'Call for Sites'

### 6.1 Sites within the planning process

A comprehensive assessment has been carried out of all sites 'within the planning process'. This has identified those potential housing sites already in the planning system and assessed any constraints to their delivery.

**Table 3: Information sources for sites within the planning process**

Sites within the planning process	Sources of information available
Allocated housing sites without planning permission (Local Plan and BPAAP)	Desktop review of allocation documents. Discussions with developers, development control and building control officers to determine progress
Allocated or unallocated sites with planning permission for housing	Desktop review of development starts and completion records inc. extant planning permissions. Review of building control records. Discussions with developers, development control and building control officers to determine progress
Allocated or unallocated housing sites under construction	Desktop review of development starts records. Review of building control records. Discussions with developers, development control and building control officers
Allocated or unallocated sites with recently <sup>7</sup> expired planning permissions for housing	Desktop review of expired permission records. Discussions with developers, development control and building control officers to ascertain barriers to development

### 6.2 Sites outside the planning process

Sites 'outside the planning process' were identified using the techniques and sources identified in Table 4 below.

**Table 4: Information sources for sites outside planning process**

Sources of information available
Desktop review of sites allocated in the Local Plan for non housing uses e.g. employment land, open space <sup>8</sup>
'Call for sites' exercise
Desktop review of Urban Capacity Study (UCS) sites as yet undeveloped
Desktop review of Local Brownfield Strategy (LBFS) sites as yet undeveloped <sup>9</sup>
Desktop review of undeveloped sites within the Furness Business Premises Site Availability Register 2011 <sup>10</sup> (SAR)

<sup>7</sup> Recently expired means those granted after the adoption of the HCA on 2 June 2006 which have since expired

<sup>8</sup> The Council is undertaking an Open Space Audit and the initial audit will be used to determine which open spaces will be included in the Assessment

<sup>9</sup> Furness & West Cumbria Local Brownfield Strategy 2009, HCA

<sup>10</sup> Furness Business Premises Site Availability register is compiled by Furness Enterprise

### **6.3 'Call for sites' exercise**

The Council decided to undertake a 'call for sites' exercise, which is now generally common practice. These are not required by the Guidance but can be a useful way of identifying sites. The 'call for sites' is a transparent exercise which taps into local knowledge and may give an indication of developer interest in a site. It can also however raise false expectations or fears that development may come forward on specific sites.

The 'call for sites' exercise invited anyone who owns a site, had an interest in a site, or knew of land that might have the potential for housing development, to complete a Site Submission Form. Respondents were alerted to the fact that a number of sites were already identified through the 'desktop review', and a map of these pre-identified sites has been available on the Council's website since 2<sup>nd</sup> December 2011.

The 'call for sites' was advertised in the following ways:

- Letters or emails were sent to all those on the Council's planning policy consultation database, known local agents and architects and members of the Housing Strategy Consultation Group
- Advertisement in all the Borough's local libraries, the Town Hall and Cavendish House, Barrow
- Information on the Council's website

Details of the consultation and copies of the Site Submission Form were also sent to the Parish/Town Councils for them to make publically available.

The 'call for sites' exercise was undertaken in parallel with consultation on the draft SHLAA methodology and was open between 18<sup>th</sup> November 2011 and 20<sup>th</sup> January 2012. Sites submitted after that period were not considered as part of the Assessment, however, they could be assessed as part of any future SHLAA update and can still be put forward for consideration in the later stages of Local Plan development. A full list of the sites submitted as part of the Call for Sites can be found in Appendix B.

### **6.4 The SHLAA Database**

Information regarding each site identified in the 'desktop review' or put forward in the 'call for sites' was entered into the SHLAA database. Each site, including those which were subsequently excluded, was given a unique reference number and was mapped. The SHLAA database was designed, established and will be maintained by the Council's Planning Policy team. The database will be kept upto date and will be used to inform future SHLAA reviews. All information within the database is available upon request, subject to the normal data protection constraints in relation to any personal information and any copyright constraints.

## **7. Site Surveys**

### **7.1 Carrying out site surveys**

All sites identified by the 'desktop review' and 'call for sites', were visited and surveyed, primarily to assess constraints, except 'excluded sites' and those below the site size threshold. Sites under construction were also visited to ensure consistency and to get an up-to-date picture of development progress.

Council Planning Officers carried out the site visits and were briefed prior to the Assessment to ensure a consistent approach was taken. A standard proforma was completed whilst on site, along with a biodiversity checklist, as suggested by Cumbria Wildlife Trust. All information gathered was added to the Council's SHLAA database.

Site owners and neighbouring landowners were not invited to attend the site visit in order to minimise unwelcome speculation and in view of the limits on resources. Landowners were only contacted if any clarification or permission was required or any on-site hazards were identified. For owners putting forward their own sites, permission to access land was deemed to have been granted, as stated on the website and site submission forms.

Inaccessible sites were assessed on the basis of the 'desktop review' and consultation responses.

## 8. Estimating the housing numbers for each site

### 8.1 Identifying the appropriate site area

The Guidance suggests that, prior to the site assessments, an estimate of the number of houses a site could accommodate should be carried out. In this case, the site was measured before the assessments to ensure it fell within the site size threshold and the sites were then assessed. In some cases, parts of the site had different characteristics, for example, one half may be restricted by a local policy whereas the rest of the site isn't. In these cases, the site was divided into two to make it easier to categorise in terms of deliverability. The estimated number of houses the site could potentially supply was then calculated.

Where the site benefitted from planning consent, the number of dwellings referred to in the application was used. Where a site was allocated for housing, but which didn't benefit from planning consent, the number of dwellings stated in the allocation was used.

Where the developer of a site was involved in recent, formal and advanced pre-application discussion with the Planning Officers about development for housing, the number of dwellings referred to in those discussions was used, unless this was considered to be unrealistic. For all other sites, a gross density assumption was applied to give an estimation of the number of dwellings which the site could potentially accommodate. These assumptions are set out in Table 5.

### 8.2 Assumed Densities

The NPPF leaves it up to local authorities to set out their own approach to housing density to reflect local circumstances. The Local Plan currently states "For allocated and unallocated sites the Authority will expect a density of at least 30 dwellings per hectare with higher densities sought in accessible locations and/or where consistent with good urban design principles." This density requirement may, or may not, be carried through into the forthcoming Local Plan.

The SHLAA Guidance states that:

"The estimation of housing potential of each identified site should be guided by the existing or emerging plan policy, particularly the approach to housing densities at the local level. Where a plan policy is out of date or doesn't provide a sufficient basis to make a local judgement ... an alternative and less resource intensive approach is to compare the site with a sample scheme which represents the form of development considered desirable in a particular area."

The Urban Capacity Study used a series of predesigned templates which were found in the now cancelled UCS accompanying guidance. In the absence of such templates and in order to make the Assessment manageable but meaningful, site densities will be calculated using the following density multipliers. These figures are gross densities, which includes the area for housing itself and any associated access or distributor roads, footpaths, play areas, open spaces or landscaping and buffering. It does not include other uses that may form part of a mixed-use scheme e.g. schools, or athletics facilities.

**Table 5: Density assumptions**

Range Name	Area of Application	Density
Low:	Rural areas and edge of urban areas	25 dph
Medium:	Suburban areas of Barrow and Dalton (areas of medium housing density which are predominantly residential in character)	30 dph

Medium High:	Urban areas of Barrow and Dalton (locations within the main urban areas where densities are higher and uses are more mixed)	40 dph
High:	Central urban Areas (within the Barrow Local Plan Inset Map)	50 dph

A margin of error figure for density has been applied in the calculations at +/-20%. This gives an idea of how many dwellings sites could provide if the densities applied were 20% lower or higher.

**Table 6: Densities - margins of error**

	Identified Density	Margin of Error -20%	Margin of Error +20%
Low	25 dph	20	30
Medium	30 dph	24	36
Medium High	40 dph	32	48
High	50 dph	40	60

The density used for the SHLAA should not be taken to assume that any future allocation or planning permission would be for that specific number of dwellings; or that the forthcoming Local Plan would set these figures as density standards.

## 9. Assessing a site's suitability and when sites could be developed

### 9.1 What are 'deliverable' and 'developable' sites

One of the main aims of the SHLAA is to find out how many sites are deliverable and developable. It does not rank sites, as the intention of the SHLAA is not to make judgements about which sites are 'best' or which sites should be included within the Local Plan. These kinds of decisions will be made during the development of the Local Plan, as part of the evaluation of the sites in the plan-making process.

It is acknowledged that the terms 'deliverable' and 'developable' are not the most clear cut or user-friendly. The definition of 'deliverable' in the Guidance also differs to that in the NPPF which 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."

The definition of deliverable used in the SHLAA is consistent with the definition in the NPPF, as it is the more recent of the two documents.

For sites to be considered '**deliverable**' they must be:

- **Suitable:** The site offers a suitable location for housing development and would contribute to the creation of sustainable mixed communities;
- **Available:** The site should be available now; and
- **Achievable:** There should be a reasonable prospect that housing will be delivered on the site within 5 years.

For sites to be considered '**developable**' they must:

- Be in a **suitable** location for housing development and there should be a reasonable prospect that it will be **available** and could be developed at a specific point in time (either within 5-10 years, 10-15 years or more than 15 years).

A site is regarded as '**non-developable**' where it fails the tests of suitability, availability or achievability or where it is not known when a site could be developed.

### 9.2 Suitability

The Guidance states that a site is deemed to be '**suitable**' where it:

"Offers a suitable location for development and would contribute to the creation of sustainable mixed communities."

- Allocated sites or those with extant planning permissions are normally considered to be suitable as an assessment into the suitability of the site for housing development will have been made when the site was allocated for housing or planning permission granted. Where planning permission has recently

expired<sup>11</sup>, the site will be reassessed to determine whether any fresh physical or policy constraints have emerged which may affect its suitability.

- Unallocated sites without permission could also be found to be suitable, if from the information gathered from the desktop study and site visit, they are deemed to offer a suitable location for development bearing in mind:
  - Existing planning **policy restrictions** and corporate or community strategies; e.g. protected open spaces, residential development cordons regeneration strategies
  - **Physical problems or limitations**; e.g. contamination, flood risk
  - **Potential impacts** of a site being released for residential use
  - The **environmental conditions** that would be experienced by prospective residents

It is important to note that even if a site is categorised as being 'suitable' in the SHLAA, planning permission may not be granted or the site subsequently allocated for housing development for a number of reasons. For example, there may be other more suitable sites available to meet the overall requirements, constraints may come to light that the SHLAA did not foresee, alternative uses may be deemed to be preferable or essential or the particular detail of the specific scheme may not be acceptable.

The SHLAA is also not a substitute for the proper consideration of an allocation or planning application which would be subject to public consultation which may identify issues and constraints which the SHLAA did not identify.

### 9.3 Identifying constraints to suitability

There may be specific constraints to suitability, which may or may not be easy to overcome. These may render a site unsuitable, may render part of it unsuitable or may affect the costs associated with development. Details of constraints have been obtained during the desktop review and site visits using the following resources:

- The Council's Web mapping system. This holds a significant amount of information such as the planning history of a site (previous planning applications may contain information regarding constraints), proximity to public sewer network, proximity to unneighbourly uses, previous land uses (e.g. mine workings, historic landfill sites), flood risk, protected habitats, radon gas, public rights of way, major hazard pipelines, tree preservation orders, proximity to listed buildings, Conservation areas etc.
- Saved Local Plan policies. These have been reviewed with regards to each site to determine whether there is a restrictive policy in place which would prevent development in principle at present. It must be noted however that where there is such a policy, this may or may not be carried forward into the forthcoming Local Plan.
- Information from the Council's Environmental Health Officers. This helped determine whether there were any previous or current uses on the site or on any neighbouring land, which may prevent development or which may affect the amenity of future residents. It also helped determine the likely costs associated with a development, for example, if remediation was likely to be required on site.
- Information from the Environment Agency. The Agency was contacted where further information was required regarding the risk of flooding on a specific site.
- Information from Cumbria Highways officers and Cumbria County Council's Historic Environment officers. This was useful to determine the potential costs of

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<sup>11</sup> Recently expired means those granted after the adoption of the HCA on 2 June 2006 which have since expired

development, such as whether significant infrastructure was likely to be needed, and/or whether an archaeological recording was likely to be required.

- Site visits have been carried out to determine on site constraints, such as overhead cables, neighbouring uses, poor ground conditions, topography, contamination, current use of site etc. Neighbouring land uses were also recorded as these could affect the amenity of future residents.
- Information taken from an on-site biodiversity survey. A proforma was put forward by Cumbria Wildlife Trust during the first round of consultation on the SHLAA and this was used during the site visits to determine whether there were any potential habitats on site. The surveys identify potential habitats, which in turn informed whether a protected species survey was likely to be required.
- Information taken from the site submission forms. The forms asked the person putting forward the site whether there were any known constraints and further information was requested from the owner where required.

Where constraints were identified, consideration was given to any mitigation measures that could make a site suitable for development. Where a site has been found to be unsuitable due to constraints, this has been noted in Table 11.

#### 9.4 Policy constraints

Paragraph 38 of the Guidance states that:

*'The following factors should be considered to assess a site's suitability for housing, now or in the future: policy restrictions-such as designations, protected areas, existing planning policy and corporate, or community strategy policy'* (emphasis added).

Given this, existing policy restrictions have been taken into account when assessing a site's suitability for housing. It is acknowledged that existing policy will be reviewed as part of the development of the forthcoming Local Plan. The SHLAA therefore does not assume that any current restrictive policies identified as affecting a site will be retained or removed.

It is important to differentiate between suitable and potentially suitable sites as potentially suitable sites could not come forward for development at present because there is currently a policy restraint. Sites falling into this category have been categorised as being 'potentially deliverable (policy)' in the SHLAA.

Whilst a site may be deemed to be suitable for housing in the SHLAA, where there are no significant constraints (both policy and physical), this does not mean that planning permission would necessarily be granted for housing or that it would automatically be allocated for housing in the Local Plan. It is only taken to mean that they are suitable providing that they are not required for other purposes, and are required to meet plan targets. Decisions regarding which sites are allocated for housing or other uses, including open space, will be made in the new Local Plan.

#### 9.5 Availability

The Guidance states that a site is considered '**available**' for development:

"When on the best information available, there is confidence that there are no legal or ownership problems such as multiple ownership, ransom strips, tenancies or operational requirements."

- Sites which are under construction are generally considered to be available



- Sites which have an extant planning permission would normally be regarded as available, unless there is evidence to suggest otherwise
- Allocated sites will often be regarded as available, particularly if recently allocated (where deliverability and availability has been recently demonstrated)
- For unallocated sites without planning permission, the Council will assess land ownership constraints which may prevent sites being brought forward
- Unallocated, unoccupied and vacant sites which have been put forward by the landowner are considered to be available, as are such sites which are actively being marketed for sale, unless there is evidence to suggest otherwise

## 9.6 Achievability

Sites are deemed '**achievable**' if "there is a reasonable prospect that housing will be deliverable at a particular point in time". Here judgements need to be made about the economic viability of a site, taking into account:

- 'market factors', (including general demand, attractiveness of the site and locality)
- 'cost factors' (including planning standards or obligations and overcoming constraints) and
- 'delivery factors' (including build-out rates)

The SHLAA Guidance provides limited detail regarding the practicalities of assessing achievability, it does however state in paragraph 40 that it is 'essentially a judgement about the economic viability of a site, and the capacity of the developer to complete and sell the housing over a certain period.' The Guidance suggests that residual valuation models are one of a number of options which could be used to determine achievability but that these are not always appropriate or necessary, stating '...the views of house builders and local property agents for example, will also be useful where a more scientific approach is not considered necessary.'

The Guidance has been interpreted in different ways by different planning authorities with some authorities engaging consultants to carry out in-depth viability appraisals whilst others use a more general scoring matrix. Some use individual site appraisals and others use samples based on general site typologies.

## 9.7 Assessing Achievability

Given the different approaches to assessing achievability, a key consideration for the Council was how to assess achievability and whether consultants should be engaged. In order to help make the decision, a number of other authority's SHLAAs were considered, as well as the 'Viability Testing Local Plans' document and HCA's residual value model.

Whilst the potential cost of commissioning such a study and the length of time it would take was an issue, it was decided to carry out the assessment in house as the knowledge built up through the development of the SHLAA would then be carried through to the Examinations stage of the Local Plan.

A simple, transparent approach was preferred to a more technical viability model for several reasons. Firstly, whilst there are several residual viability models available, over-complex models with detailed data inputs do not necessarily lead to more accurate results.

Secondly, the more technical viability models and financial site appraisals are based upon a number of assumptions and are subjective and derivative. They go into specific

costings which can fluctuate dramatically in different economic climates, for example, land acquisition costs, marketing and sales costs and finance costs are likely to change significantly over the plan period. Such models are useful to indicate the value of a site to a prospective buyer, however different developers are willing to pay different prices and take varying levels of risk.

Thirdly, it was not felt necessary or appropriate to use an over technical approach, particularly as the Council places few, if any, unnecessary burdens on developers which may result in an otherwise viable site becoming unviable. For example, there is no current planning policy requiring affordable dwellings and planning policies encourage rather than require energy efficiency in new housing schemes. If this had not been the case then a more technical approach which broke down costings into pounds and pence may have been necessary.

Given this, it was decided to use a simple "achievability matrix", based in part on the Urban Capacity Study methodology and in part on experience elsewhere. Given the number of sites in the SHLAA, it would have been impractical to test them all in terms of achievability, therefore only sites which were found to be suitable (or potentially suitable) and available were assessed, which weren't already nearing completion. Sites were scored using the matrix and those scoring below 25 out of a possible score of 50 were classed as being unachievable at the present time. Those sites scoring below 30 fell into an 'amber' category, as they were more likely to be sensitive in terms of viability.

A draft methodology for the achievability assessment was produced and sent to members of the Housing Strategy Consultation Group for their comments. The consultation period ran from 31<sup>st</sup> May 2012 to 29<sup>th</sup> June 2012 and two responses were received and considered.

It is acknowledged that there has been a down turn in the housing market which may impact upon the achievability of some sites. It is very tempting at the present time to concentrate on present economic difficulties, but any potential housing sites identified by the SHLAA may not be built for many years and may emerge in a different economic and political climate. Our proposed approach assesses the sites in the current economic climate and the results are therefore likely to be pessimistic. The Assessment assumes that public sector funding to assist development will not be available in the short term, therefore sites reliant upon such funding will not be found deliverable. They will however be found developable, where there is evidence to suggest that they could come forward in the later stages of the plan period.

It is also recognised that the viability of a site depends upon the national, regional and local economic climate at the time therefore sites deemed to be non-achievable now (during an economic downturn) may be achievable in more prosperous economic conditions. This is a particularly important point as many developers involved in the SHLAA process have stated that it is the economy, rather than the planning system, which is preventing them from developing their sites at present.

## **9.7 Estimating delivery timescales**

In terms of timescales, the SHLAA, alongside the AMR, indicates the number of units that are expected to be delivered in the short term (0-5 years), medium term (6-10 years) or long term (11-15 years).

Sites which met the tests of suitability, availability and achievability, were looked at individually and an assessment was made to determine when they could realistically be developed. In some cases, the developer had supplied specific phasing schemes and building control records to indicate that these were being met. In others, assumptions had to be made as to how long it would take to determine a planning application, how long a site would take to prepare for development and how long it would take for the first houses to be complete.

Council records from the previous 3 years suggest that it takes approximately 6 months from the date of submission to the date of approval<sup>12</sup>. It also takes on average 6 months from the date of consent to the date of the commencement of the development on sites over 0.1 hectares. It is acknowledged that where more site preparation is required it may take longer than 6 months, however on less constrained sites it may only take a matter of days before development starts on site following consent being granted. It is also accepted that landowners may 'bank' sites once they have gained planning consent and may wait for the economy to improve before they sell them/release them for development. There are therefore no certainties that sites will be developed when predicted.

### 9.8 Overcoming Constraints

Where constraints to development were identified, an assessment has been undertaken to consider how these could be overcome, for example, environmental improvements to deal with contaminated land. Where there are numerous constraints, this may mean a development is not deliverable at the present time but could be overcome, making development a possibility in the future. Such sites could be considered for development within years 6-15.

Certain sites may not be developable at present due to more difficult site constraints and such sites are regarded as '**not currently developable**'. Following the production of this SHLAA, if evidence is provided to show that these constraints can be overcome, the site will be reconsidered in any SHLAA review and of course could be put forward for consideration through the development of the new Local Plan.

Where the constraint is one of policy (e.g. a site is located within a designated Green Wedge) the SHLAA will categorise these sites as 'potentially deliverable' and record these separately from those 'not currently developable' as for these sites, the constraint could only be removed by a change in planning policy. It would be wrong to prejudge such a change as this would undermine the proper process of policy development.

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<sup>12</sup> This timescale is based upon the average determination rate for small scale major and minor housing applications between 2009/10 and 2011/12 (103 applications in total) and includes full, outline and reserved matters applications and those requiring Section 106 agreements.

## 10. Review of the provisional Results

### 10.1 What do the results show?

Following the site visits and assessments, all information was collated and analysed by Council Officers. This information was used to develop an indicative housing trajectory which sets out how much housing could be provided and when. This process will be carried out each year, with the results forming part of the Annual Monitoring Report. The current housing trajectory can be found in appendix C.

Where there are insufficient sites with potential for housing, it will be necessary to plan for this shortfall.

The options suggested in the Guidance include:

- Revisiting SHLAA assumptions e.g. those made on density
- Further exploring cross-boundary supply issues with neighbouring housing market areas
- Revisiting windfall assumptions
- Introducing a 'Stage 9' to the Assessment to identify additional broad locations for future housing growth.

The SHLAA, through the desktop review and the Call for Sites, identifies 114 sites in the Borough. Of these sites there are:

- 9 sites which are already allocated for housing in the current Local Plan
- 9 sites which are allocated for other uses in the current Local Plan
- 34 sites which benefit from planning permission for housing
- 65 sites which are 'new' sites i.e. they are unallocated for any use and do not benefit from planning consent for housing

These sites were all subject to an initial assessment to determine whether any fell into the excluded category referred to in table 7. Following this initial assessment...

- 2 sites were excluded from further assessment

The remaining 112 sites were assessed fully and have been broken down into the following categories.

### 10.2 Deliverable and developable sites (tables 8,9 & 10)

- The SHLAA has identified 44 deliverable sites where evidence suggests development could come forward within the next 5 years.
- Of the deliverable sites, 14 are Greenfield sites, the remainder are previously developed or mixed sites. Some of these sites are within the Borough Council's ownership.
- 6 of the deliverable sites are already allocated for housing in the Local Plan and 29 benefit from an extant planning consent for housing.
- In total these Brownfield and Greenfield deliverable sites could provide approximately 1484 dwellings over the Plan period.

- One developable site has been identified; this is a brownfield site which is currently allocated in the Local Plan for housing. The site is not considered to be available as a whole at present and development is shown as being unachievable at the present time (scoring 23 out of a possible 50 points in the achievability test), however evidence suggests that this is likely to come forward for development in years 6+. This could provide the Council with 200 dwellings over the next 15 year period, with the remainder of the site being complete in years 15+.

### 10.3 Potentially deliverable sites (table 11)

- The assessment identifies 24 potentially deliverable (policy) sites where the principle of development is currently restricted by a Local Plan policy (for example, the site is allocated for employment use or is within a Green Wedge). The sites are all vacant (or are in a temporary use) and have few, if any, other constraints. It is acknowledged that existing policy will be reviewed as part of the development of the forthcoming Local Plan. The SHLAA therefore does not assume that any current policies identified will be retained or removed, hence the creation of the 'potentially deliverable (policy)' category.
- 17 of these potentially deliverable sites are on Greenfield land.
- It must be noted that the SHLAA will not inform which policies are retained and which are replaced or deleted. For example, policies, such as the existing Local Plan policy D4 (Green Wedges), will be reviewed and will not be removed from certain areas simply because they contain a site which falls within the 'potentially suitable (policy)' category. It is agreed that it is not for the SHLAA to decide which sites should come forward for development and some sites which the SHLAA concludes are deliverable for housing may be found to be more suitable for alternative uses when developing the Local Plan.
- It is highly unlikely that all these sites will be released for development, as many will be more suitable as open spaces. Several of the sites are also within the ownership of the Council, however there is no Council resolution to release them for development, therefore they are also deemed to be 'unavailable' at present. This is noted in Table 9 where relevant.

### 10.4 Broad Locations (table 12)

- Four potential Broad Locations were put forward for consideration during the Call for Sites. These sites represent greenfield extensions adjoining a settlement where development *could* be encouraged within the Local Plan, if required. Given their size and scale in relation to the settlement, the sites cannot be dealt with as 'specific sites'.
- The SHLAA identifies that the Broad Locations, if required, could provide 1921 dwellings in total.
- Further information regarding Broad Locations can be found on pages 30 and 45

### 10.5 Non-developable sites (table 13)

- The SHLAA identifies 33 non-developable sites. These sites are either unavailable, unsuitable or housing development on the site is unlikely to be viable. Table 11 contains a list of these sites, along with details of why the site is considered non-developable at present.

**Table 7: Excluded sites**

Note: Please see pages 13 and 14 for further information regarding excluded sites.

<b>Site number</b>	<b>Site name</b>	<b>Final Assessment</b>	<b>Reason for exclusion</b>
SHL066	Washington Bowling Green, Roose Rd, Barrow	Excluded	Flood Risk Zone 3
SHL076	Land at Greenhaume Farm	Excluded	Development within the open countryside

**Table 8: Deliverable sites not allocated for housing in the current or previous Local Plan (but with planning consent for housing)**

**Note:** Please see pages 21-25 for further information regarding deliverable and developable sites. Further information can also be found in the 11/12 AMR. Margins of error have not been provided where the site is already allocated for housing, where it benefits from planning consent for housing, or where there have been advanced pre-application discussions between the site owner/developer and the Council.

SHLAA ref	Site name	Assumed density (dph)	Number of dwellings remaining to be built at 31 <sup>st</sup> March 2012	Margins of error	Year															
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
SHL019a	Former Builders Yard (Western section), Cemetery Hill, Dalton <sup>13</sup>	n/a	0- development completed 11/12	n/a	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
SHL020	Dallington, Abbey Road, Barrow	n/a	0-- development completed 11/12	n/a	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
SHL021	Land at Foundry St/New St, Barrow	n/a	9	n/a	-	-	-	-	3	3	3	-	-	-	-	-	-	-	-	
SHL023	Land off Bradford Street, Barrow	n/a	0- development completed 11/12	n/a	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	

<sup>13</sup> Limited to section of the site with planning consent-see SHLAA map

**Table 8: Deliverable sites not allocated for housing in the current or previous Local Plan (but with planning consent for housing) (continued)**

SHLAA ref	Site name	Assumed density (dph)	Number of dwellings remaining to be built at 31 <sup>st</sup> March 2012	Margins of error	Year															
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
SHL024	Former Offices, Buxton Street, Barrow Island	n/a	18	n/a	-	-	18	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL025	Former Bakery Site, Cobden Street, Dalton	n/a	1	n/a	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL028	Holker Street (St James' Gardens), Barrow	n/a	65	n/a	0	8	8	19	14	8	8	-	-	-	-	-	-	-	-	-
SHL030	Parkhouse Farm, Barrow	n/a	3	n/a	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL031	Former Roose Garden Centre, Barrow	n/a	32	n/a	3	2	4	4	7	12	-	-	-	-	-	-	-	-	-	-



**Table 8: Deliverable sites not allocated for housing in the current or previous Local Plan (but with planning consent for housing) (continued)**

SHLAA ref	Site name	Assumed density (dph)	Number of dwellings remaining to be built at 31 <sup>st</sup> March 2012	Margins of error	Year																
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	
SHL032	143 Salthouse Road, Barrow	n/a	6	n/a	-	3	3	-	-	-	-	-	-	-	-	-	-	-	-	-	
SHL033	Vickerstown Working Men's Club, Walney	n/a	20	n/a	-	-	-	7	5	8	-	-	-	-	-	-	-	-	-	-	
SHL040	Anchor Hotel Site (Anchor Gardens) Lindal	n/a	5	n/a	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
SHL041	Land adjacent to 30 Hall Garth, Barrow	n/a	1	n/a	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	
SHL042	Sinkfall Farm, Rakesmoor Lane	n/a	2	n/a	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
SHL043	Crooklands Garage (Crooklands Gardens), Dalton	n/a	1	n/a	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	
SHL044	Elliscale Farm, Dalton	n/a	3	n/a	-	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	

**Table 8: Deliverable sites not allocated for housing in the current or previous Local Plan (but with planning consent for housing) (continued)**

SHLAA ref	Site name	Assumed density (dph)	Number of dwellings remaining to be built at 31 <sup>st</sup> March 2012	Margins of error	Year															
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
SHL045	Land adjacent to 12 Underwood Terrace, Dalton	n/a	1	n/a	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL046	Land at rear of 2-12 Inglewood, Barrow	n/a	4	n/a	2	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL049	Trafalgar Court, Nelson Street, Dalton	n/a	3	n/a	-	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL050	Land adj. to St Kilda, Greystone Lane, Dalton	n/a	2	n/a	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-
SHL051	Land at Piel View Farm, Biggar Village	n/a	5	n/a	-	-	-	2	3	-	-	-	-	-	-	-	-	-	-	-

**Table 8: Deliverable sites not allocated for housing in the current or previous Local Plan (but with planning consent for housing) (continued)**

SHLAA ref	Site name	Assumed density (dph)	Number of dwellings remaining to be built at 31 <sup>st</sup> March 2012	Margins of error	Year															
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
SHL052	Urofoam site (Southern section), Duddon Rd, Askam <sup>14</sup>	n/a	16	n/a	-	-	-	4	6	6	-	-	-	-	-	-	-	-	-	-
SHL054	Former Yard and Garage, Elm Road, Barrow	n/a	5	n/a	-	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL055	Quarry Bank Farm, Marton	n/a	1	n/a	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
SHL104	Westpoint House, Solway Drive	n/a	30	n/a	-	-	30	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total number of dwellings</b>			<b>233</b>	<b>n/a</b>	<b>17</b>	<b>23</b>	<b>69</b>	<b>38</b>	<b>38</b>	<b>37</b>	<b>11</b>	-	-	-	-	-	-	-	-	-

<sup>14</sup> Limited to part of site with planning permission-see SHLAA map

**Table 9: Deliverable sites and developable sites allocated for housing in a current or previous plan (with and without planning consent for housing)**

**Note:** Please see pages 21-25 for further information regarding deliverable and developable sites. Further information can also be found in the 2011/12 AMR. Margins of error have not been provided where the site is already allocated for housing, where it benefits from planning consent for housing, or where there have been advanced pre-application discussions between the site owner/developer and the Council.

**Key:** #Site is developable and the 650 dwellings will continue to be built beyond year 2027/28.

SHLAA ref	Site name	Planning permission for housing	Potential number of dwellings the site could provide	Margins of error	Year															
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
SHL001	Marina Village#	N	650	n/a	-	-	-	-	-	-	20	20	20	20	20	20	20	20	20	20
SHL002	Salthouse Mills	N	250	n/a	-	-	-	26	26	26	43	43	43	43	-	-	-	-	-	-
SHL003	Barrow Island Site BIH2 (Off Farm Street)	N	25	n/a	-	-	-	12	13	-	-	-	-	-	-	-	-	-	-	-
SHL004	Former North Lonsdale Hospital	Y	41	n/a	4	8	6	10	6	7	-	-	-	-	-	-	-	-	-	-
SHL005	Land at Crooklands Brow, Dalton	N	60	n/a	-	-	-	10	20	20	10	-	-	-	-	-	-	-	-	-
SHL006a	Land at Beach St/Sharp St, Askam	N	20	n/a	-	-	-	10	10	-	-	-	-	-	-	-	-	-	-	-

**Table 9: Deliverable sites and developable sites allocated for housing in a current or previous plan (with and without planning consent for housing) (continued)**

SHLAA ref	Site name	Planning permission for housing	Potential number of dwellings the site could provide	Margins of error	Year															
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
SHL007a	Land at Channelside, Barrow (Northern section) <sup>15</sup>	Y	57	n/a	-	-	10	24	23	-	-	-	-	-	-	-	-	-	-	-
SHL027	Holbeck Park Phase 3 (Holbeck Rise), Barrow	Y	28	n/a	6	6	10	10	12	-	-	-	-	-	-	-	-	-	-	-
SHL029	Listers North (Ratings Village), Barrow	Y	59	n/a	24	24	11	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total number of dwellings</b>			<b>1190</b>	<b>n/a</b>	<b>34</b>	<b>38</b>	<b>37</b>	<b>102</b>	<b>110</b>	<b>53</b>	<b>73</b>	<b>63</b>	<b>63</b>	<b>63</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>

<sup>15</sup> Limited to part of site referred to in planning application 2012/0377

**Table 10: Deliverable sites not allocated for housing in a current or previous plan (without planning consent for housing)**

**Note:** Please see pages 21-25 for further information regarding deliverable and developable sites. Further information can also be found in the 11/12 AMR. See Table 6 for information regarding margins of error.

SHLAA ref	Site name	Assumed Density (dph)	Potential number of dwellings the site could provide	Margins of error	Year															
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28
SHL013a	Former Candleworks, Schneider Road (Northern section) <sup>16</sup>	40	24	19-28	-	-	-	4	10	10	-	-	-	-	-	-	-	-	-	-
SHL047	North Central Clearance Area, Barrow	n/a	71	n/a	-	-	-	7	15	15	14	10	10	-	-	-	-	-	-	-
SHL062	Former Alfred Barrow School Premises, Barrow	50	45	36-54	-	-	-	-	10	20	15	-	-	-	-	-	-	-	-	-
SHL063a	Car park opposite Alfred Barrow School	50	15	12-18	-	-	-	-	7	8	-	-	-	-	-	-	-	-	-	-
SHL065	Former Presbyterian Church, School Street, Barrow	n/a	27	n/a	-	-	-	-	7	10	10	-	-	-	-	-	-	-	-	-
SHL070a	Land to South of Abbey Meadow, Barrow	30	33	26-39	-	-	-	3	15	15	-	-	-	-	-	-	-	-	-	-

<sup>16</sup> Limited to unoccupied, council owned part of site

**Table 10: Deliverable sites not allocated for housing in a current or previous plan (without planning consent for housing) (continued)**

SHLAA ref	Site name	Assumed Density (dph)	Potential number of dwellings the site could provide	Margins of error	Year																
					12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	
SHL071	No. 11 smallholding (including building)	30	45	36-54	-	-	-	5	10	15	15	-	-	-	-	-	-	-	-	-	
SHL074	Field between Manor Rd and 6 <sup>th</sup> Form College, Barrow <sup>17</sup>	25	44	34-52	-	-	-	5	9	15	15	-	-	-	-	-	-	-	-	-	
SHL095	FGH site, Dalton Lane/Abbey Rd, Barrow	25	200	160-240	-	-	-	20	20	20	20	20	20	20	20	20	20	20	-	-	-
SHL099b	Hawcoat Park (South), Barrow <sup>18</sup>	25	40	32-48	-	-	-	10	10	10	10	-	-	-	-	-	-	-	-	-	-
SHL100a	Land North of Westpoint Hse, Solway Drive, Walney <sup>19</sup>	30	22	18-27	-	-	-	11	11	-	-	-	-	-	-	-	-	-	-	-	-
SHL101	Land South of Westpoint Hse (Western section), Solway Drive, Walney	30	26	21-31	-	-	-	13	13	-	-	-	-	-	-	-	-	-	-	-	-
<b>Total number of dwellings</b>			<b>592</b>	<b>492-689</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>78</b>	<b>137</b>	<b>138</b>	<b>99</b>	<b>30</b>	<b>30</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>20</b>	<b>-</b>	<b>-</b>	<b>-</b>

<sup>17</sup> Limited to front part of site-see SHLAA map<sup>18</sup> Limited to part outside Green Wedge – see SHLAA map<sup>19</sup> Limited to part of site outside Green Wedge-see SHLAA map

**Table 11: Potentially deliverable (policy) sites**

Note: Please see page 23 for further information regarding potentially deliverable sites.  
See Table 6 for information regarding margins of error.

SHLAA ref	Site name	Current Local Policy Constraint	Assumed density (dph)	Potential number of dwellings the site could provide	Margins of error	Land type	Notes
SHL010	Park Vale, Walney	D4 (Green wedge)	30	178	142-213	Mixed site	Council ownership
SHL014	Fields to the South and East of Park View, Barrow	D26 (Urban/village open space)	30	425	271-406	Greenfield site	
SHL037	E5 Land South of Ashley & Rock, Park Road, Barrow	A1 (Employment allocation)	40	110	88-132	Mixed site	Council ownership
SHL059	Former Avon Garden Centre, Mill Lane, Walney	D4 (Green Wedge)	30	15	12-18	Brownfield site	
SHL068	Fields to rear of Croslands Park (Holly Croft)	D26 (Urban/village open space)	30	90	72-109	Greenfield site	Council ownership
SHL070	Land East of Abbey Meadow, Flass Lane, Barrow	D4 (Green Wedge)	30	168	134-201	Greenfield site	Council ownership. Occupied parts of site non-developable
SHL075	Land North of Listers North	D4 (Green Wedge)	30	120	96-144	Brownfield site	Site now in Flood Risk Zone 1 according to Environment Agency records
SHL077	High Riddings, Ireleth	B13 (Development Cordon)	25	2	2-3	Mixed site	Urban extension
SHL078	FGH site, Dalton Lane, Barrow	D26 (Urban/village open space)	25	14	11-17	Greenfield site	
SHL079	FGH site, Abbey Rd, Barrow	F1 (Hospital uses)	25	62	50-75	Greenfield site	
SHL081	Land South of Ormsgill Lane	D4 (Green Wedge)	30	54	43-64	Greenfield site (allotments)	Council leasing land from landowner



**Table 11: Potentially deliverable (policy) sites (continued)**

SHLAA ref	Site name	Current Local Policy Constraint	Assumed density (dph)	Potential number of dwellings the site could provide	Margins of error	Land type	Notes
SHL085	Land West of Old Rampsid Rd	D4 (Green Wedge)	25	145	116-174	Greenfield site (allotments)	Council leasing land from landowner
SHL086	Land at Lots Road, Askam	B3 & B13 (Development Cordon)	25	77	62-93	Greenfield site	Urban extension
SHL087	Long Croft, Barrow	D26 (Urban/village open space)	40	31	24-37	Greenfield site	Council ownership
SHL088	Bank Lane/Middlefileld junction, Barrow	D26 (Urban/village open space)	40	10	8-12	Greenfield site	Council ownership
SHL089	Land adjacent to Island Tavern, Walney	D4 (Green Wedge)	40	26	21-32	Greenfield site	Council ownership
SHL090	Land adjacent to Park Vale, Walney	D4 (Green Wedge)	40	28	22-33	Greenfield site	Council ownership
SHL091	Island Tavern, Walney	D4 (Green Wedge)	40	20	16-24	Brownfield site	Council ownership
SHL092	Land to rear of Newton Village Hall	D26 (Urban/village open space)	30	7	5-8	Greenfield site	Council ownership
SHL094	Land West of Mill Lane, Walney	D4 (Green Wedge)	40	44	35-52	Greenfield site	Council ownership
SHL096	Crompton Drive, Dalton	D4 (Green Wedge)	30	22	18-27	Greenfield site	
SHL099a	Hawcoat Park, Barrow <sup>20</sup>	D4 (Green Wedge)	25	204	116-174	Mixed site	

<sup>20</sup> Limited to part of site within the Green Wedge-see SHLAA map

**Table 11: Potentially deliverable (policy) sites (continued)**

SHLAA ref	Site name	Current Local Policy Constraint	Assumed density (dph)	Potential number of dwellings the site could provide	Margins of error	Land type	Notes
SHL100b	Land North of Westpoint House(Eastern section), Solway Drive, Walney <sup>21</sup>	D4 (Green Wedge)	30	20	16-24	Greenfield site	Council ownership
SHL102	Site South of Long Lane, Dalton	B3 (Development directed within existing urban areas)	25	40	32-48	Greenfield	Urban extension
<b>Total number of dwellings</b>				<b>1912</b>	<b>1412-2120</b>		

<sup>21</sup> Limited to eastern section of site-see SHLAA map

**Table 12: Potential broad locations**

Note: Please see page 30 and 44 for further information regarding Broad Locations. See Table 6 for information regarding margins of error.

SHLAA Ref	Site name	Restrictive policy	Assumed density (dph)	Reduction in original site size	Potential number of dwellings the site could provide	Margin of error	Notes
SHL073	Fields to rear of Sixth Form College & St Bernards (18.4 hectares)	B3	25	30%	322	258-387	The Council should only consider such sites for development in the 11-15 year period if there are insufficient specific sites
SHL080	Land North of Dungeon Lane, Barrow (17.8 hectares)	B3	25	50%	222	178-267	The Council should only consider such sites for development in the 11-15 year period if there are insufficient specific sites
SHL082	Land East of Rakesmoor Lane, Barrow (50.8 hectares)	B3	25	30%	889	711-1066	The Council should only consider such sites for development in the 11-15 year period if there are insufficient specific sites
SHL083	Land East of Holbeck Park Avenue. Barrow (27.9 hectares)	B3	25	30%	488	390-585	The Council should only consider such sites for development in the 11-15 year period if there are insufficient specific sites
<b>Total number of dwellings</b>					<b>1921</b>	<b>1537-2305</b>	

**Table 13: Non developable sites**

Note: Please see page 23 for further information regarding non-developable sites

\* Indicates that only part of the site is non-developable.

Site number	Site name	Planning permission for housing	Potential number of dwellings the site could provide	Notes
SHL003a	BAE Calibration lab site	No	56	Not enough information is available regarding availability or achievability to determine the sites deliverability
SHL006b	Land at Beach St/Sharp St (Eastern section) <sup>22</sup>	No	25	The majority of the site is unavailable. The remainder is deliverable-see SHLAA map for info
SHL007b	Channelside (Southern section), Barrow <sup>23</sup>	Part of site	103	The majority of the site is unavailable. The remainder is deliverable-see SHLAA map for info
SHL008	Phoenix Road (by Travelodge), Barrow	No	26	The site is unsuitable for housing development and would be better suited to commercial/industrial uses
SHL009	Former Golf Driving Range, Walney Road, Barrow	No	268	The site currently fails the achievability test
SHL011	Cornmill Crossing, Barrow	No	138	The site is unavailable for housing at present
SHL012	Former Timber Yard, Schneider Road, Barrow	No	27	The site is unavailable for housing at present
SHL013b	Former Candleworks site (Southern section), Schneider Rd <sup>24</sup>	No	30	The majority of the site is unavailable for housing at present. The remainder is deliverable-see SHLAA map for info
SHL015	West Shop, Bridge Road, Barrow	No	78	The site is unavailable for housing at present
SHL016	Foundry Street, Barrow (UCS Part)	No	25	The site is unavailable for housing at present
SHL017	Urofoam Site (UCS Part), Duddon Rd, Askam	No	63	The site is unavailable for housing at present
SHL018	Former Filling Station, The Strand, Barrow	No	5	The site is unavailable for housing at present

<sup>22</sup> Limited to Eastern part of site-see SHLAA map

<sup>23</sup> Limited to part of the site without planning consent for housing-see SHLAA map

<sup>24</sup> Limited to occupied section of site-see SHLAA map

Table 13: Non developable sites (continued)

Site number	Site name	Planning permission for housing	Potential number of dwellings the site could provide	Notes
SHL019b	Former Builders Yard (Eastern section), Cemetery Hill, Dalton <sup>25</sup>	Part of site	12	The developer has indicated that development on the majority of the site is unachievable at present. The remainder is deliverable and can provide 4 dwellings (almost complete)
SHL022	Arlington House, Barrow	Yes	13	Not enough information is available regarding availability or achievability to determine the sites deliverability
SHL026	Barns at Tytup Farm	Yes	4	Not enough information is available to determine if, or when, development the sites deliverability
SHL034	E2 Land West of Robert McBride, Barrow	No	256	The majority of the site is unavailable for housing at present. The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL035	E3 Land South of Kimberley Clark, Barrow	No	218	The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL036	E4 Land West of County Park Estate, Barrow	No	80	The majority of the site is unavailable for housing at present. The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL038	E9 (Part) Phoenix Road, Barrow	No	85	The majority of the site is unavailable for housing at present. The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL039	E11 Land at East of Ulverston Road, Dalton	No	71	The majority of the site is unavailable for housing at present. The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL048	Land to rear of Marton Hall and Glebe Farm, Marton	Yes	4	Not enough information is available regarding availability or achievability to determine the sites deliverability
SHL053	Land off Lord Street, Askam	No	6	Planning permission expired at 30.5.12. Not enough information is available regarding availability or achievability to determine the sites deliverability

<sup>25</sup> Limited to part of the site without planning consent

**Table 13: Non developable sites (continued)**

SHL056	Land to rear of 101-111 Black Butts Lane, Walney	Yes	1	Not enough information is available regarding availability or achievability to determine the sites deliverability
SHL057	Spoil Heaps, South of Lots Road, Askam	No	196	Not enough information is available regarding availability or achievability to determine the sites deliverability
SHL058	Site to North of Sowerby Wood (Sandcale Park)	No	197	The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL060	Land at Chatsworth St, Barrow	No	17	Unavailable for housing at present
SHL061	Former Kwik Save Premises, Holker St, Barrow	No	25	Unavailable for housing at present. Not enough information available to determine the sites deliverability
SHL063	Land opposite former Alfred Barrow School, Barrow	No	53	Unavailable for housing at present
SHL064	Premises at Lawson Street, Barrow	No	9	Unavailable for housing at present
SHL067	Land to rear of Brady's, Jute Rd, Barrow	No	32	The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL069	Ireleth Open Space, between Saves Ln & Ireleth Rd	No	37	Unavailable for housing at present
SHL072	Field at Junction of Mill Lane & Promenade, Walney	No	21	Unavailable for housing at present
SHL084	Land South of Rampside Rd (Roosecote Sandpit)	No	0	Unsuitable for housing development and unavailable at present
SHL093	Holker Old Boys Football Ground, Rakesmoor Lane	No	47	Unavailable for housing at present
SHL097	BAE Crossfields site	No	44	The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL098	BAE HIP building site	No	44	The site is unsuitable for housing and would be better suited to commercial/industrial uses
SHL100c	Land North of Westpoint House (Northern section), Solway Drive, Walney	No	23	Unavailable for housing at present
SHL103	Land off Meadowlands Ave, Barrow	No	210	Not enough information available to determine the deliverability of the site

## 11. Broad Locations

### 11.1 Identifying Broad Locations

Stage 9 of the methodology is 'identifying and assessing the housing potential of broad locations (when necessary)'. Paragraph 7 of the Guidance states that the SHLAA, 'should aim to identify sufficient specific sites for at least the first 10 years of a Plan, from the anticipated date of adoption, and ideally for longer than the whole 15 year plan period. Where it is not possible to identify sufficient sites, it should provide the evidence base to support judgements around whether broad locations should be identified...'

According to the Guidance, 'broad locations' are 'areas where housing development is considered feasible and will be encouraged, but where specific sites cannot be identified. Examples include:

- **Sites within and adjoining settlements** – for example, areas where housing development is or could be encouraged, and small extensions to settlements; and
- **Sites outside settlements** – for example, major urban extensions, growth points, growth areas, new free-standing settlements and eco-towns.

No guidance is provided as to the scale that would constitute a small extension and this will, in many cases, depend on the context of the settlement. Four of the sites submitted for consideration as part of the call for sites have been defined as broad locations as they represent extensions adjoining a settlement where development *could* be encouraged within the Local Plan. Given their size and scale in relation to the settlement, the sites cannot be dealt with as 'specific sites'.

The Guidance notes that Broad Locations should only be considered for future growth 'where it is not possible to identify specific sites for years 11-15'. Whether they are chosen for future growth or not is not a decision for the SHLAA to make; the SHLAA simply informs that decision. Given this, it was decided that broad locations should be assessed. It is difficult to determine at the moment whether the Council has sufficient specific sites for years 11-15 for two reasons:

1. It is difficult to determine which, if any, of the 'potentially deliverable (policy) sites could be included in future supplies as the policies restricting their development in the current Plan have yet to be reviewed. Such policies may not be carried forward in the forthcoming Local Plan, or may exclude the site in question.
2. During the Local Plan development stages, the Council may consider that some of the sites identified as being deliverable in the SHLAA are more suitable for other uses, for example, open space, employment use etc. This could result in a shortfall of specific sites for housing development and this may require the consideration of other options, such as the extension of urban areas.
3. The housing requirements for the Borough are currently set by the RS, however once the RS is abolished, the Council will have to decide its own target, which could, potentially, be greater than the current target. Given this, it is difficult to determine whether broad locations will be required or not. If, during the allocations stages, it is apparent that there *are* sufficient specific sites to meet the housing requirement, broad locations will not be given any further consideration. If there is a shortfall in specific sites, then Broad Locations may need to be considered.

Given these uncertainties, it is important to assess the Broad Locations at this stage as they *could* be required for housing in the longer term.

Maps showing the four Broad Locations put forward can be found at the end of this document. They are considered, in general, to be available and development on them has been assessed as being achievable. They cannot however be classed as being suitable as they are currently prevented from development by saved Local Plan policy B3 which restricts housing development to within existing urban areas. They are therefore deemed to be 'potentially suitable' as the policy currently restricting them may not be carried forward into the forthcoming Local Plan, or may be altered to exclude such areas.

Identifying broad locations does not mean that their development will be required or that planning consent would be granted for development on part, or all, of the site. The SHLAA simply identifies and assesses the sites, and the forthcoming Local Plan will decide whether they should be allocated for housing or an alternative use or whether alternative strategies, such as developing Greenfield areas within the urban boundaries, is preferred.

### **11.2 Assessing yield**

In line with the Guidance, a potential yield has been assigned to each broad location. Given their size and scale, parts of the broad location may be more constrained than others and parts of the site will be required for infrastructure. Given this densities of 25dph have been applied, which generally reflect those of neighbouring housing estates. The site area has then been reduced by a certain percentage to take account of known constraints and the likely area which would be required for infrastructure. Table 12, page 41, shows the percentage each site has been reduced by, the density assumptions applied and the site's potential yield. Margins of error have also been applied and more details regarding these can be found on page 20.



## 12. Determining the housing potential of windfall sites

Stage 10 of the Guidance discusses windfall sites and whether an allowance can be made for such sites in the Assessment.

### 12.1 The 5 and 15 Year supply

The NPPF requires Local Planning Authorities to identify a five year supply of 'deliverable' sites for housing against their targets, and to set this out in their Local Plan, together with the broad locations and specific 'developable' sites that will enable a continuous delivery of housing for at least 15 years from the date of adoption. As stated above, broad locations are only considered necessary in years 11-15 if the Authority cannot identify a supply of specific housing sites.

The current housing requirements for the Borough are set within the Regional Strategy and equates to a target of 150 dwellings per annum. As the Government's intention is to abolish Regional Strategies, it is likely that the Council will need to set their own targets for housing in the forthcoming Local Plan. The SHLAA exercise helps inform these calculations and deliverable SHLAA sites will be included in the 5 and 15 year housing supply. Developable sites will be added to the supply at the year the evidence suggests they will be developed (years 6+). The overall housing trajectory can be found in Appendix C.

### 12.2 Windfall sites

Historically, windfall sites were simply sites which were not allocated in local plans. The NPPF however, states that windfall sites are "Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available".

It is generally accepted that deliverable sites identified within SHLAAs are not windfall sites as they have been 'identified as being available in the Local Plan process'. It is important to note however that inclusion of an unallocated SHLAA site without planning permission within the 5 year supply does not confer any planning status, particularly as the site will not have been through a formal public consultation process and may be deemed suitable for an alternative use in the new Local Plan.

### 12.3 Including a Windfall Allowance in the 5 Year supply

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."

It was decided that an allowance would not be made for windfall sites above 0.1 hectares in order to avoid double counting. Once a site gains planning consent or is found to be deliverable in the Local Plan process (for example through a SHLAA review) it is counted anyway. Smaller sites (below 0.1 hectares), however, are not assessed in the SHLAA and remain unidentified until they gain planning consent.

A large number of dwellings in the Borough are built on these smaller windfall sites and Table 15 below shows the number of planning consents granted, and number of dwellings complete, on such sites since 1 April 2003. These sites, many of which are conversions from other uses or subdivisions of larger properties, will continue to come forward and ignoring future windfalls could lead to an oversupply of sites and the unnecessary allocation of less favourable sites.

The NPPF states that ‘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.’ The future windfall allowance has been reduced by 10% in order to take account of garden sites as evidence from the past 3 years has shown that 10% of all dwellings completed were on garden sites.

**Table 15: Number of dwellings granted permission and built on sites below 0.1 hectares 2003/04-2011/12**

Year	Net no. of dwellings granted permission in total per annum	Net no. of dwellings granted permission on unallocated sites below 0.1 h/a	% of all permissions on sites below 0.1 hectare	Net no. of dwellings completed in total per annum	Net no. of dwellings completed on windfall sites below 0.1 ha <sup>26</sup>	% of all completions which are on windfall sites below 0.1 ha
2003/04	225	6	3%	118*	17	14%
2004/05	167	45	27%	94*	13	14%
2005/06	180	40	22%	165*	17	10%
2006/07	100	56	56%	113	15	13%
2007/08	175	67	38%	99	23	23%
2008/09	140	67	48%	77	37	48%
2009/10	138	53	38%	65	26	40%
2010/11	29	3	10%	124	31	25%
2011/12	102	49	48%	52	11	21%
<b>Total</b>	<b>1256</b>	<b>386</b>	<b>31%</b>	<b>907</b>	<b>207</b>	<b>23%</b>

The figures above show that on average 23 dwellings per year are built on windfall sites below 0.1 hectares. If this figure is reduced by 10% to take account of garden sites, this gives a rounded figure of 21 dwellings. Based upon previous delivery rates therefore, we can expect 21 dwellings per year to come forward on windfall sites and this forms the basis of the future windfall allowance.

## **13. Updating the SHLAA**

### **13.1 The Annual Monitoring Report**

It is important that the SHLAA is regularly updated to ensure the evidence base is current and robust, particularly when calculating the 5 year supply.

The Guidance states that the assessment, once completed, should be regularly updated as part of the Council's Annual Monitoring Report (AMR), with a full SHLAA review undertaken when necessary.

A SHLAA Review will be included in future AMRs which will therefore, as a minimum, assess the following:

- Are any sites (or phases of the development) which were under construction at the time of the SHLAA now complete?
- Has development commenced on any identified sites and what progress has been made?
- Have planning applications been submitted or approved on any identified sites?
- Have any new sites been allocated?
- Have unexpected constraints emerged which may affect the deliverability of an identified site and if so how can the issue be rectified within the required timescale?
- Have any constraints on identified sites now been remedied which may affect the deliverability of the site?
- Are identified sites still available?
- Have any other sites been identified through the Local Plan process which should be included and assessed in the SHLAA, for example, sites put forward through a Regulation 18 consultation?
- Is the windfall allowance coming forward as expected or does it need adjusting?

To help assist this exercise, the SHLAA database will be continually updated where fresh evidence emerges.

## Glossary

### Contaminated land

Defined in the Environment Protection Act Part IIA, Section 78A(2) as 'any land which appears to the local authority in whose area it is situated to be in such a condition, by reason of substances in, on or under the land, that;

- a) Significant harm is being caused or there is a significant possibility of such harm being caused, or;
- b) Pollution of controlled waters is being, or is likely to be, caused.'

### Conservation Areas

Areas designated by the local planning authority which are considered to be of special architectural or historic interest, the character of which it is desirable to preserve or enhance.

### Department for Communities and Local Government (DCLG or CLG)

'Communities and Local Government' sets policy on local government, housing, urban regeneration, planning and fire and rescue. It has responsibility for all race equality and community cohesion related issues in England and for building regulations, fire safety and some housing issues in England and Wales.

### Density

Density can be defined as the floorspace of a building, or another unit of measure in relation to a given area of land. High density is a term applied where there is a high level of development over a specific area, whilst low density would provide less development over a specific area.

'Net dwelling density' is defined in PPS3 as only including site areas that will be developed for housing and directly associated uses, including site access roads, private garden spaces, car parking areas, incidental open spaces and landscaping and children's play areas, where provided.

'Gross density' includes the area for housing itself and any associated access or distributor roads, footpaths, play areas, open spaces or landscaping and buffering. It does not include other uses that may form part of a mixed-use scheme e.g. schools, or athletics facilities.

### Development Plan Document (DPD)

These set out the Council's policies for new development in the District and have the status of being part of the 'development plan' under the Act. Applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The Area Action Plan is a Development Plan Document.

### Excluded Site

A site which has been excluded from the Assessment on the grounds that housing development on the site would be generally contrary to national planning policy. The Guidance allows the exclusion of such sites (paragraph 21) where justified. A site can also be excluded if its size is below a certain site size threshold (0.1 hectares in the Barrow SHLAA).

### The Guidance

Strategic Housing Land Availability Assessments Practice Guidance July 2007, DCLG.

### Housing Chapter Alteration (HCA)

The HCA was adopted in June 2006 and replaced the housing chapter in the Barrow-in-Furness Borough Local Plan Review 1996-2006. It forms part of the Saved Local Plan for the Borough. See page 4 of this Assessment for further details.

### **Housing Market Areas**

Geographical areas defined by household demand and preferences for housing. They reflect the key functional linkages between places where people live and work.

### **Listed Buildings**

The Secretary of State for Culture, Media and Sport is responsible for compiling the statutory list of buildings of special architectural or historic interest. English heritage provides expert advice on which buildings meet the criteria for listing, and administer the process. Buildings are graded to indicate their relative importance.

### **Local Plan**

The NPPF provides the following definition:

The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan. The term includes old policies which have been saved under the 2004 Act.

### **Local Development Framework (LDF)**

The Local Development Framework was a portfolio of documents setting out the Council's spatial planning policies for the Borough of Barrow-in-Furness. In light of new guidance in the NPPF, it is now the Council's intention to produce a single Local Plan, as opposed to an LDF.

### **The Local Development Scheme (LDS)**

This sets out the Documents to be produced under the LDF and the associated timetables for their production.

### **Statement of Community Involvement (SCI)**

This sets out the Council's policies and procedures for involving the public in the planning process, both in the preparation of planning policy documents and in the development control process (i.e. the consideration of planning applications etc.). Each Local Planning Authority must produce an SCI.

### **Area Action Plans (AAPs)**

These are DPDs which apply only to specific parts of a Local Authority's area, particularly in areas where change or redevelopment is likely. The Barrow Port Area Action Plan, which was adopted on 12 July 2010, is the Borough's only AAP.

### **Planning Advisory Service (PAS)**

PAS is part of the Local Government Group and are directly funded by the Department of Communities & Local Government. Their role is to help local authorities understand and respond to planning reform.

### **Planning Policy Statements (PPSs)**

Government statements of national planning policy, which have now been replaced by the NPPF.

### **Previously-developed land (PDL) (also referred to as brownfield land)**

The NPPF provides the following definition:

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and

land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

### **Ramsar Sites**

Designated by the UK Government under the Ramsar Convention to protect wetlands that are of international importance, particularly as waterfowl habitats. All Ramsar sites are also SSSIs.

### **Regional Strategy (RS)/Regional Spatial Strategy (RSS)**

Regional planning guidance is prepared in accordance with national policy by the Responsible Regional Authority. The RSS, which was adopted in September 2008, became part of the Regional Strategy (RS) in April 2010. The government have indicated their intention to revoke RSs, however no date for this has yet been provided.

### **Sites of Special Scientific Interest (SSSI)**

A site notified under the Wildlife and Countryside Act (1981) and designated by Natural England as being of special value for nature conservation or geological or physiographic interest and represents the best examples of the nation's heritage of wildlife habitats, geological features and landforms.

### **Special Area of Conservation (SAC)**

Designated by the UK Government under the European Community Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora. SACs are designated to protect internationally important natural habitats and species listed in Annex 1 and 2 of the Directive. All SACs are SSSIs and, in combination with special protection areas (SPA), these sites contribute to the Natura 2000 network.

### **Special Protection Area (SPA)**

Areas designated by the UK Government under the European Community Directive on the Conservation of Wild Birds to safeguard the habitats of birds, particularly migrating species. All SPAs are also SSSIs. In combination with special areas of conservation (SAC), these sites contribute to the Natura 2000 network.

### **Strategic Housing Market Assessment (SHMA)**

This Strategic Housing Market Assessment (SHMA) provides an assessment of the housing market that operates across the Borough of Barrow-in-Furness, the type of housing sought and required and an estimate of future requirements. The overall aim of the SHMA is to provide an evidence base from which future housing and planning policies can be developed.

### **The Act**

The Planning and Compulsory Purchase Act 2004



# Appendices



**Appendix A: Full List of sites identified in the Desktop Review**Key

- Housing Allocation - the site is allocated for housing in the saved Local Plan or Local Development Framework
- Other Allocation- the site is allocated for a non-housing use in the saved Local Plan
- PP - the site has a current or recently expired planning permission for housing
- UCS - Urban Capacity Study 2007
- LBFS - Furness & West Cumbria Local Brownfield Sites Strategy 2009
- SAR - Furness Business Premises Site Availability Register 2011
- OSA - Open Space Audit 2011/12

\*Also put forward in full or in part through the Call for Sites

Site number	Site name	Site put forward by:	Land type	Site location	Site Size
SHL001	Marina Village	Desktop Review - Housing Allocation	PDL	Within SHLAA settlement	26.48
SHL002	Salthouse Mills	Desktop Review - Housing Allocation	PDL	Within SHLAA settlement	7.99
SHL003	Barrow Island Site BIH2 (Off Farm Street)	Desktop Review - Housing Allocation	PDL	Within SHLAA settlement	0.74
SHL004	Former North Lonsdale Hospital	Desktop Review - Housing Allocation	PDL	Within SHLAA settlement	0.5
SHL005	Land at Crooklands Brow, Dalton	Desktop Review - Housing Allocation	PDL	Within SHLAA settlement	1.9
SHL006	Land at Beach Street/Sharp Street, Askam	Desktop Review - Housing Allocation	Mixed	Within SHLAA settlement	1.14
SHL007	Land at Channelside, Barrow	Desktop Review - Housing Allocation	PDL	Within SHLAA settlement	4.88

**Appendix A (Continued)**

SHL008	Phoenix Road (by Travelodge), Barrow	Desktop Review - SAR	Mixed	Within SHLAA settlement	0.65
SHL009	Former Golf Driving Range, Walney Road, Barrow	Desktop Review - UCS	Mixed	Within SHLAA settlement	6.7
SHL010	Park Vale, Walney	Desktop Review - UCS	PDL	Within SHLAA settlement	5.93
SHL011	Cornmill Crossing, Barrow	Desktop Review - UCS	PDL	Within SHLAA settlement	2.04
SHL012	Former Timber Yard, Schneider Road, Barrow	Desktop Review - UCS	PDL	Within SHLAA settlement	0.49
SHL013	Former Candleworks (Part), Schneider Road	Desktop Review - UCS	PDL	Within SHLAA settlement	0.6
SHL014	Fields to the South and East of Park View, Barrow	Desktop Review - UCS	Greenfield	Within SHLAA settlement	11.3
SHL015	West Shop, Bridge Road, Barrow	Desktop Review - UCS	PDL	Within SHLAA settlement	1.96
SHL016	Foundry Street, Barrow (UCS Part)	Desktop Review - UCS	PDL	Within SHLAA settlement	0.44
SHL017	Urofoam Factory Site (UCS Part), Duddon Rd, Askam	Desktop Review - UCS	PDL	Within SHLAA settlement	1.57
SHL018	Former Filling Station, The Strand, Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	0.11
SHL019	Former Builders Yard, Cemetery Hill, Dalton	Desktop Review - PP	PDL	Within SHLAA settlement	0.51
SHL020	Dallington, Abbey Road, Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	0.11
SHL021	Land at Foundry St/New St, Barrow (PP Part)	Desktop Review - PP	PDL	Within SHLAA settlement	0.2
SHL022	Arlington House, Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	0.24
SHL023	Land off Bradford Street, Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	0.41
SHL024	Former Offices, Buxton Street, Barrow Island	Desktop Review - PP	PDL	Within SHLAA settlement	0.12
SHL025	Former Bakery Site, Cobden Street, Dalton	Desktop Review - PP	PDL	Within SHLAA settlement	0.24
SHL026	Barns at Tytup Farm	Desktop Review - PP	Greenfield	Other open countryside	0.21
SHL027	Holbeck Park Phase 3 (Holbeck Rise), Barrow	Desktop Review - PP	Greenfield	Within SHLAA settlement	3.29

**Appendix A (Continued)**

SHL028	Holker Street (St James' Gardens), Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	1.4
SHL029	Listers North (Ratings Village), Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	4.31
SHL030	Parkhouse Farm, Barrow	Desktop Review - PP	Greenfield	Other open countryside	0.26
SHL031	Former Roose Garden Centre, Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	0.49
SHL032	143 Salthouse Road, Barrow	Desktop Review - PP	Greenfield	Within SHLAA settlement	0.14
SHL033	Vickerstown Working Men's Club, Walney	Desktop Review - PP	PDL	Within SHLAA settlement	0.43
SHL034	E2 Land West of Robert McBride, Barrow	Desktop Review - Other Allocation	Mixed	Adjoining SHLAA settlement	6.44
SHL035	E3 Land South of Kimberley Clark, Barrow	Desktop Review - Other Allocation	Mixed	Adjoining SHLAA settlement	5.47
SHL036	E4 Land West of County Park Estate, Barrow	Desktop Review - Other Allocation	Mixed	Adjoining SHLAA settlement	2.05
SHL037	E5 Land South of Ashley & Rock, Park Road, Barrow	Desktop Review - Other Allocation	Mixed	Within SHLAA settlement	2.75
SHL038	E9 (Part) Phoenix Road, Barrow	Desktop Review - Other Allocation	PDL	Within SHLAA settlement	2.13
SHL039	E11 Land at East of Ulverston Road, Dalton	Desktop Review - Other Allocation	PDL	Adjoining SHLAA settlement	2.36
SHL040	Anchor Hotel Site (Anchor Gardens) Lindal	Desktop Review - PP	PDL	Within SHLAA settlement	0.12
SHL041	Land adjacent to 30 Hall Garth, Barrow	Desktop Review - PP	Greenfield	Within SHLAA settlement	0.1
SHL042	Sinkfall Farm, Rakesmoor Lane	Desktop Review - PP	Greenfield	Other open countryside	0.21
SHL043	Crooklands Garage (Crooklands Gardens), Dalton	Desktop Review - PP	PDL	Within SHLAA settlement	0.11
SHL044	Elliscale Farm, Dalton	Desktop Review - PP	Greenfield	Other open countryside	0.5
SHL045	Land adjacent to 12 Underwood Terrace, Dalton	Desktop Review - PP	Greenfield	Adjoining SHLAA settlement	0.1
SHL046	Land at rear of 2-12 Inglewood, Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	0.36
SHL047	North Central Clearance Area, Barrow	Desktop Review - OSA	PDL	Within SHLAA settlement	1.48

**Appendix A (Continued)**

SHL048	Land to rear of Marton Hall and Glebe Farm, Marton	Desktop Review - PP	Greenfield	Within SHLAA settlement	0.31
SHL049	Trafalgar Court, Nelson Street, Dalton	Desktop Review - PP	PDL	Within SHLAA settlement	0.19
SHL050	Land adj. to St Kilda, Greystone Lane, Dalton	Desktop Review - PP	PDL	Within SHLAA settlement	0.18
SHL051	Land at Piel View Farm, Biggar Village	Desktop Review - PP	Greenfield	Within SHLAA settlement	0.17
SHL052	Former Urofoam Factory, Duddon Rd, Askam (PP Part)	Desktop Review - PP	PDL	Within SHLAA settlement	0.51
SHL053	Land off Lord Street, Askam	Desktop Review - PP	PDL	Within SHLAA settlement	0.19
SHL054	Former Yard and Garage, Elm Road, Barrow	Desktop Review - PP	PDL	Within SHLAA settlement	0.14
SHL055	Quarry Bank Farm, Marton	Desktop Review - PP	Greenfield	Other open countryside	0.17
SHL056	Land to rear of 101-111 Black Butts Lane, Walney	Desktop Review - PP	Greenfield	Within SHLAA settlement	0.12
SHL057	Spoil Heaps, South of Lots Road, Askam	Desktop Review - LBFS	PDL	Adjoining SHLAA settlement	7.85
SHL058	Site to North of Sowerby Wood (Sandcale Park)	Desktop Review - LBFS	PDL	Adjoining SHLAA settlement	7.89
SHL059	Former Avon Garden Centre, Mill Lane, Walney	Desktop Review - LBFS	PDL	Within SHLAA settlement	0.52
SHL060	Land at Chatsworth St, Barrow	Desktop Review - LBFS	PDL	Within SHLAA settlement	0.34
SHL061	Former Kwik Save Premises, Holker St, Barrow	Desktop Review - LBFS	PDL	Within SHLAA settlement	0.51
SHL062	Former Alfred Barrow School Premises, Barrow	Desktop Review - LBFS	PDL	Within SHLAA settlement	0.91
SHL063	Land opposite former Alfred Barrow School, Barrow	Desktop Review - LBFS	PDL	Within SHLAA settlement	1.06
SHL064	Premises at Lawson Street, Barrow	Desktop Review - LBFS	PDL	Within SHLAA settlement	0.17
SHL065	Former Presbyterian Church, School Street, Barrow	Desktop Review - LBFS	PDL	Within SHLAA settlement	0.14
SHL066	Washington Bowling Green, Roose Rd, Barrow	Desktop Review - OSA	PDL	Within SHLAA settlement	0.1

**Appendix A (Continued)**

SHL067	Land to rear of Brady's, Jute Rd, Barrow	Desktop Review - OSA	PDL	Within SHLAA settlement	0.63
SHL068	Fields to rear of Croslands Park (Holly Croft)	Desktop Review - OSA	Greenfield	Within SHLAA settlement	3.03
SHL069	Ireleth Open Space, between Saves Ln & Ireleth Rd	Desktop Review - OSA	Greenfield	Within SHLAA settlement	1.48
SHL070	Land East of Abbey Meadow, Flass Lane, Barrow	Desktop Review - OSA	Greenfield	Adjoining SHLAA settlement	5.6
SHL072	Field at Junction of Mill Lane & Promenade, Walney	Desktop Review - OSA	Mixed	Within SHLAA settlement	0.85
SHL073	Fields to rear of Sixth Form College & St Bernards*	Desktop Review - OSA	Greenfield	Adjoining SHLAA settlement	18.43
SHL074	Field between Manor Rd and Sixth Form College*, <sup>27</sup>	Desktop Review - OSA	Greenfield	Within SHLAA settlement	1.74
SHL104	Westpoint House, Solway Drive	Desktop Review - PP	PDL	Within SHLAA settlement	0.35

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<sup>27</sup> Boundaries altered for ease of categorisation-see SHLAA map

## Appendix B: Full List of sites put forward during the Call for Sites

Site number	Address	Land type	Site location	Site Size
SHL003a	BAE Calibration lab site	PDL	Within SHLAA settlement	1.4
SHL013a	Former candleworks site (full), Schneider Road <sup>28</sup>	Mixed	Within SHLAA settlement	1.8
SHL070a	Land to South of Abbey Meadow, Barrow	Greenfield	Within SHLAA settlement	1.1
SHL071	No. 11 smallholding (including building)	Mixed	Within SHLAA settlement	1.5
SHL074a	Field between Manor Rd and Sixth Form College <sup>29</sup>	Greenfield	Adjoining SHLAA settlement	20.5
SHL075	Land North of Listers North	Greenfield	Within SHLAA settlement	4
SHL076	Land at Greenhaume Farm	Greenfield	Open Countryside	0.45
SHL077	High Riddings, Ireleth	Mixed	Adjoining SHLAA settlement	0.1
SHL078	FGH site, Dalton Lane, Barrow	Greenfield	Within SHLAA settlement	0.59
SHL079	FGH site, Abbey Rd, Barrow	Greenfield	Within SHLAA settlement	2.5
SHL080	Land North of Dungeon Lane	Greenfield	Adjoining SHLAA settlement	17.8
SHL081	Land South of Ormsgill Lane	Mixed	Within SHLAA settlement	1.8
SHL082	Land East of Rakesmoor Lane	Greenfield	Adjoining SHLAA settlement	50.8
SHL083	Land East of Holbeck Park Ave	Greenfield	Adjoining SHLAA settlement	27.9
SHL084	Land South of Rampside Rd (Roosecote Sandpit)	Mixed	Adjoining SHLAA settlement	5.9
SHL085	Land West of Old Rampside Rd	Mixed	Within SHLAA settlement	5.8
SHL086	Land at Lots Road, Askam	Greenfield	Adjoining SHLAA settlement	3.1
SHL087	Long Croft, Barrow	Greenfield	Within SHLAA settlement	0.78
SHL088	Bank Lane/Middlefield junction, Barrow	Greenfield	Within SHLAA settlement	0.26
SHL089	Land adjacent to Island Tavern, Walney	Greenfield	Within SHLAA settlement	0.67
SHL090	Land adjacent to Park Vale, Walney	Greenfield	Within SHLAA settlement	0.7
SHL091	Island Tavern, Walney	PDL	Within SHLAA settlement	0.5
SHL092	Land to rear of Newton Village Hall	Greenfield	Adjoining SHLAA settlement	0.24

<sup>28</sup> Part of site already dealt identified through Desktop Review. Site therefore split into two parts, SHL013a being the northern, council owned section, SHL013b being the remainder of the site

<sup>29</sup> Boundaries altered for ease of categorisation-see SHLAA map

**Appendix B (continued)**

SHL093	Holker Old Boys Football Ground, Rakesmoor Lane	PDL	Adjoining SHLAA settlement	1.88
SHL094	Land West of Mill Lane, Walney	Greenfield	Adjoining SHLAA settlement	1.1
SHL095	FGH site, Dalton Lane/Abbey Rd, Barrow	Greenfield	Within SHLAA settlement	8
SHL096	Crompton Drive, Dalton	Greenfield	Adjoining SHLAA settlement	0.76
SHL097	BAE Crossfields site	PDL	Within SHLAA settlement	1.1
SHL098	BAE HIP building site	PDL	Within SHLAA settlement	1.1
SHL099	Hawcoat Park, Barrow <sup>30</sup>	Mixed	Within SHLAA settlement	7.4
SHL100	Land North of Westpoint Hse, Solway Drive, Walney <sup>31</sup>	Greenfield	Adjoining SHLAA settlement	0.75
SHL101	Land South of Westpoint Hse, Solway Drive, Walney	Greenfield	Adjoining SHLAA settlement	0.88
SHL102	Site South of Long Lane, Dalton	Greenfield	Adjoining SHLAA settlement	1.6
SHL103	Land off Meadowlands Ave, Barrow	Greenfield	Adjoining SHLAA settlement	7

<sup>30</sup> Site split into two parts (SHL099a & SHL099b) for ease of categorisation-see SHLAA map

<sup>31</sup> Site split into three parts (SHL100a-c) for ease of categorisation-see SHLAA map

### Appendix C: Housing Trajectory

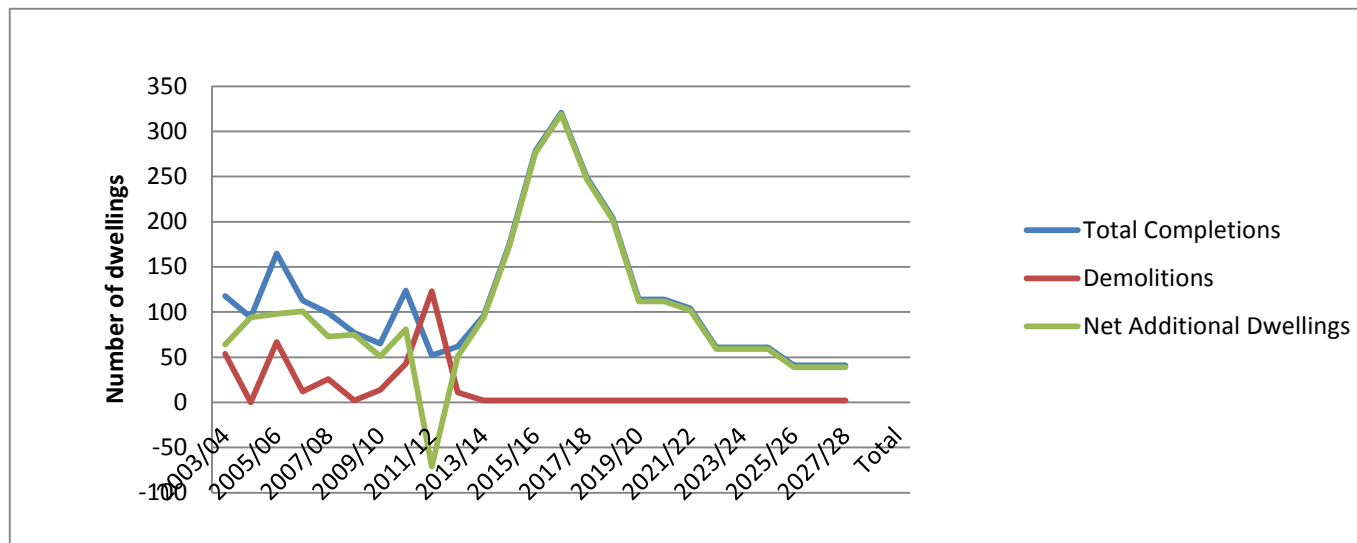
The table and figure below set out a projection of the anticipated net additional dwellings over the next 15 year period – the housing trajectory. The trajectory predicts the number of dwellings which will be completed on sites with extant permission, allocated sites (with and without planning permission) and deliverable and developable SHLAA sites. It also includes an allowance for future dwellings built on windfall sites below 0.1 hectares (excluding dwellings on garden sites). The demolition rate is based upon past trends, however it excludes demolitions on Housing Market Renewal sites. Further information regarding the trajectory, including a breakdown of actual completions over previous years, can be found in the 11/12 AMR. The AMR will also discuss how predicted housing rates compare with the housing requirement.

Key: Black - Actual figures  
 Red - 5 year supply projection  
 Teal - Years 6+ Projection

Year	Completions (SHLAA Not Allocated & Without PP)	Completions (Allocated With PP)	Completions (Allocated Without PP)	Completions (Extant Windfall Over 0.1ha)	Completions (Extant Windfall Under 0.1ha)	Completions (Windfall Rate for under 0.1ha)	Total Completions	Demolitions	Net Additional Dwellings
2003/04	-	-	-	-	-	-	118	54	64
2004/05	-	-	-	-	-	-	94	0	94
2005/06	-	-	-	-	-	-	165	67	98
2006/07	-	-	-	-	-	-	113	12	101
2007/08	-	-	-	-	-	-	99	26	73
2008/09	-	-	-	-	-	-	77	2	75
2009/10	-	-	-	-	-	-	65	14	51
2010/11	-	-	-	-	-	-	124	43	81
2011/12	-	-	-	-	-	-	52	123	-71
2012/13	0	34	0	17	11	0	62	11	51
2013/14	0	38	0	23	35	0	96	2	94
2014/15	0	37	0	69	48	21	175	2	173
2015/16	78	44	58	38	39	21	278	2	276



2016/17	137	41	69	38	15	21	321	2	319
2017/18	138	7	46	37	0	21	249	2	247
2018/19	99	0	73	11	0	21	204	2	202
2019/20	30	0	63	0	0	21	114	2	112
2020/21	30	0	63	0	0	21	114	2	112
2021/22	20	0	63	0	0	21	104	2	102
2022/23	20	0	20	0	0	21	61	2	59
2023/24	20	0	20	0	0	21	61	2	59
2024/25	20	0	20	0	0	21	61	2	59
2025/26	0	0	20	0	0	21	41	2	39
2026/27	0	0	20	0	0	21	41	2	39
2027/28	0	0	20	0	0	21	41	2	39
<b>Total</b>	<b>592</b>	<b>201</b>	<b>555</b>	<b>233</b>	<b>148</b>	<b>294</b>	<b>2930</b>	<b>382</b>	<b>2548</b>



## Appendix D: The 5 Year Housing Land Supply

The NPPF, paragraph 47, states that

“to boost significantly the supply of housing, local planning authorities should:...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 record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period)...”

Persistent under delivery is not defined in the NPPF, however, the number of net additional dwellings completed annually in the borough has never met the annual RS requirement, therefore, a 20% buffer has been included in the 5 year housing supply calculation. The table below shows that the Council has a 6.18 of deliverable housing sites, from the range of sources listed. This equates to 927 dwellings, which is 177 dwellings more than that required by the RS. It is acknowledged that the Government intend to abolish the RS, although no date has been confirmed. Once the RS has been abolished, the Council will have to set its own housing targets for future years based upon its evidence base. It is likely that the forthcoming Local Plan will set the new housing target for the Borough and future AMR’s will set out how the housing supply will meet such a target.

<b>The Housing Requirement: 1 April 2012 - 31 March 2017.</b>	
RS - to be read with the following caveat: the figures “are not absolute targets and may be exceeded where justified by evidence of need, demand, affordability and sustainability issues and fit with relevant local and sub-regional strategies ..... Some areas will achieve lower levels in the early years, for example during major housing renewal, which will be compensated later.” This is relevant to Barrow.	750
<b>The amount of housing that can be built on deliverable sites for the 5 year period (1 April 2012 - 31 March 2017)</b>	
Predicted completions on deliverable sites with extant planning consent for housing - excluding Allocations	338
Of which –sites below 0.1 hectares	153
Of which-sites above 0.1 hectares	185
Predicted completions on deliverable sites allocated for housing	321
Of which - Extant Permissions on Allocated Sites	194
Of which - Predicted permissions on Allocations	127
Predicted completions on deliverable, unallocated SHLAA sites without planning consent for housing	215
Windfall Allowance (sites below 0.1 hectares)	63
Demolitions	10
<b>Total</b>	<b>927</b>

### Appendix E: Summary of consultation responses (general responses only)

The responses listed below are general (non-site specific) comments from external consultees. Numerous 'no comment' responses were also submitted, along with several which related to specific sites.

Respondent	Comment	Response
Respondent 1	<ul style="list-style-type: none"> <li>Fully support the comments made in Table 2 showing exclusions</li> </ul>	<ul style="list-style-type: none"> <li>Noted</li> </ul>
Respondent 2	<ul style="list-style-type: none"> <li>Recommendations made regarding how the SHLAA should assess the impact of housing development on sites with historic features.</li> <li>Recommends that the Lake District National Park site appraisal methodology is reviewed and applied</li> </ul>	<ul style="list-style-type: none"> <li>The historical environment has been taken into account when determining whether a site should be excluded from assessment and also when determining a site's suitability</li> <li>The LDNP approach is considered more suitable to the next stage of site assessment, when sites are being considered for allocation</li> </ul>
Respondent 3	<ul style="list-style-type: none"> <li>Requests full consideration of environmental interests in the process of selecting and assessing sites for allocation through the LDF</li> </ul>	<ul style="list-style-type: none"> <li>Environmental constraints have been considered when determining whether a site should be excluded from assessment and also when determining a site's suitability. A more in-depth approach which could include assessing landscape character etc. is deemed to be more appropriate for the next stage of site assessment, when sites are being considered for allocation</li> </ul>
Respondent 4	<ul style="list-style-type: none"> <li>Suggesting the use of a Five Stage Methodology for assessing biodiversity when allocating sites.</li> <li>Recommends applying the first 3 stages as part of the SHLAA methodology.</li> </ul>	<ul style="list-style-type: none"> <li>More in-depth assessments are deemed more appropriate for the next stage of site assessment, when sites are being considered for allocation</li> <li>Council officers have applied the first three stages when assessing whether a site falls within an excluded category and also when determining a site's suitability</li> </ul>
Respondent 5	<ul style="list-style-type: none"> <li>Queries timescale of a SHLAA</li> <li>Notes that Brownfield development target in RS is unlikely to be continued following the document's revocation</li> <li>Notes importance of assessing viability</li> </ul>	<ul style="list-style-type: none"> <li>Noted, timescale altered to cover 15 year period</li> <li>Noted, the SHLAA assesses both Greenfield and Previously Developed sites</li> <li>Noted, our approach to viability is set out on pages 24-25</li> </ul>

	<ul style="list-style-type: none"> <li>• Suggests that the site size threshold of 0.1 hectares is too small, suggests the threshold should be 0.3 hectares</li> <li>• Raises concern about the inclusion of sites under 0.1 hectares with extant permission in the housing supply as many are never implemented</li> <li>• Raises concern about the assumed densities, which are deemed to be too high</li> <li>• Raises concern about the inclusion of windfall sites within the housing supply</li> <li>• Raises concern about delivery timescales</li> </ul>	<ul style="list-style-type: none"> <li>• Only 26 of 114 sites assessed in the SHLAA are less than 0.3 hectares in size, and the majority of these already benefit from planning permission so would be included, where deemed to be deliverable, within the housing supply anyway. Altering the site size threshold is unnecessary and would make little difference to the results as we would have justification for increasing our windfall allowance to take into account sites below 0.3 hectares</li> <li>• When calculating the 5 year supply, each site with extant permission is assessed to determine whether it is still deliverable or whether there are any constraints to delivery. Where a site is now deemed unlikely to be developed, it is not included in the housing supply. This approach is likely to produce more realistic results than applying a ratio</li> <li>• Evidence shows that several of the larger developments in the Borough are being built at higher densities than policy requires. The densities applied are a general reflection of densities in similar areas</li> <li>• A windfall allowance has only been included for sites below 0.1 hectares. Further information regarding why this has been included in the housing supply can be found on page 43</li> <li>• Delivery timescales have been estimated based upon past trends. It is acknowledged that timescales are site specific and information regarding the delivery of sites has been sought from developers and used where provided</li> </ul>
Respondent 6	<ul style="list-style-type: none"> <li>• Requests that greenfield sites are allocated in the Local Plan in order to compete with neighbouring boroughs</li> </ul>	<ul style="list-style-type: none"> <li>• Which sites are allocated for housing development is not a decision for the SHLAA to make. It does however inform such a decision, therefore both Greenfield and brownfield sites have been assessed</li> </ul>
Respondent 7	<ul style="list-style-type: none"> <li>• Consideration should be given to the County Council's Planning4care document and also to the County Council's minerals and waste documents</li> <li>• Suggests that officers liaise with County Highways Officers regarding sites</li> </ul>	<ul style="list-style-type: none"> <li>• Noted. Sites have been assessed to ensure they do not fall within any areas allocated as minerals and waste sites (both existing and proposed). The Planning4care document has been considered and will be revisited when allocating sites</li> <li>• County Highways Officers have been involved when assessing both suitability and achievability</li> </ul>

	<ul style="list-style-type: none"> <li>States that windfall sites should be included in the supply only where there is justification to do so</li> </ul>	<ul style="list-style-type: none"> <li>Noted. Caution has been applied when determining the windfall allowance. See page 43 for further information</li> </ul>
Respondent 8	<ul style="list-style-type: none"> <li>Requests that greenfield sites in sustainable locations allocated in the Local Plan in order to compete with neighbouring boroughs</li> </ul>	<ul style="list-style-type: none"> <li>Which sites are allocated for housing development is not a decision for the SHLAA to make. It does however inform such a decision, therefore both Greenfield and brownfield sites have been assessed</li> </ul>

## Appendix F: Housing Strategy Consultation Group Responses to provisional SHLAA results

Respondent	Comment	Response
Respondent A and B	<i>The provisional SHLAA results do not demonstrate how the housing requirements for the Borough will be met over the 5 and 15 year periods.</i>	The housing numbers provided by the deliverable SHLAA sites were provided for purposes of consultation only and represented only a portion of the overall housing supply. The final SHLAA document contains all necessary information and demonstrates, along with the AMR, how the Council intends to meet its 5 and 15 year housing requirements.
Respondent A	<i>Larger sites outside, but adjoining existing urban area have been excluded from assessment</i>	Such sites <i>have</i> been included in the assessment and have been dealt with as 'Broad Locations' given their location in relation to the settlement and their size and scale. The 4 identified Broad Locations meet the definition provided by the Guidance as they represent urban extensions adjoining a settlement where development <i>could</i> be encouraged. Given their size and scale, they are unable be dealt with as 'specific sites'.
Respondent A	<i>Policy assumptions have informed the preparation of the SHLAA. The SHLAA instead should inform policy.</i>	Existing planning policy has been considered when assessing site suitability as per the Guidance. It is acknowledged however that policy may change in the near future, with the abolition of the RS and the introduction of the Council's forthcoming Local Plan. Given this, the 'potentially deliverable (policy)' category has been created which contains sites where the constraint is one of policy. See page 24 for further information.
Respondent A	<i>Site SHL095 (FGH) has the same policy designations as SHL083 but the sites are categorised differently</i>	There are significant differences between the two sites. SHL095 is seen as a 'rounding off' of the urban area, located between two important through roads whereas SHL083 is adjacent to but located wholly outside the urban area and is a clear urban extension.
Respondent A	<i>Some urban extensions (SHL086 &amp; SHL102) have been classed as being 'Potentially Deliverable (policy)' whereas others have been classed as 'non-developable'</i>	It is accepted that there are differences between the Broad Locations, which are currently unsuitable due to policy restrictions, and the non-developable sites, which are either unsuitable due to physical constraints and/or are unavailable and/or unachievable. Given this, identified Broad Locations have been separated from the non-developable sites and are placed in their own table.
Respondent A	<i>SHL075 (Listers North) has been categorised as being</i>	SHL075 has been included in the deliverable category in error and has been moved into the 'potentially deliverable (policy)' category given the fact that it is within the Green Wedge.

	<i>deliverable site however there are fundamental policy and environmental constraints.</i>	The site was initially excluded from assessment on the grounds of flood risk, however the Environment Agency have re-categorised the site and have confirmed that the site now falls within Flood Risk Zone 1.
Respondent B	<i>A residual valuation exercise has not been included as part of the Achievability test.</i>	An in-depth residual valuation exercise is not considered to be necessary in this case and the Guidance allows for other methods to be used in order to judge a site's achievability. See page 25 for further details regarding achievability testing.

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