

Addendum to Urban Capacity Study: "Windfalls"
Revised 30.1.02

The Urban Capacity Study.

The original Urban Capacity Study of 1998 was undertaken to consider opportunities for the development or redevelopment of brownfield sites and under utilised land in the urban area and the surrounding villages. Character assessments were used to identify characteristics with particular opportunities such as sizes of garden or redundant garage courts etc. Following a development control and economic viability sieving process, a figure was established for potential dwellings based on the design standards applicable at that time.

Following the Consultative Draft Plan it was thought necessary to re-visit the Study to take account of the change in the parking standards and the abandoning of precise design standards from the Plan.

Using the Valuation Office list of Business Rates Premises the Study also identified industrial sites and business premises that are currently commercially viable but clearly the likelihood of these coming forward as "windfalls" depends upon the economy. As this was difficult to forecast, is very sensitive information and in view of the variable rate that they have come forward in the past, these sites were categorised as the 'Industrial Contingency' within the housing calculations and used as a 'fall-back' provision.

The Technical Paper explaining this process in detail, advises that certain uses were not considered as part of the Study. These were specifically listed and comprised:

- Schools and Nurseries
- Churches, Church Halls and Cemeteries
- Clubs, Scout HQ, Youth Clubs and Community Centres
- Nursing Homes, Hospitals and Medical Centres
- T.A. Centre and Training Centres
- Industrial, Office/Retail and Recreation Allocations
- Shops, Car Sales, Car Rentals and Petrol Filling Stations
- Electricity Sub-Stations and Water Works
- Police, Fire and Ambulance Stations
- Public Houses, Hotels and Restaurants
- Leisure Centres (Public and Private), Sports Clubs and Libraries
- Civic Centre, Sherwood Lodge and Bestwood Lodge HQ
- Offices in Residential Properties

This decision was taken since most of these are community uses of social or administrative importance and value or necessary infrastructure. Should all of these uses be considered in the study, the urban area would be exclusively housing and would be devoid of facilities, amenities or services.

Consideration of Other Land-Uses.

It is considered appropriate to survey the land resource that previously disregarded uses occupy in the Borough and investigate the redevelopment potential of some if not all of these sites. This addition to the Revised Urban Capacity aims to do this by assessing the scale of provision in each land-use

category, discount those where constraints exist, and calculate, where appropriate, the site areas and estimate the dwelling potential for smaller sites.

The categories below were identified from information supplied by the Council's Non-Domestic Rating List as at 31st March 2001, relating to the uses previously excluded by the Study. Each premise, where it could be identified from the address given, was assessed in area or redevelopment potential to give an overall resource stock.

Sites in protected retail or employment areas are disregarded and policy constraints such as Green Belt will restrict redevelopment potential, where appropriate, to conversions. It is worth noting, however, that an allowance is already made for conversions and flats in the housing calculations. In order to avoid double counting therefore, whilst the development opportunities have been assessed, their yield has to be ignored.

For those sites in the Green Belt, the relevant policies were applied such that only conversions are likely to be acceptable. The conversions and changes of use allowance also takes account of these and they have to be discounted. For larger 'Major Developed' sites, a footprint floorspace figure has been calculated. An assessment is then given into the opportunities of this resource becoming available.

The area of acceptable sites has been calculated and totalled so that general housing densities can be applied. A threshold above approximately 500m² is used in this calculation since smaller sites restrict the type and density of development possibilities. In these cases each plot has been assessed for development potential on its own merits. With larger sites above approx. 500m² it is easier to start applying density calculations and therefore sum their areas to calculate the scale of the resource in this way. The dwelling potential has been calculated at 30 per ha. to 50 per ha. and thus gives a possible range.

Below this 500m² threshold an estimate of the number of flats or houses is made dependant upon the site's shape or location or where an existing building is more likely to be converted. Again conversions have to be ignored but where an existing building is not suitable for conversion the dwelling yield is estimated based on the clearance and redevelopment of the site.

Alternative Land-Use Assessment.

- **Schools and Nurseries**

Through ongoing discussion with the Education authority, sites in the Local Authority Schools and Colleges category with the potential to become available for redevelopment opportunities have already been identified.

Of the Private Schools/Other Educational category only two of the 11 listed premises would be protected by policies and therefore there is the potential for conversions. Redevelopment opportunities are limited to one site for 2 dwellings but the area of the larger sites totals 0.75 ha, sufficient to provide for approximately 22 - 38. However, it is considered unlikely that the private education provision will diminish.

There are 5 nurseries and all might be considered either for conversion or redevelopment. This category could provide 0.3 ha of developable area; 9 - 15 dwellings. However this appears to be a growing market and the category

includes such new facilities as Leapfrog on Sir John Robinson Way. It is therefore not considered a realistic source of dwellings.

Potential Yield; 0

- **Churches, Church Halls and Cemeteries**

Churches are not included in the rating list information. It is estimated that there are 46 Churches or religious centres. No such premises have become available since the last 5 years and it is not anticipated that any are likely to come forward in the Plan period. Separate church halls are used by youth and community groups and are therefore listed in the next section and the reuse of the Borough's current cemeteries cannot be considered as a realistic option.

Potential Yield; 0

- **Clubs, Scout HQ, Youth Clubs and Community Centres**

There are 60 Clubs, halls and Community Centres in the Borough. Of these, 27 would be discounted due to their location (e.g. in retail areas, in the Green Belt, or on Protected Open Space) or would require the conversion of existing buildings due to the scale of the site or nature of the buildings/location. One has to be disregarded as it has planning permission for residential redevelopment. Of the remaining 32 potential sites, 5 dwellings could be gained from the redevelopment of 2 smaller sites and the 30 larger sites sum approximately 5.1 ha. This resource therefore has the potential for 150-255 dwellings. The larger sites include; 6 Local Authority Community Centres, 4 Village or Parish Halls and 5 Scout/Guide Huts. The other 15 comprise Working Mens, Miners Welfare, Ex-Service and Political Party Club premises. With regard to public community centres the potential could conceivably rely upon the Council's financial position and political views on the continued provision of such facilities. Since there are currently no proposals for the closure of any community facility, this cannot be considered as a reliable source for 'windfall'. However, given the example of the Richard Herrod development, future rationalisation may give rise to further limited housing opportunities. Private Clubs have also had some limited history of redevelopment. The Calverton Miners Welfare was developed for housing during the last Plan period for 28 houses but this was at a density of 21 per ha. With the large resource of sites it is not inconceivable that development in this category of a similar scale may come forward, from both private and public premises, in the Plan period but account should be taken of densities over double that of past rates.

Potential Yield;56

- **Nursing Homes, Hospitals and Medical Centres**

Nursing Homes provide an enormous housing supply at very high densities when considering the number of people housed in each home. The ratings information does not include such premises but it is estimated that there are some 32 nursing or residential homes in the Borough. Whilst there is some rationalisation of Local Authority Homes, and these are accounted for in the Urban Capacity Study, the private sector appears stable and there has been only one redevelopment scheme proposed. This scheme is located in Woodthorpe and involves a relatively small home set in large grounds. This proposal should be included with a specific number of 25 flats as these will not have been accounted for elsewhere in the calculations. However, this case is exceptional because of the size of the site and similar characteristics are not known to apply to the other private nursing homes. There are large sites, but most are

intensively developed and are occupied by large buildings that would lend themselves to being converted. In view of the considerations above, it is not a realistic future supply and would, in any event, be likely to create greater demand for housing land. One hostel is listed and has the potential for conversion and is already accounted for.

Unprotected sites in the Hospitals and Clinics list have a combined area of approximately 2.2 ha and one smaller site could be converted. This category includes a Major Developed Green Belt site at The Park Hospital and other large urban sites at the Nuffield Hospital and Burton Road Clinic. Whilst all should be considered as very important public amenities and as indispensable, there may be opportunities for the development of parts of the Burton Road Clinic which is set in large grounds (supposing the land is surplus to operational requirements). Based on these assumptions this category could still potentially yield approximately 10 dwellings.

Potential Yield;35

- **T.A. Centre and Training Centres**

The T.A. Centre (included in the 'Other Miscellaneous' section of the rating list) is a major site of 0.9 ha and could, if made available, yield approx. 50 dwellings if high densities were applied. However, discussion with the Association of Reserve Forces revealed that the M.O.D.'s Strategic Defence Review made it clear that this site will be required for the foreseeable future. It is not therefore a potential source.

Potential Yield; 0

- **Industrial, Office/Retail and Recreation Allocations**

Whilst these policy allocations protect areas for a particular use and sites within cannot be considered for residential, it is under this section that consideration is given to the unprotected Industrial, office and commercial uses throughout the Borough.

As explained previously, 'Industrial premises' were examined by the Industrial Contingency element of the Urban Capacity Study.

In the 'Offices' section of the rating list there are 124 premises, although the majority (103) have to be discounted due to their location in protected retail or employment areas, having been identified in the Industrial Contingency or are too small or part of an existing dwelling etc. Of the remaining 21, 15 would only be suitable for conversion and are already accounted for, but 2 sites might provide development potential for a total of 12 dwellings additional to the conversion allowance should they be redeveloped. 3 of the 4 larger sites with potential for redevelopment have a total area of 0.35 ha and could provide for some 20 dwellings. The one remaining site is that of the Fire Service H Q (see separate section below).

There are 70 warehouses and stores listed and again the majority are located in areas protected for employment or retail uses. Many too have been identified in the Industrial Contingency. Only 9 have the potential for redevelopment but 4 would be conversions. There are however 3 sites of a smaller scale and that could yield approximately 12 flats or dwellings and 2 larger premises have a combined area of approximately 0.33 ha and could provide some 20 dwellings. Of the 29 properties listed as 'Other Commercial', only 1 would have redevelopment potential as most are in the Green Belt and could not be converted or are in a secondary retail area. A total area of approx. 0.075 ha

might be considered and due to their location these sites could yield up to 10 flats.

The 'Other Miscellaneous' category of the list also includes two Funeral companies that should be incorporated in this section. These, however, have recently invested heavily in their premises and are not a realistic opportunity.

Potential Yield;74

- **Shops, Car Sales, Car Rentals and Petrol Filling Stations**

The list of 'Shops, Banks and Post Offices' extends to some 800 premises and whilst most are in the retail centres, and therefore protected for retail uses, there are unprotected smaller groups of shops or individual shops located within housing areas and villages. These unprotected amenities are the only potential source but the Local Plan Deposit Draft describes the importance of retaining these important facilities wherever possible. It is not considered appropriate therefore to account for any greater potential than the past-rate conversion estimate already allows for. There are four 'out of town' convenience stores that are larger than what might be described as local convenience shops. Sainsbury's store is a recent development that is trading very well and is likely to have a sustained future. Three smaller isolated shops are located on Arnold Lane, Mapperley Plains and Westdale Lane. Whilst larger in scale and range of goods than the 'corner shop' they act as a local centre, just as a selection of smaller shops does at, for example, Rolleston Drive or Flatts Lane and provide for residential areas that are otherwise devoid of top-up shopping opportunities. There are also retail premises outside of the retail centres that may not be classed as important community amenities. Many of these retail outlets are confined to the Daybrook and Netherfield protected 'Out of Town' retail areas. There is one exception, however, not having been considered by the Industrial Contingency and this is the Wickes DIY store. A relatively modern development that caters for the trade and the cheaper part of the home improvement market, it appears to trade very well. Whilst a large and potentially high yielding site, a retail land value precludes a possible residential redevelopment. This is therefore not a possible housing windfall resource.

There are some 79 identified Petrol Stations/Garage premises of which 43 can be discounted due to them having been already identified in the Industrial Contingency or where they are affected by policy constraints that would require their redevelopment for employment or retail uses. Of the remaining 36 premises 13 are of a smaller scale, 4 of which are likely to be converted and 9 that might yield 25 dwellings through redevelopment. There are a further 23 larger sites that would amount to approximately 4.4 ha., the equivalent of 132 - 220 dwellings. Past rates information reveal that 24 dwellings have been found from this source in the last 5 years and these were built at a density similar to that now expected. It may therefore be appropriate to allow for a similar rate for the plan period and expect approximately 48.

Potential Yield;48

- **Electricity Sub-Stations and Water Works**

Electricity Sub-Stations are essential infrastructure and not a realistic source and of the 'Water' category of the list, all the sites except 2 are either sewage works, public conveniences or have already been identified. The two exceptions are Fire Stations and these are considered separately in the next section.

Potential Yield; 0

- **Police, Fire and Ambulance Stations**

There are only 2 of the 6 premises listed as Police Stations that are not protected by retail or employment policies. One of these may be described as a Major Developed Green Belt site and is considered separately below and the other is the recently redeveloped Carlton Police Station. Whilst occupying a large site, it is not realistic to assume that this recently redeveloped station will become surplus to the Constabulary's operational needs.

As explained above, the 'Water' list incorporates the Borough's two Fire Stations. The representations from the Fire Service have not raised any considerations for the rationalisation of their premises, although this may be a possibility. The reality is that both existing fire stations are unlikely to yield sufficient value to buy a single replacement.

The 'Other Misc' category in the ratings list includes two ambulance stations. Whilst the Arnold station is in a protected employment policy area, a large unprotected site at Carlton may have some potential and is some 0.3 ha in area. It cannot be considered as a reliable source however as consultations with the Ambulance Service have not revealed that their premises are likely to become available. It is noted that they do have financial problems and may look to rationalise the service or look to other ways of maintaining the service.

Potential Yield; 0

- **Public Houses, Hotels and Restaurants**

2 Hotels are listed under 'Hotels/Boarding Houses' and both are located in the Green Belt and are Listed Buildings. Opportunities for these buildings would have to be in the form of conversion to flats and therefore this source is accounted for.

There are 68 licensed properties in the Borough of which 7 can be disregarded due to their location in protected retail centres and one that is linked to other uses. Of the remaining 61, 21 premises would be restricted to conversions due to Green Belt or Flood Risk location, scale of site or nature of existing buildings. 40 of the sites could be redeveloped and the sum of their site areas is approximately 110 ha, the equivalent of 3,300 - 5,500 homes. However past rates for the last 5 years have revealed that no public houses have been lost to redevelopment and they are not considered a realistic source.

There are 12 listed in the 'Restaurants/Cafes' category and all but 2 are in protected retail or employment policy areas or in Green Belt locations and would need to be discounted. One of the possible sites is further constrained by being a listed building and thus this category has the potential for only 7 flats but these would all be in the form of conversions. This element is therefore accounted for in the conversions and changes of use estimates.

Potential Yield; 0

- **Leisure Centres (Public and Private), Sports Clubs and Libraries**

3 of the 4 premises listed in the 'Indoor Sports Facilities' category are within local authority school grounds and therefore would be protected by the Second Deposit policies and current Government policy. The other site is Arnold Leisure Centre which, as it is within the secondary retail area would be redeveloped for retail or other town centre uses.

All property listed under 'Sports Grounds' is protected open space and is therefore not available for development opportunities.

Only one of the four 'Theatres and Cinemas' list may be suitable but this would have to be converted. There is therefore no potential in this category.

As with the 'Sports Ground' category, many of the 'Other Leisure' sites listed are either protected open space or in the Green Belt and are unsuitable for redevelopment opportunities. However there are three larger leisure sites, including the Richard Herrod Centre and Plains Squash Club, with a total area of 1.2 ha, (the equivalent of 35 - 60 new homes). However, bearing in mind the recent private leisure development at Bestwood Pumping Station and enquiries relating to the Gedling Miners Welfare, it would appear that this is a developing sector and in view of the investment in the Richard Herrod Centre, it is not considered a significant source of land for new housing. Nevertheless there may be some rationalisation of some community centres in the future as took place as a result of the Richard Herrod development (see 'Community Centres' section).

There are 9 libraries and two 'museums' in the Borough. Four of the libraries are in retail areas and are therefore protected. The remaining 5 have a total area of 0.5 ha and might have the potential for some high density flat redevelopment. However given the role in the community it is unreasonable to be putting forward these facilities as redevelopment potential.

The two museums are both Ancient Monuments, Listed Buildings and located in the Green Belt and are therefore not suitable for reuse.

Potential Yield; 0

- **Civic Centre, Sherwood Lodge and Bestwood Lodge HQ**

The Civic Centre and Jubilee Depot are considered in the Industrial Contingency element of the Urban Capacity Study.

Listed as a Police Station is the Constabulary's HQ. This can be described as a Major Developed Green Belt site. Whilst occupying a very large site, it is not realistic to assume that it will become surplus to the Constabulary's operational needs.

The list of 'Offices' includes the Fire Service H Q and this may also be described as a Major Developed Green Belt site with a total area of 4.7 ha and with a footprint area of 0.25 ha and many of the offices are two storey. This site alone may provide 50 - 100 homes however there have been no indications in consultations with the Service on the Local Plan proposals relating to the future of this site.

Potential Yield; 0

- **Offices in Residential Properties**

Offices are considered in the relevant section above and smaller offices in existing residential properties occupy one or two rooms and would not generate any new dwellings.

Potential Yield; 0

Other Disregarded Uses

The Rating Information also identified other uses not previously considered;-

- **Camp Sites/Holiday Centres.**

There are 6 such sites, five are Caravan/Mobile Home Parks, one is a caravan storage facility and all are in the Green Belt. With no buildings on the sites suitable for conversion to a dwelling and all already incorporating a house or farmhouse, this is not a category of any potential.

Potential Yield; 0

- **Car Parks.**

The Borough Council's Car Parks are located in or adjacent to retail areas and are provided as an essential facility for the vitality and viability of these shopping centres. Should they be redeveloped they would be protected for retail uses and may also have to provide the car parking provision lost as a result of the development. Given the land values in such locations, additional development for residential seems unlikely.

Potential Yield; 0

- **Communication Stations.**

None of the sites listed has a building suitable of conversion if found to be redundant. Most masts are sited on buildings already identified or considered and others are sited in isolation in the Green Belt.

Potential Yield; 0

Conclusions.

It is impossible to measure the unknown. The Urban Capacity Study, together with its ancillary Industrial Contingency and this study are simply methods to try and measure the opportunities in the Borough for housing in the urban area. Many assumptions, estimates and judgements have to be made and finally conclusions drawn. Much is open to question but is simply one way of predicting the future 'windfall'. This Study has considered all non-residential uses, where they are, the scale of the resource and the likelihood of them coming forward. Clearly people will not live in an area devoid of all facilities and amenities and many of the categories considered are businesses, going concerns and peoples' livelihoods. It is not in any way realistic to put forward all of the sites listed in the study but to estimate the potential of some of them becoming available and whether they might be redeveloped for residential uses, is worthwhile.

Bearing in mind the assumptions made in the assessments above, there is considered to be a total potential yield of 213 dwellings from some of these alternative uses being redeveloped. It is important to remember that these are possible and not probable and should be considered in a similar vein to all the currently viable businesses in the 'Industrial Contingency'. However there has been additional investigative work involved in this study and judgements made as to their potential. They should therefore be added to the Urban Capacity Study to be used as a 'commercial windfall allowance' to cover the fact that some unpredictable housing sites will come forward during the plan period.

It is also important to consider that recently the County Council explained that a commonly used 10% flexibility allowance should not be generally applied and that local circumstances should dictate and a more realistic figure should be calculated (Round Table discussion at the Broxtowe Local Plan Inquiry). In Gedling's case the calculations relating to allocations from the 1990 Plan which were not completed in the 10 years resulted in this figure being 10%.

The Industrial Contingency allowance in the Deposit Draft Plan was 598. This is less certain as explained in the Technical Paper, but is still useful as it offers a reserve for any claim that not all the allocations in the Plan will be complete by the end of the plan period. Given the extensive work carried out to date it is considered that more than 90% of the allocations will be complete by 2011, but if it is accepted that some additional provision be made then the Industrial Contingency offers a resource which can provide more housing.

New housing will continue to come forward on non-allocated sites. Small sites, as described in the Urban Capacity Study, are expected to continue to provide a significant resource. The recent take-up of the imminent sites category used in the Deposit Draft Plan (Feb 2000) illustrates the fact that new sites over and above those allocated continue to come forward. Monitoring will ensure that the implementation of these figures is kept under annual review and the phasing policy will offer the opportunity for adjustments to be made if the actual completions do not come forward as anticipated.

Local Plans/Word/L.P. Second Stage Deposit-Working Folder/Urban Capacity Addendum Revised 30-1-02