# DODWORTH ROAD
# BARNSLEY

## Employment Land Survey in support of a Planning Application for Residential Development

**ON BEHALF OF:**

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January 2009

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Appendix 1 Location Plan

Appendix 2 Boundary Identification Plan

## 1.0 INTRODUCTION

1.1 This Employment Land Survey has been prepared to support a planning application for residential development on a site situated at Dodworth Road, Barnsley. The property comprises a now disused industrial complex previously occupied by S R Gent Plc.

### Barnsley Unitary Development Plan

1.2 The site is within an area, which is allocated as an Employment Policy Area on the adopted Barnsley Unitary Development Plan 2000. The Barnsley UDP covered the period 1986 to 2001 but remains the statutory document.

1.3 The site is subject to the criteria of Policy ED7 of the Unitary Development Plan. This policy relates to existing employment areas and states: -

"Areas defined on the Proposals Map as Employment Policy Areas will remain in employment use. Unless otherwise stated in Community Area Volumes, development will normally be permitted for business, industry and storage & distribution. Other employment generating uses may also be permitted if they are compatible with adjoining uses. Class A1 (shops) and Class A2 (financial and professional services) will not be permitted."

### Other Material Considerations

1.4 This report has taken into account Supplementary Guidance Note 24, issued May 2003, set out below. This note provides guidance to potential developers about the circumstances in which the Council will consider alternative development on sites designated as Employment Policy Areas in the UDP. The Supplementary Guidance states: -

"Proposals for uses other than those set out in Policy ED7 will generally be granted planning permission when the following criteria are satisfied:

1) Re-development of the site for non-employment uses would not result in any significant loss of existing jobs.

2) The proposed development will have an acceptable relationship with surrounding land uses and comply with other relevant policies in the UDP. Consequently re-use for housing will only be accepted where the site: -

- is located within an area with an adequate service infrastructure in terms of schools, shopping and other facilities, which are easily accessible from the site by a variety of modes of transport and not just the car – or where adequate infrastructure does not exist they would be funded by the development

- has an acceptable relationship with neighbouring uses such that the occupants of new housing will not suffer unsatisfactory living conditions

- is able to meet the requirements of the UDP Policies ES7 and ES8 where it is known or suspected that the land is contaminated

3) There will still be an adequate supply of employment land in the relevant community area, areas or part of an area, as appropriate, in terms of the overall scale, range and availability of employment land, if the site is released for an alternative use.

This will be a matter of judgment depending on the location of the site and other relevant factors. In parts of the Borough where the potential for new employment development is constrained by a shortage of suitable land, the need to retain older Employment Policy Area sites will be greater than in areas where there is a greater supply of more recently allocated Employment Proposal sites."

1.5 To reiterate, the key policy tests that have been considered in this report are:-

- Policy ED7 of the Barnsley UDP which relates to development of existing employment sites.

- SPG24 which sets out the criteria which development proposals have to satisfy before planning approval can be given for uses other than employment.

**Barnsley Local Development Framework**

1.6 The Local Development Scheme was approved by Barnsley with a Core Strategy and Preferred Options in October 2005. The Core Strategy covers the period to 2016 in line with the Regional Spatial Strategy, although the Housing policies and sites cover the period to 2018. The intention is to keep the relevant Development Plan Documents under review and to update to 2021 in line with a new Regional Spatial Strategy.

Aim 1 of the Core Strategy, dealing with the economy and jobs, is:

> "To help achieve a varied, distinctive and successful local economy, and to help make sure people who live in the borough have good access to job opportunities locally and in surrounding areas."

As part of this process the Local Development Framework will provide "enough land to meet the employment needs of existing and future businesses", "a choice of employment sites", "employment sites which are accessible from communities..." (Paragraph 67 Core Strategy)

1.7 In promoting new job opportunities in Barnsley the Core Strategy proposes that the main focus will be on the town centre, specific new employment locations and existing key employment sites. Following an assessment of employment land requirements Barnsley have identified that around 200 to 235 hectares (494 to 580 acres) land is required for employment development purposes. Potential employment sites have been considered having regard to:-

- accessibility,
- greenfield or previously developed land sites,
- local employment needs,
- deliverability,
- the effects on the landscape, and
- the effects on the environment.

1.8 This report will also take into account policies of the emerging Local Development Framework (LDF), in particular Policy E1 – uses on employment sites, and Policy E2 – alternative use of land currently or last used for employment. However it should be noted that LDF is not adopted and whilst the LDF needs to be considered as emerging policy it does not have the weight of the appropriate UPD policies.

1.9 Policy E1 (uses on employment sites) states: -

"On employment proposal sites and on sites currently in use or last used for business, industry and storage, we will allow:

a) offices of up to 1,000 m²
b) industry and light industry
c) storage and distribution
d) vehicle maintenance
e) car sales and showrooms
(as long as these uses do not take up more than 10% of any one employment site and as long as any individual car sales use does not cover an area of more than 0.8 hectares)
f) facilities for managing waste

We will only allow offices over 1000 m² if there are no suitable places in a town or district.

We will refuse planning applications for uses not shown above on sites set aside for employment on the proposals map."

1.10 Policy E2 (alternative use of land currently or last used for employment) states:

"Proposals for uses not described in Policy E1 will only be granted planning permission when: -

a) the proposed development would have an acceptable relationship with surrounding land uses
b) there would still be enough employment land within the Borough in terms of overall supply, choice and accessibility

c) there is no realistic prospect of the site being developed for employment use or for existing buildings to be reused for employment in the next 5 years"

**National Housing Policy**

1.11 In addition to the requirements of Policy ED7 of the Barnsley Unitary Development Plan and Policies E1 and E2 of the emerging Local Development Framework, we have also taken account of Planning Policy Statement 3, which was published in November 2006 and became a material planning consideration on 1st April 2007. PPS 3 sets out the national planning policy framework for delivering the Government's housing objectives. Of particular note is paragraph 10 in the introduction, which states: "These housing policy objectives provide the context for planning for housing through development plans and planning decisions. The specific outcomes that the planning system should deliver are:

- High quality housing that is well designed and built to a high standard.
- A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.
- A sufficient quantity of housing taking into account need and demand and seeking to improve choice.
- Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.
- A flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously developed land, where appropriate."

At paragraph 38, PPS 3 states that options for accommodating new housing growth may include, for example:

"Re-use of vacant and derelict sites or industrial and commercial sites for providing housing as part of mixed-use town centre development, additional housing in established residential areas, large scale redevelopment and re-design of existing areas, expansion of existing settlements through urban extensions and creation of new freestanding settlements."

1.12 We have also had regard to the Employment Land Reviews – Guidance Note, published in December 2004 by the Office of the Deputy Prime Minister. This is an extensive document, but we quote from the introduction, which briefly describes the purpose of the Guide.

"The primary purpose of this Guide is to provide Planning Authorities with effective tools with which to assess the demand for and supply of land for employment. In particular, sites allocated for employment need to reflect the changing requirements of businesses and local economies. This Guide will help Authorities assess the suitability of sites for employment development, safeguard the best sites in the face of competition from other higher value uses, and help identify those which are no longer suitable for employment development, which should be made available to other uses."

An analysis of the subject site is included at the end of section 8 of this report.

## 2.0 OBJECTIVES AND METHODOLOGY

2.1 The objective of this report is to assess the availability of alternative employment sites and land and buildings within the locality in accordance with policies ED7 and SPG 24 of the UDP and to ensure that there is "an adequate supply of employment land in the relevant community area, areas or part of an area." The purpose of this assessment is to ascertain whether there are sufficient employment sites and employment properties available to justify the release of the subject site for residential development.

2.2 The application site is located within the Barnsley Urban Community Area which is defined on Paragraph 1.2 in Volume 2 of the Barnsley UDP as follows:-

"The Barnsley Urban Community Area includes Athersley and Carlton in the north, Worsborough in the south, Barugh and Higham in the west and West Green, Lundwood and Ardsley in the east. Barnsley Town Centre is the subject of a separate Community Plan Area."

2.3 Accordingly two areas of search have been used as follows:-

- The Barnsley Urban Community Area as defined in the UDP
- The Barnsley Local Authority area as a whole.

2.4 Once the amount of employment land provision had been identified, an assessment was made in relation to the amount of the employment sites and land and buildings in terms of site and unit size, flexibility and location, to ensure an adequate supply and flexibility of choice for the foreseeable future.

## 3.0 SITE DESCRIPTION AND MARKETING

3.1 The position of the property is shown on the attached location plan. See Appendix 1.

3.2 The property is located approximately one mile west of Barnsley town centre and ½ mile east of junction 37 of the M1 motorway. The property has an extensive frontage to Dodworth Road and is readily accessible.

3.3 The site is within a predominantly residential area, with school playing fields to the southeast.

3.4 Barnsley has an overall population of approximately 75,000 and there are some 233,000 persons living within 6 miles of the town centre.

3.5 The boundaries of the property are shown for identification purposes only, edged red, on the attached Ordnance Survey extract. See Appendix 2.

3.6 The site extends to approximately 4.37 hectares (10.8 acres).

3.7 The site is of an irregular shape and slopes downwards from the front of the site in a southeasterly direction. The principal yard areas were arranged at the lower level to the centre and rear of the site. There is currently one point of access off Dodworth Road.

3.8 The site is effectively surrounded by residential development with the exception of the school playing fields to the southeast.

3.9 The buildings have been demolished.

3.10 The property previously comprised a large manufacturing/production facility, which closed in 2005. The buildings were originally erected during the 1970s as a textile factory and there were subsequent extensions and adaptations. This resulted in a specialised property bespoke to the now ceased manufacturing facility.

3.11 The elevations of the buildings were principally of clad construction, being steel framed. There were four main buildings with two storey offices fronting one of the buildings.

3.12 Internally the accommodation was divided into key areas formerly used for production and storage, with separate loading, office and ancillary sections. The ground floor eaves height was generally limited.

3.13 The property was extensively marketed by Eddisons, commencing in 2005, seeking offers on an unconditional and/or conditional basis. The marketing was without success, particularly for continued use of the buildings and as a result of the unsuccessful marketing the decision was taken to demolish them.

## 4.0 CURRENT AND PROPOSED PLANNING

4.1 The site is allocated as an Employment Priority Area on the adopted Barnsley Unitary Development Plan 2000.

4.2 We understand that the intention is for a planning application to be made for residential development and that full details will be provided separately by the applicants. This Employment Land Survey Report is provided to accompany that application.

## 5.0 THE MARKET FOR EMPLOYMENT USES IN BARNSLEY

5.1 There has been a fundamental change in the national demand for manufacturing and warehouse accommodation during the past twenty years or so, which has accelerated during the last ten years. Demand for manufacturing and light industrial space has reduced and in particular the volume of enquiries for B1(c) and B2 uses has declined. The manufacturing sector is experiencing severe trading difficulties and is probably now in recession. This has further reduced the level of demand. Increasing competition from Eastern Europe and the Far East, with a lower labour cost base and the ever increasing amount of red tape in the UK has significantly eroded the manufacturing base in the UK, most notably in sectors such as electronics, textiles and automobiles. As a reaction to this, the amount of speculative development for purely industrial uses has declined to match the lower level of demand.

5.2 In contrast, over the same period, the demand for warehousing has increased due in part to the increased amount of imported goods. Warehouse operators have been increasingly demanding superior building specifications with lower densities. Occupiers now require a high level of flexibility to enable them to respond to changes in their operational needs and have increasing requirements for good vehicular access and the ability to operate on an unrestricted hours of use basis. Location is becoming ever more important and as a result buildings and sites, which have constraints and do not provide what the market wants, appear unattractive to occupiers in the market.

5.3 The current state of the Barnsley economy is reflective of that of the general South Yorkshire area in that many of the core employment activities, in particular coal mining, have declined significantly. It is estimated that between 1981 and 1991 approximately 15,000 jobs were lost from the Barnsley economy as a result of the contraction of coal mining. Barnsley's economic recovery has been slow and steady and, although progress has been made, it has not yet succeeded in replacing the mining sector with other employment opportunities. The Barnsley economy still remains more dependent on manufacturing as compared to other, more successful local economies. Such a dependency on manufacturing is a major concern in the light of national and regional trends, where there is a clear decline in traditional manufacturing.

5.4 Demand along the M1 corridor is predominantly for B8 uses for warehouse and distribution due to the importance of connectivity and accessibility, which is becoming a major requirement due to mounting operational costs including fuel, labour and the Working Time Directive which restricts the number of hours for drivers. Whilst Barnsley sits either side of the M1 motorway, between Junction 36 and Junction 38 most demand and development for the warehouse and distribution market has been in other more preferred areas of Yorkshire.

5.5 Leeds and Wakefield to the north have been one of the main growth areas in Yorkshire over recent years with the M1/M62 interchange and the new M1/A1 link unlocking several development sites. Areas such as Wakefield Europort and Normanton have generally lured many enquiries from the Barnsley region and arguably will continue to do so until there is no further supply within those areas. Sheffield and Doncaster to the south have typically taken all the enquiries from operators migrating from the southern regions. This is particularly the case in the Doncaster area, resulting from the M18 and its connection to the eastern Ports of Hull and Immingham, which large scale occupiers increasingly use to minimise transport costs.

5.6 One of the main areas of development within the Barnsley region until recently has been the Dearne Valley Enterprise Zone which was granted Government assistance for the regeneration of the former coal mining areas. The Enterprise Zone and its associated benefits have attracted development and inward investment to the Barnsley area over recent years although the special status came to an end in November 2005. Much of Barnsley's success over the last 15 years in attracting employment uses to the area has been due to the Enterprise Zone and the associated benefits from locating there. Such status may be considered to be artificial in market terms.

5.7 In Barnsley there have been two recent significant businesses choosing to locate in the area. Aldi has acquired a site in excess of 50 acres at Goldthorpe, part of which is an available site in planning policy terms and part of which is in the Green Belt. At Park Springs a 450,000 sq ft distribution facility has been constructed for Symphony. The only reason these companies have located in Barnsley is due to the availability of cheap land and both companies only wanting to buy sites to build their own bespoke units. No other land was available to do this and both occupiers needed large sites in excess of 40 acres. These deals are rare and unlikely to happen again.

5.8 We anticipate that the majority of property enquiries in Barnsley come from the smaller industrial / warehouse users. This view is confirmed by the Barnsley Development Agency's recent own analysis of enquiries which found that 81% enquiries were for industrial / warehouse uses and the majority of the enquiries were for units of less than 465 square metres (5,000 square feet).

## 6.0 SURVEY RESULTS – SUPPLY OF EMPLOYMENT LAND AND PROPERTY

6.1 In order to obtain a comprehensive list of employment opportunities in Barnsley two main points of reference have been used. Firstly the Barnsley Unitary Development Plan and secondly the Employment Sites Preferred Options 2005 document together with Background Paper 3 Economy October 2005. In addition Barnsley Council produces an Annual Monitoring Report which considers employment land availability, the most recent being dated December 2008. This document provides an update using the UDP as a starting point and amended to reflect planning permissions granted and planning permissions implemented, together with sites which may no longer be available or deliverable. It appears however that the two points of reference for employment land data are not entirely consistent so account has been taken of the information in both the UDP/Annual Monitoring Reports and the October 2005 Preferred Options in order to consider employment land availability.

6.2 Shown below is a list of sites proposed as being suitable for employment use as put forward in the October 2005 Preferred Options:-

| Site LDF reference | Site name | Size (hectares) |
|---|---|---|
| **Barnsley** | | |
| ES1 | Stairfoot Business Park | 9.52 |
| ES2 | Wharncliffe Business Park | 4.93 |
| ES3 | Wordsworth (Claycliffe Industrial) | 8.75 |
| ES4 | Claycliffe Business Park | 8.42 |
| ES5 | Zenith | 4.92 |
| ES6 | Oaks | 0.93 |
| ES7 | Carlton Industrial Estate | 3.24 |
| | **Sub total** | **40.71** |
| **Hoyland** | | |
| ES8 | Rockingham | 18.6 |
| ES9 | Ashroyd | 16.96 |
| ES10 | Shortwood | 12.76 |
| | **Sub total** | **48.32** |
| **Dearne towns** | | |
| ES11 | Fields End Business Park | 6.7 |
| ES12 | Thurnscoe Business Park | 7.17 |
| ES13 | Goldthorpe Industrial Estate | 14.14 |
| ES14 | Lidgett | 1.69 |
| | **Sub total** | **28.01** |
| **Grimethorpe** | | |
| ES15 | Park Springs, Grimethorpe | 33.76 |
| | **Sub total** | **33.76** |
| **Penistone** | | |

| | | |
|---|---|---|
| ES16 | Cammell Laird | 1.19 |
| ES17 | Springvale | 2.04 |
| | **Sub total** | **3.23** |
| **Dodworth** | | |
| ES18 | Junction 37 | 12.36 |
| ES19 | Elmhirst | 0.67 |
| ES20 | Dodworth | 0.99 |
| | **Sub total** | **14.02** |
| ***Other locations*** | | |
| ES21 | Park Springs (Houghton Main) | **28.81** |
| ES22 | Wentworth (Tankersley) | **7.6** |
| ES23 | Oxspring Sidings | **1.25** |
| | **Sub total** | **37.66** |
| | **Grand Total** | **205.71** |

6.3 Shown below is a list of sites reviewed by Barnsley Council which were not allocated but which are likely to be allocated if more land were required:-

| Ref | Site | Size (hectares) |
|---|---|---|
| 24 | Shafton Workshops | 2.28 |
| 25 | West of Goldthorpe Industrial Estate | 121.3 |
| 26 | Valley BP | 3.6 |
| 27 | J37 Extn (East of M1) | 50 |
| 28 | J37 Extn (West of M1) | 5.7 |
| 29 | West Green | 27.9 |
| 30 | Huddersfield Road | 1.62 |
| 31 | Royston Drift Mine | 4.3 |
| 32 | Grange Lane | 2.6 |
| | **Total** | **174.3** |

6.4 Accordingly the total of actual and potentially available land within the Barnsley Urban Community Area for employment use, as shown in the above tables (highlighted in yellow) as at 2005 is 121.21 hectares (299.39 acres).

6.5 Accordingly the total of actual and potentially available land within the Barnsley Local Authority Area as a whole for employment use, as shown in the above tables as at 2005 is 380.01 hectares (938.62 acres).

6.6 We understand that there is no definitive list of 'available' employment land as sites are removed from the list as they are developed and also if circumstances alter such as owners' strategies so that they are no longer considered 'available'.

6.7 It should be noted that there is one major site nearby at Capital Park, Junction 37, M1 motorway which is included within the LDF site supply and which totals 14.02 hectares (35 acres). This is a large site, only partially developed which is better located and can provide sufficient land for occupiers seeking B1, B2 and B8 accommodation without the need for other sites to form part of the supply.

6.8 Enquiries have been made of Barnsley Development Agency regarding the availability of existing employment buildings over 1,000 sq ft (93 sq m) in Barnsley. There are currently some 166 properties available on their website totalling some 310,500 square metres (3,343,000 square feet) with an average size of 1,870 square metres (20,139 square feet) although this figure is distorted by some units being in excess of 13,935 square metres (150,000 square feet). Out of the 166 properties available 123 are smaller than 929 square metres (10,000 square feet) with 93 being smaller than 465 square metres (5,000 square feet). There is 88,250 square metres (950,000 square feet) of accommodation available in units of less than 4,645 square metres (50,000 square feet) of which over 80%, 71,440 square metres (769,000 square feet), is in units smaller than 2,323 square metres (25,000 square feet). This illustrates the amount of accommodation already available in the Barnsley area and the predominance of smaller units. A summary of the information obtained from the Barnsley Development Agency website is set out below:-

| Unit Size sq ft | No of Units | Average Size sq ft | Average Size sq ft 1,000 – 10,000 | Average Size sq ft over 1,000 |
|---|---|---|---|---|
| 1,000-2,500 | 50 | 1,471 | ) | ) |
| 2,501-5,000 | 44 | 3,816 | ) 3,802 | ) |
| 5,001-10,000 | 31 | 7,541 | ) | ) |
| 10,001-50,000 | 25 | 18,979 | | ) 20,189 |
| 50,001-150,000 | 11 | 92,123 | | ) |
| Over 150,001 | 5 | 276,000 | | ) |

6.9 In terms of employment uses we are of the view that the only demand at the present time will be from smaller B2/B8 occupiers of say less than 2,323 square metres (25,000 square feet). There is an abundance of available accommodation of this size. In addition, to target this market the units will have to be built speculatively and the whole development would have to be built in one phase to reduce costs and assist viability. No developer will currently consider this, due to the weak market, restricted lending and the burden of empty rates.

6.10 Accordingly the total of available employment properties within the Barnsley Urban Community Area is 87,150 square metres (938,000 square feet).

6.11 Accordingly the total of available employment properties within the Barnsley Local Authority Area as a whole is 310,500 square metres (3,343,000 square feet).

6.12 The following table summarises the results: -

| **Employment Property Type** | **Size** |
|---|---|
| Actual and potentially available Employment Sites as at 2005 – Barnsley Urban Community Area | 121.21 hectares (299.39 acres) |
| Actual and potentially available Employment Sites as at 2005 – Whole Barnsley Area | 380.01 hectares (938.62 acres) |
| Currently available Employment Properties – Whole Barnsley area | 310,500 square metres (3,343,000 square feet) |
| Currently available Employment Properties – Barnsley Urban Community Area | 87,150 square metres (938,000 square feet) |

6.13 In order to fully consider the overall Employment Site and Property supply, it is necessary to calculate the current supply and assesses the likely duration of this supply. There is therefore a need to assess the Site and Property supply against long-term take-up rates within the area applied to the amount of land which realistically remains available for development. These take up rates are only available for Barnsley as a whole so it has not been possible to test site and property supply in the Barnsley Urban Community Area.

6.14 According to the Barnsley Council's Annual Monitoring Report December 2007, during the period 1999 to 2007 the average annual amount of new employment land developed, although not necessarily occupied, was 11 hectares (27 acres) providing an average of 30,000 square metres (322,920 square feet) new employment accommodation.

6.15 According to the Barnsley Council's Annual Monitoring Report December 2008, for the period 2007/2008, 38.1 hectares (94 acres) of land was developed for employment use providing 105,385 square metres (1,134,500 square feet) of new commercial floor space. If this is added to the cumulative total from 1999 to 2007 the annual take-up of employment land becomes 14 hectares (34.5 acres) providing an annual average of 38,375 square metres (413,000 square feet) of new employment accommodation.

6.16 2006 to 2007 experienced a very much higher take-up figure than in the previous years due to the completion of the Crossflow 530 unit, a regional distribution warehouse developed by ProLogis on a site of approximately 14.5 hectares (36 acres) which is currently vacant and available for occupation. 2007/2008 has also been a year of increased activity. The Annual Monitoring Report 2008 confirms that this was higher than any previous year, the previous highest figures being for 2006.2007 when the Crossflow 530 Unit was developed. Conversely 2000 to 2003 were years of relatively low activity. We consider the take-up rates for the years 2006/2007 and 2007/2008 to be unsustainable particularly having regard to the fact that a single unit accounted for half the space in 2006/2007 and perhaps more importantly also taking account of current economic conditions.

6.17 The problem is which take up rate to adopt. If the 2006/2007 Annual Monitoring Report data is used this provides an annual site take up of 11 hectares. Adjusting this figure to take account of site take-up in 2007/2008 produces an annual site take-up figure of 14 hectares. Adjusting the take-up rate up to 2007 and excluding the Crossflow 530 unit produces an annual take up of 9 hectares.

6.18 The Annual Monitoring Report 2007 noted that by April 2007 187 hectares (462 acres) of land designated as employment in the UDP had been developed, leaving 37.9 hectares (94 acres) under construction and 85.8 hectares (212 acres)) of land available. Taking an average of 11 hectares (27 acres) per annum this would suggest that there is approximately 8 years employment land supply. However, this does not take account of existing space that is available elsewhere in Barnsley. Taking the average accommodation take up of approximately 30,000 square meters (322,920 square fee) per year, as per the Annual Monitoring Report, and applying this to the amount of available employment accommodation in Barnsley over 1,000 sq ft (93 sq m) at 310,343 square meters (3,343,000 square feet, would suggest a 10 year supply of already available accommodation.

6.19 The Annual Monitoring Report 2008 noted that by April 2008 225.7 hectares (557 acres) of land designated as employment in the UDP had been developed, leaving 19.05 hectares (47 acres) under construction and 67 hectares (165 acres) of land available. Taking an average of 14 hectares (34.5 acres) per annum this reduces the employment land supply to just under 5 years. However, this does not take account of existing space that is available elsewhere in Barnsley. Taking the average accommodation take up of approximately 38,375 square meters (413,000 square feet) per year, as per the Annual Monitoring Report, and applying this to the amount of available employment accommodation in Barnsley over 1,000 sq ft (93 sq m) at 310,343 square meters (3,343,000 square feet, would suggest an 8 year supply of already available accommodation.

6.20 If the last year of site take up is excluded together with the Crossflow 530 development from the previous year this results in an available site supply of 100 hectares (247 acres). Taking an annual take up of 9 hectares results in the employment land supply increasing to over 11 years.

6.21 To summarise the remaining site supply ranges from 5 years to 11 years dependant upon what data is used but what is evident is that the remaining years supply is lowest when there has been the most activity, which has been during the last two years. This level of activity is not sustainable and it will be a number of years before these anomalies are ironed out and a more accurate estimate results. Based on the information available and the above analysis it is suggested that a fair assessment of the remaining employment land supply is approximately 8 years.

6.22 Reference to the Regional Spatial Strategy shows that at Table 11.3 it suggests that at 2006 there was 130 hectares (321 acres) of employment land available in Barnsley and that the Local Authority should be required to deliver 110 hectares (271 acres) based on employment numbers for the District over the plan period. As such there is an over supply of employment land in Barnsley.

## 7.0 COMPATIBILITY OF THE PROPOSED USE WITH THE SURROUNDING USES

7.1 The property is located within a predominantly residential land use area with a substantial area of housing nearby. School playing fields abut the southeastern boundary.

7.2 It is believed the property was originally erected for textile purposes during the 1970s and it is assumed this location was chosen in part due to the ready supply of labour available in the adjacent housing area.

7.3 Dodworth Road is the major thoroughfare linking Barnsley town centre with the M1 motorway.

7.4 The proposal is to redevelop the vacant site for residential use. Accordingly, the proposal to redevelop the site for residential use is entirely compatible with surrounding uses.

## 8.0 SUPPLY, CHOICE AND AVAILABILITY OF EMPLOYMENT LAND AND PROPERTY

8.1 As can be seen from Section 6 of this report, there is a considerable amount of employment sites and existing properties actually or potentially available at the present time, offering significant choice in terms of location, size and types.

8.2 Reference to section 6 of this report shows that there is approximately 8 years of employment site supply, based on historic annual take up rates and the amount of land which can be regarded as being 'available' and over 10 years supply of existing employment properties currently on the market.

8.3 The information provided in this report on currently available property is, by its very nature, only a snapshot. However, experience shows the employment property market is fluid with new properties becoming available as others are occupied and taken off the market. It is suggested therefore that, at any given time, the amount of property available will not differ significantly to that which is shown in this report, so it is likely the current level of availability will continue for the foreseeable future.

8.4 Recent years have seen a trend away from bespoke properties which, whilst being ideal for one type of manufacturing use, are often not suitable for others, which means that bespoke properties find it difficult to satisfy an occupier's requirements when the original uses cease. This is probably the main reason why the marketing of the buildings for continued employment use was unsuccessful. There was simply no market for the buildings.

8.5 Marketing has shown that the buildings previously available on the subject site were unable to attract long term occupation due to their size, type, restricted headroom and loading, etc. This can be shown to be true, as the property was comprehensively marketed over an extended period of time resulting in the principal interest being from those seeking to redevelop the sitefor residential use.

**Employment Land Reviews Guidance Notes**

8.6 The Employment Land Reviews Guidance Notes issued by the Office of the Deputy Prime Minister includes at Box 4.5 Stage 1: Criteria to be used to assess whether employment sites are to be released (i.e. unsuitable or unlikely to be brought forward for development). The property at Dodworth Road, Barnsley has been tested against these criteria as follows: -

**1: Market Attractiveness Factors**

1.1: Has the site been formally identified for employment for at least 10 years?
*Other than it's previous industrial use, No.*

1.2: Has there been any recent development activity within the last 5 years? This could include works on site but also new or revised planning applications/building regulations applications.
*No.*

1.3: Is the site being actively marketed as an employment site?
*The property has been extensively marketed without success.*

1.4: Is the site owned by a developer or another agency known to undertake employment development?
*No.*

1.5: Is the site in multiple ownership/occupation, or owned by an organization unlikely to bring it forward for development?
*No.*

1.6: Is there a valid permission for employment development, likely to meet market requirements? Or for an alternative use?
*No.*

1.7: Would employment development on this site be viable, without public funding to resolve infrastructure or other on-site constraints?
*No.*

**2: Sustainable Development Factors**

2.1: Would the site be allocated today for employment development, measured against present sustainability criteria (including public transport and freight access, environmental impacts and Brownfield/Greenfield considerations)?
*No.*

2.2: Is employment the only acceptable form of built development on this site (eg because of on-site contamination, adjoining uses or sustainable development reasons)?
*No.*

**3: Strategic Planning Factors**

3.1: Is the site within an area identified as of strategic importance to the delivery of the RSS/RES?
*No.*

3.2: Is the site identified or likely to be required for a specific user or specialist use?
*No.*

3.3: Is the site part of a comprehensive or long term development or regeneration proposal, which depends on the site being developed for employment use?
*No.*

3.4: Is there public funding committed (or likely to be provided) sufficient to overcome infrastructure or on-site constraints to make employment development viable?
*No.*

3.5: Are there any other policy considerations, such as emerging strategic objectives or spatial vision, which should override any decision to release the site?
*No.*

It will be noted that the subject property, when tested against the above criteria, performs poorly thereby justifying its release from employment use.

## 9.0 DEVELOPMENT POTENTIAL OF THE SITE FOR EMPLOYMENT USE

9.1 The drawbacks associated with this site for employment use have been mentioned elsewhere in this report. On the face of it, there is an opportunity to redevelop this site for employment use, it being of sufficient size, reasonably regular in shape and conveniently located. However, in the current market, developers are unlikely to carry out any development for employment use without an occupier and/or pre let and the extensive marketing during a period of excellent market activity has not resulted in any occupiers or developers coming forward seeking to develop and occupy the site for employment use.

9.2 Housing immediately abuts the site and it is suggested that local householders' preference would be to see a redevelopment of the site for residential use rather than for it to be redeveloped for employment use. New employment buildings are erected to institutional standards, which mean they would have a significantly increased eaves height, which in turn would mean the buildings would be much higher and more dominant.

9.3 Due to the shape of the site, it would be difficult to undertake a redevelopment which would maximise the potential of the full 4.37 hectares (10.8 acres) and it is likely the development footprint for new employment use would be considerably less than the floor space than was previously available.

9.4 On balance therefore, whilst technically the site may be capable of redevelopment for employment use, the practicalities of it are that it is unlikely a developer would want to redevelop purely for employment use, the amount of floor space that could be erected would be considerably less than that which was previously available and local residents are likely to object to such a scheme.

9.5 When referring to employment uses we are including B1, B2 and B*. Taking B1 office use in isolation we do not consider this to be as suitable site. In policy terms (PPS6) offices should be located in the Town Centre. Any local and/or regional demand for offices is catered for at Capitol Park at Junction 37 M1 motorway.

## 10.0 CONCLUSION

10.1 This Employment Land Survey relating to the site at Dodworth Road, Barnsley, confirms there is a good supply of existing and potential sites and existing employment properties within the area of search, which is defined as being sites and properties within the Barnsley Urban Community Area and the Barnsley Local Authority Area as a whole.

10.2 The supply of sites based on 2005 data totals 121.21 hectares (299.39 acres) of actual and potentially available land within the Barnsley Urban Community Area.

10.3 The supply of sites based on 2005 data totals 380.01 hectares (938.62 acres) of actual and potentially available land within the Barnsley Local Authority area as a whole.

10.4 Reference to the Annual Monitoring Report for 2006/2007 shows that 85.8 hectares (212 acres) of land could be regarded as being 'available' at that time.

10.5 Reference to the Annual Monitoring Report for 2007/2008 shows that 67 hectares (165 acres) of land can be regarded as being 'available' at the present time.

10.6 Using the Annual take up Rates published in the Annual Monitoring Report 2006/2007, the total of 'available' sites provides approximately 8 years employment land supply.

10.7 Using the Annual take up Rates published in the Annual Monitoring Report 2007/2008, the total of 'available' sites provides approximately 5 years employment land supply.

10.8 Using the published Annual take up rates adjusted to exclude the anomalies of the last two years in terms an unsustainable level of development provides approximately 11 years employment land supply.

10.9 A fair estimate of the sustainable employment land supply taken as approximately 8 years.

10.10 The supply of existing Employment Properties totals 310,500 square Metres (3,343,000 square feet) within the Barnsley Local Authority area as a whole.

10.11 The supply of existing Employment Properties totals 87,150 m² (938,000 sq ft) within the Barnsley Urban Community Area.

10.12 Using the Annual Take up Rates published in the Annual Monitoring Report 2006/2007 the total of existing Employment Properties provides over 10 years supply.

10.13 Using the Annual Take up Rates published in the Annual Monitoring Report 2007/2008 the total of existing Employment Properties provides 8 years supply.

10.14 In terms of size and suitability, there is a range of sites and existing properties to accommodate a range of employment uses, which are widely distributed throughout the area of search. In this context, there are sufficient employment sites and properties to meet the requirements of employers within the locality. Demand at the present time is from smaller B2/B8 occupiers of say less than 2,323 square metres (25,000 square feet). There is an abundance of available accommodation of this size, with over 80% of existing properties on the market being smaller than 2,323 square metres (25,000 square feet).

10.15 Capitol Park at Junction 37, M1 motorway provides more than adequate supply of development land and properties to satisfy the market.

10.16 The recently published Regional Spatial Strategy shows that there is an over supply of employment land in Barnsley.

10.17 The proposed redevelopment for residential use is entirely compatible with the surrounding uses.

10.18 There is currently a more than adequate supply, choice and availability of employment land and property within the local area, particularly bearing in mind limited demand.

10.19 In this context, it is considered that the release of the subject site would not prejudice local site and property supply and, as such, development of the site for residential development fully accords with Policy ED7 of the Unitary Development Plan.

10.20 The release of the site for residential use accords with the criteria of Supplementary Guidance Note 24, with the exception of maintaining employment, which cannot be fulfilled as the factory has now closed with subsequent loss or redeployment of jobs.

10.21 It is considered that the release of this site from employment use accords with PPS3 and the Employment Land Reviews – Guidance Note, published in December 2004 by the Office of the Deputy Prime Minister.

## APPENDIX 1

## Location Plan



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0 20 40 60 80 100m

SCALE 1:1250

LOROC ARCHITECTS

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## APPENDIX 2

## Boundary Identification Plan




*Image 1*: Barnsley Urban Community Area Proposals Map

**Key:**

**Application site**