

**Barnsley Five Year 'Deliverable' Housing Land
Supply Report
April 2020 – March 2025**



BARNSLEY
Metropolitan Borough Council

PREPARED BY BARNSLEY METROPOLITAN BOROUGH COUNCIL

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Barnsley Housing Supply – 1st April 2020 – 31st March 2025

5 Year ‘Deliverable’ Housing Land Supply

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1. **Executive Summary**

- 1.1 The National Planning Policy Framework (NPPF) is clear that Local Planning Authorities should 'identify and update annually a supply of specific, deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where strategic policies are more than five years old.' (Paragraph 73).
- 1.2 Barnsley's Local Plan was adopted on 3rd January, 2019. Local Plan policy H1 states that 'a minimum five year supply of deliverable sites will be maintained' for residential development.
- 1.3 The purpose of this note is to set out how the authority determines what the housing requirement is for the relevant five year period and to explain how the supply of housing sites in the borough has been assessed to determine 'deliverability' as defined in the glossary of the NPPF.
- 1.4 This document uses the methodology preferred by the Local Plan Inspector for establishing the 5 year requirement but with a 5% buffer applied to reflect the current NPPF. Based on this, the Local Plan housing requirement for the period 2020/21 – 2024/25 is 6590 This report shows that 7,639 net dwellings can be delivered which equates to 5.8 years supply.

Para 74 of NPPF

74. A five year supply of deliverable housing sites, with the appropriate buffer, can be demonstrated where it has been established in a recently adopted plan, or in a subsequent annual position statement which:

a) has been produced through engagement with developers and others who have an impact on delivery, and been considered by the Secretary of State;

and

b) incorporates the recommendation of the Secretary of State, where the position on specific sites could not be agreed during the engagement process

2.0 **Introduction**

- 2.1 The National Planning Policy Framework (NPPF) is clear that Local Planning Authorities should 'identify and update annually a supply of specific, deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where strategic policies are more than five years old.' (Paragraph 73).
- 2.2 Barnsley Local Plan policy H1 states that 'a minimum five year supply of deliverable sites will be maintained' for residential development.
- 2.3 The purpose of this note is to set out how the authority determines what the housing requirement is for the relevant five year period and to explain how the supply of housing sites in the borough has been assessed to determine 'deliverability' as defined in the glossary of the NPPF.

3.0 Local Plan Housing Requirement

- 3.1 Local Plan Policy H1 seeks to achieve the completion of at least 21,546 net additional homes during the period 2014 to 2033. This gives an indicative annualised figure of 1134 per annum, an ambitious and aspirational figure which addresses housing needs and supports economic growth ambitions.
- 3.2 The Council has an accurate monitoring system for housing based on quarterly updates which provides reliable and detailed information to feed into decisions regarding housing land supply.
- 3.3 Table 1 below sets out net housing completions compared to the annual housing requirement from the start of the plan period.

Table 1 Net housing completions April 2014 – March 2020

Year	Gross dwellings	Losses	Net Requirement	Net completions	Difference between requirement and delivery
2014/2015	644	22	1134	622	-512
2015/2016	740	34	1134	706	-428
2016/2017	872	16	1134	856	-278
2017/2018	1037	29	1134	1008	-126
2018/2019	1028	40	1134	988	-146
2019/20	1066	15	1134	1051	-83
				Total	-1573

- 3.4 Table 1 shows that there has been a shortfall of 1573 against the annual requirement since the start of the plan period. This shortfall will be recovered over the plan period of the Local Plan, in line with the 'Liverpool Methodology'. This equates to an additional 121 dwellings per annum being added to the remaining 13 years of the plan period. The Liverpool method was determined appropriate by the Local Plan Inspector at paragraph 245 of the report of the examination. The Inspector's report can be found here: <https://www.barnsley.gov.uk/media/9746/inspectors-report-on-the-examination-of-the-barnsley-local-plan.pdf>
This shortfall therefore increases the net requirement for the period 2020/2021 to 2024/2025 by 605 dwellings.

Housing Delivery Test and NPPF Buffer

- 3.5 To 'ensure choice and competition in the market for land', the NPPF requires local authorities to bring forward at least an additional 5% of the net housing requirement from later in the plan period or a 20% buffer where delivery has fallen below 85% of the housing delivery test requirement. Although the Council has backlog against the annualised average local plan target of 1,134 net additional dwellings per year, this figure is a much more ambitious target

than the Housing Delivery Test requirement, which ranges between 800 and 900 homes a year

Table 2 – Barnsley Housing Delivery Test Figures

Year	Homes required	Homes delivered	2019 Measurement
2018	2,480	2,565	103%
2019	2,600	2,847	110%

This table demonstrates that Barnsley is comfortably exceeding the Housing Delivery Test target with performance improving from 103% to 110% last year. On this basis, in accordance with the current NPPF, a 5% buffer is applied to establish the 5 year housing requirement (6,590 dwellings at 1318 per year). For completeness, a table has also been included showing the implications of a 20% buffer.

Table 3: Housing Requirement 2020/21 to 2024/25

Liverpool method 5% buffer

Year	Net requirement	Adjusted net requirement (Backlog 14/15 – 19/20)*	5% NPPF Buffer	Actual Net Requirement
2020/21	1134	1255	63	1318
2021/22	1134	1255	63	1318
2022/23	1134	1255	63	1318
2023/24	1134	1255	63	1318
2024/25	1134	1255	63	1318
Total	5670	6275	315	6590

*calculated as 1573 divided by 13 (remaining years in plan period) = 121dpa
 5% buffer 62.75 rounded up to 63
 Net requirement 1317.75 rounded up to 1318

Table 4: Housing Requirement 2020/21 to 2024/25

Liverpool method 20% buffer

Year	Net requirement	Adjusted net requirement (Backlog 14/15 – 19/20)*	20% NPPF Buffer	Actual Net Requirement
2020/21	1134	1255	251	1506
2021/22	1134	1255	251	1506
2022/23	1134	1255	251	1506
2023/24	1134	1255	251	1506
2024/25	1134	1255	251	1506
Total	5670	6275	1255	7530

*calculated as 1573 divided by 13 (remaining years in plan period) = 121dpa

20% buffer 251
Net requirement 1506

4.0 The 'Deliverable' Supply

Overall Supply

- 4.1 The NPPF is clear that sites in the forward supply need to be assessed for 'deliverability'. The glossary of the NPPF expands on this and states that:

Deliverable: *To be considered deliverable, sites for housing 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. In particular:*

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*
- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.*

- 4.2 This definition has been taken into account when assessing sites for 'deliverability' and this is expanded upon in the relevant sections below.

Local Plan allocations

- 4.3 Some general assumptions have been made for Local Plan allocations. Sites below 20 ha will be built out at 40 dwellings per year. For sites over 20ha it has been assumed that these are likely to be built out by at least two developers and will contribute 80 dwellings per year. Higher build out rates have been assumed on some of the mixed use sites given they are larger in scale. For site allocations that were formerly Green Belt, it has been assumed that they will not come forward until at least year three following Local Plan adoption. Where these assumptions have been departed from will relate to landowner evidence, agreements made at the Local Plan examination or other updated evidence.

Sites with planning permission for 10 dwellings or more

- 4.4 The NPPF is clear that sites with planning permission should be considered deliverable until the permission expires unless there is clear evidence that they will not be implemented in the five year period.
- 4.5 To ascertain if there was evidence that any of these sites would not be delivered, analysis was undertaken on the sites. Where private market housing sites were commenced, an estimate was made on how many dwellings would be delivered based on recent delivery and advice from local agents and developers in accordance with Planning Practice Guidance. For

RSL / Local Authority applications it was assumed all dwellings would be delivered in 5 years. Land owners of Local Plan allocations and sites with planning permission were contacted to see if they had information that would inform the housing trajectory. Where a relevant response has been sent the trajectory has been adjusted accordingly.

- 4.6 For planning applications not commenced, and for stalled sites, contact was made with applicants and / or landowners by the Housing Growth Team who then assessed likely delivery based on response.
- 4.7 Non commenced /stalled sites were then subject to a final agreement on delivery by an Officer Assessment Group formed to assess each site based on local knowledge.

Sites with planning permission for fewer than 10 dwellings

- 4.8 It is not practical to assess deliverability on small sites with less than 10 dwellings on a site by site basis therefore an evidentially derived discount has been used. Using past completion data it has been assumed that 100 dwellings per annum will be completed per annum on small sites.

Windfall Allowance

- 4.9 The NPPF, at paragraph 70, states that local planning authorities may make an allowance for windfalls in their 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'. It is important to consider the NPPF definition of windfalls in relation to this paragraph as 'sites which have not been specifically identified as available in the local plan process'.

Para 70 NPPF

Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will 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. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.

- 4.10 Windfalls have historically comprised a significant element of completions in the borough and it is reasonable to include an allowance in the five year supply. Taking account of the NPPF windfall definition, a methodology has been devised which calculates an evidence based windfall allowance.
- 4.11 The number of full and reserved matters windfall dwellings (as defined in the NPPF) granted, on new sites, in the last 10 years is shown below:

Table 4: Windfall dwellings (Full and Reserved Matters)

Year granted	Windfall Dwellings
2007/08	1371
2008/09	572
2009/10	686
2010/11	709
2011/12	611
2012/13	508
2013/14	325
2014/15	194
2015/16	386
2016/17	446
2017/18	319
2018/19	430
2019/20	207

Total granted over 5 years 2015/16 – 2019/20 $1788/5 = 357.6$ per annum

4.12 The methodology takes an average of the last five years to arrive at an estimate that 358 windfalls will be granted each year up to 2024/25. Evidence shows what percentage of windfalls granted were built out in the subsequent 5 years (Build Out % in the table below). When this is applied cumulatively 45.8% of those granted in the first year were built out in 5 years, 43.3% of those granted were built out in 4 years, 39.4% in 3 years, 36.2% in 2 years and 21.3% in 1 year. When these percentages are applied to the annual 358 windfall figure we get a total of 666 new windfall dwellings expected over the next five years. This is demonstrated in the table below.

Table 5 Build out rates

Year	Windfalls	Yearly Build Out					Build out %	Build out
		2020/21	2021/22	2022/23	2023/24	2024/25		
2020/21	358	76.201	53.197	11.502	14.378	8.627	21.3	163.904
2021/22	358		76.201	53.197	11.502	14.378	14.9	155.277
2022/23	358			76.201	53.197	11.502	3.2	140.900
2023/24	358				76.201	53.197	4.0	129.398
2024/25	358					76.201	2.4	76.201
Totals		76.201	129.398	140.900	155.277	163.904		665.679

4.13 Calculating the number of windfall outline planning permissions on new sites is more difficult, but based on the last 5 years data a total of 159 dwellings have been completed, which gives an average of 31.8 dwellings.

Table 6: Windfall dwellings (Outline)

Dwellings under

year granted	Windfall Dwellings
2007/08	571
2008/09	236
2009/10	39
2010/11	161
2011/12	33
2012/13	40
2013/14	158
2014/15	13
2015/16	40
2016/17	18
2017/18	6
2018/19	80
2019/20	15

- 4.14 At the Local Plan Examination it was agreed that a figure of 200 dwellings would be assumed as a windfall allowance across the plan period for the villages. For this five year supply period a windfall allowance figure of 53 has been calculated. This is calculated by dividing 200 by 19 (the number of years in the plan period 2014-2033). This figure is then multiplied by 5 to get the village windfall allowance for 2020/21-20.
- 4.15 The total windfall allowance for this five year supply period is 698, with a further windfall allowance of 53 included for villages.

Construction

- 4.16 Dwellings under construction are included in the supply and treated the same as planning permissions.

Conclusions on the 'Deliverable' Supply

- 4.17 Figure 1 below summarises the 5 year supply situation in Barnsley for 2020/21 to 2024/25.

Figure 1

5 Year Supply Summary	
Category	'Deliverable' Dwellings
Planning Permissions > 10 Dwellings	861
Permissions < 10 Dwellings (assumption)	500
Local Plan Allocations and planning permissions on local plan allocations	5,662
Windfall Allowance	698
Windfall Allowance Villages	53
5 Year 'Deliverable' Supply Total	7774

Predicted Losses	135*
5 Year 'Deliverable' Net Supply Total	7639

*Predicted losses arrived at by calculating the average of losses from the last 5 years of the plan period set out in table 1. That gives a figure of 27 per annum which is then multiplied by 5.

5.0 Overall Conclusion

- 5.1 Section 3 lays out the methodology used by the Council to arrive at the net target for the 2019/20 – 2023/24 period and the supply of dwellings that can be demonstrated to be deliverable in that period. 7639 net dwellings can be delivered against a target of 6590 net dwellings with a 5% buffer. This equates to 5.8 years supply, (5.1 years supply against a 20% buffer).
- 5.2 The Council can therefore currently demonstrate a supply of specific, deliverable sites sufficient to meet the borough's housing target.

Appendix 1 Housing Trajectory as at July 2020