**Summary of the Council’s five year land supply position**

The Council estimates for the purposes of this appeal, that it has a 3.7 year housing land supply as at 1 April 2024. However, it is acknowledged that Barnsley’s Housing Delivery Test 2023 measurement, published on 12 December 2024 was 84%. As such a 20% buffer should be applied to the five year supply in line with paragraph 78b of the revised NPPF. Applying the 20% buffer would equate to an estimated supply of 3.1 years.

**Background**

The Council’s estimated housing land supply position has been determined making use of the methodology for assessing its deliverable five year housing land supply set out in the Barnsley Five Year Deliverable Housing Land Supply Report (April 2021-March 2026).

**Housing Requirement**

The Council considers that the baseline housing requirement for the period 2024/25 to 2028/29 is 7680 dwellings, having accounted for shortfall in housing delivery against housing requirement since the start of the plan period. However, it is acknowledged that Barnsley’s Housing Delivery Test 2023 measurement, published on 12 December 2024 was 84%. As such a 20% buffer should be applied in line with paragraph 78b of the revised NPPF. This results in an estimated housing requirement of 9215 dwellings.

**Housing Supply**

The table below summarises the estimated five year supply situation in Barnsley for the period 2024/25 to 2028/29.

**Barnsley Five Year Supply Summary (2024/25 to 2028/29)**

|  |  |
| --- | --- |
| **Five Year Supply Summary** | |
| **Category** | **Deliverable Dwellings** |
| Non allocated planning permissions > 10 dwellings | 217 |
| Non allocated planning permissions < 10 dwellings (assumption) | 310 |
| Local Plan allocations and planning permissions on local plan allocations | 4595 |
| Windfall Allowance | 631 |
| Five Year Deliverable Supply Total | 5753 |
| Predicted Losses | 45 |
| **Five Year Deliverable Net Supply Total** | **5708** |

The Council’s five year land supply position

1. The Council’s estimated housing land supply position has been determined making use of the methodology for assessing its deliverable five year housing land supply set out in the Barnsley Five Year Deliverable Housing Land Supply Report (April 2021-March 2026). The methodology is not repeated in full here. The following paragraphs provide updated information with regard to the base date of 1 April 2024.

Housing Requirement

1. The Council considers that the housing requirement for the period 2024/25 to 2028/29 is 9215 dwellings, having accounted for shortfall in housing delivery against housing requirement since the start of the plan period and consideration of whether an additional buffer should be applied.

**Approach to dealing with shortfall**

1. Table 1 below sets out net housing completions compared to annual housing requirement from the start of the plan period.

**Table 1: Net housing completions April 2014 – March 2024**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Year** | **Gross dwellings** | **Losses** | **Net requirement** | **Net completions** | **Difference between requirement and delivery** |
| 2014/15 | 644 | 22 | 1134 | 622 | -512 |
| 2015/16 | 740 | 34 | 1134 | 706 | -428 |
| 2016/17 | 872 | 16 | 1134 | 856 | -278 |
| 2017/18 | 1037 | 29 | 1134 | 1008 | -126 |
| 2018/19 | 1028 | 40 | 1134 | 988 | -146 |
| 2019/20 | 1066 | 15 | 1134 | 1051 | -83 |
| 2020/21 | 595 | 7 | 1134 | 588 | -546 |
| 2021/22 | 593 | 4 | 1134 | 589 | -545 |
| 2022/23 | 692 | 11 | 1134 | 681 | -453 |
| 2023/24 | 643 | 7 | 1134 | 636 | -498 |
| **Total** | | | | | **-3615** |

1. Table 1 shows that there has been a shortfall of 3615 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’. The Liverpool method was determined appropriate by the Local Plan Inspector at paragraph 245 of the report of the examination.
2. This equates to an additional 402 dwellings per annum being added to the remaining 9 years of the plan period. This shortfall therefore increases the net requirement for the period 2024/2025 to 2028/2029 by 2010 dwellings.

**Housing Delivery Test Measurement (Buffer)**

1. Performance against housing delivery test targets dictates the buffer that should be added to the housing requirement, with a 20% buffer required if delivery falls to 85% or below. With Barnsley’s performance for the last published measurement year (2023) at 84%, the targets have been missed for the first time. On this basis, an additional 20% buffer should be added to the five year housing land supply. This equates to an additional 1535 dwellings to be added to the five year housing requirement.

**Overall Housing Requirement calculation**

1. Table 2 below illustrates the housing requirement calculation.

**Table 2: Housing Requirement 2024/25 to 2028/29 - Liverpool method**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Year** | **Net requirement** | **Adjusted net requirement (Backlog 14/15 – 23/24)\*** | **20% NPPF Buffer** | **Actual Net Requirement** |
| 2024/25 | 1134 | 1536 | 307 | 1843 |
| 2025/26 | 1134 | 1536 | 307 | 1843 |
| 2026/27 | 1134 | 1536 | 307 | 1843 |
| 2027/28 | 1134 | 1536 | 307 | 1843 |
| 2028/29 | 1134 | 1536 | 307 | 1843 |
| **Total** | **5670** | **7680** | **1535** | **9215** |

*\*calculated as 3615 divided by 9 (remaining years in plan period) = 402dpa*

Deliverable Housing Supply

1. The Council has estimated that it has a five year deliverable net supply of 5708 dwellings for the period 2024/25 to 2028/29, summarised in table 3 below.

**Table 3: Barnsley Five Year Supply Summary (2024/25 to 2028/29)**

|  |  |
| --- | --- |
| **Five Year Supply Summary** | |
| **Category** | **Deliverable Dwellings** |
| Non allocated planning permissions > 10 dwellings | 217 |
| Non allocated planning permissions < 10 dwellings (assumption) | 310 |
| Local Plan allocations and planning permissions on local plan allocations | 4595 |
| Windfall Allowance | 631 |
| Five Year Deliverable Supply Total | 5753 |
| Predicted Losses\* | 45 |
| **Five Year Deliverable Net Supply Total** | **5708** |

\*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 9 per annum which is then multiplied by 5.

**Local Plan Allocations and Sites with Planning Permission for more than 10 dwellings**

1. The Council has estimated supply from Local Plan allocations (with and without permission) and large non allocated sites with planning permission based on the assumptions set out in Five Year Deliverable Housing Land Supply Report (April 2021-March 2026) and summarized in appendix one. The projections are based on the latest understood position, updated as appropriate following contact with sites applicants/agents and /or landowners and an officer assessment group including colleagues from planning and housing using their local knowledge.
2. Appendix 2 shows an updated housing trajectory (base date 1 April 2024) for Local Plan Allocations (with and without planning permission) and non allocated large sites with planning permission, respectively. The relevant five year supply period is shaded grey.

**Sites with planning permission for fewer than 10 dwellings**

1. 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 as set out in appendix one regarding non implementation rates. Using past completion data, it has been assumed that 62 dwellings per annum will be completed on small sites.

**Windfalls**

1. The Council’s five year land supply includes a predictive windfall allowance amended each year reflecting a rolling five year pattern based on the most recent past performance to ensure robust and up to date. The methodology for calculating the allowance is set out in Five Year Deliverable Housing Land Supply Report (April 2021-March 2026), paragraphs 19 to 24.
2. The number of full and reserved matters windfall dwellings granted, on new sites, in the last five years is shown in table 4 below.

**Table 4: Windfall dwellings (Full and Reserved Matters)**

|  |  |
| --- | --- |
| **Year granted** | **Windfall Dwellings** |
| 2019/20 | 207 |
| 2020/21 | 190 |
| 2021/22 | 352 |
| 2022/23 | 185 |
| 2023/24 | 112 |
| **Annual average of the last 5 years**  Total granted over last 5 years (2019/2020 to 2023/2024) = 1046  1046/5 = 209 five year average | |

1. The methodology takes an average of the last five years to arrive at an estimate that 209 windfalls will be granted each year up to 2028/29. Evidence shows what percentage of windfalls granted were built out in the subsequent 5 years (Build Out % in table 5 below). When this is applied cumulatively 66% of those granted were built out in 5 years, 6% of those granted were built out in 4 years, 6% in 3 years, 2% in 2 years and 2% in 1 year.  When these percentages are applied to the annual 209 windfall figure, we get a total of 624 new windfall dwellings expected over the next five years. This is demonstrated in table 5 below.

**Table 5: Build out rates**

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Year** | **Windfalls** | **Yearly Build Out** | | | | |  |  |
| **2024/25** | **2025/26** | **2026/27** | **2027/28** | **2028/29** | **Build out %**  **(Cumulative)** | **Build out** |
| **2024/25** | 209 | 105.573 | 12.163 | 12.163 | 3.406 | 3.892 | 51 (66) | 137.196 |
| **2025/26** | 209 |  | 105.573 | 12.163 | 12.163 | 3.406 | 6 (64) | 133.304 |
| **2026/27** | 209 |  |  | 105.573 | 12.163 | 12.163 | 6 (62) | 129.899 |
| **2027/28** | 209 |  |  |  | 105.573 | 12.163 | 2 (56) | 117.736 |
| **2028/29** | 209 |  |  |  |  | 105.573 | 2 (51) | 105.573 |
| **Totals** |  | 105.573 | 117.736 | 129.899 | 133.304 | 137.196 |  | 623.708 |

1. Calculating the number of windfall outline planning permissions on new sites is determined by analysis of the number of completions associated with outline planning permissions completed in the last five years. For outline windfalls we assume a much lower total build out rate of 20% is assumed.  This analysis is shown in table 6 below.

**Table 6: Windfall dwellings (Outline)**

|  |  |
| --- | --- |
| **Year Granted** | **Windfall Dwellings** |
| 2019/20 | 15 |
| 2020/21 | 10 |
| 2021/22 | 2 |
| 2022/23 | 3 |
| 2023/24 | 5 |
| **Average of the last five years outline permissions**  Total permissions in the last five years (2019/2024 to 2023/2024) = 35  110/5 = 7 average granted per annum | |

1. Based on the last 5 years data there would be an average of 7 granted per annum. This gives a total of 35 dwellings over the five year period. Assuming a much lower total build out rate of 20% this would give a figure of 7 dwellings.
2. The total windfall allowance assumed for the 2024/25 to 2028/29 five year period is therefore 631 dwellings (634 full and reserved matters + 7 outline windfall dwellings).

**Losses**

1. Predicted losses are amended each year reflecting a rolling 5 year average using the most recent past data to ensure robust and up to date. The average of losses is calculated from the last 5 years of the plan period set out in table 1. That gives a figure of 9 per annum which is then multiplied by 5.

Overall Five Year Housing Supply Conclusion

1. The Councils overall conclusion on five year deliverable housing supply is set out in box 1 below.

**Box 1: Barnsley’s Five Year Housing Supply Position for the period 2024/25 to 2028/29**

**Barnsley’s Five Year Housing Supply Position for the period 2024/25 to 2028/29**

Five year net housing requirement = 9215 dwellings

Five Year deliverable net supply = 5708 dwellings

In conclusion, 5708 net dwellings can be delivered against a requirement of 9215 net dwellings. This equates to 3.1 years supply.

**Appendix 1: Five year housing land supply delivery assumptions**

|  |  |
| --- | --- |
| **Assumptions** |  |
| Delivery rates | Starting point: sites below 20ha 45 dwellings per annum    Starting point: sites over 20ha likely to be built out by at least two developers 90 dwellings per annum.    Higher build out rates have been assumed on some of the mixed use sites given they are larger in scale |
| Pre-build lead-in times | Sites with full planning permission granted after 1 April 2014 will not deliver any dwellings until at least year 2 following grant of permission.    Sites with outline planning permission granted after 1 April 2014 or which are likely to be granted planning permission imminently will not deliver any dwellings until at least year 3 following grant of planning permission.    Former Green Belt sites will not deliver any dwellings until at least year 3 following grant of planning permission.    Delivery on sites with extant planning permission is taken from research carried out as part of the five year supply monitoring taking account of (average) site specific delivery rates, and units under construction as appropriate. |
| Non implementation rates | An evidentially derived discount (60% build out rate) for non-delivery is applied to small sites (under 10 dwellings)    Lapsed permissions are removed at each update. |

**Appendix 2: Housing Trajectory 2024 Update – Local Plan allocations and** **non allocated large sites** **with planning permission** (please see separate PDF document)