Land at Bleachcroft Way, Barnsley

Employment Land Report

Applicant: U and I Group Plc

May 2017

FINAL

Contents

Executive summary 3
1.0 Introduction 6
2.0 Relevant background information 7
3.0 Planning policy context 11
4.0 The supply of employment land and property in Barnsley 22
5.0 Deliverability and marketability 25
6.0 Conclusions and summary 27

Appendices

Appendix 1 – Site location plan
Appendix 2 – Urban Barnsley Available UDP Allocated Sites as of November 2016
Appendix 3 – Emerging Local Plan (Barnsley Urban Area – proposed employment sites)

Executive summary

1. This Employment Land Report has been prepared by Savills (UK) Limited (Savills) on behalf of U and I Group Plc ("the Applicant") in support of an outline planning application for proposed residential development for up to 230 units on 10.38 hectares (ha) of vacant land off Bleachcroft Way, Barnsley, S70 3PA ("the site").

The Development Plan

2. The majority of the site (9.31ha) is allocated for employment uses (Use Class B1, B2 and B8) in the Saved Barnsley Unitary Development Plan (UDP) which was adopted in 2000 under allocation reference BA4/10. The UDP covered a plan-period up to 2001 and is therefore well out of date adopted some 16 years ago. The extant UDP allocations do not therefore reflect today's market requirements for employment land in Barnsley.

The Emerging Development Plan

3. The submitted Barnsley Local Plan Publication Draft 2016 (the emerging Development Plan) proposes to carry over the UDP allocation and re-allocate 9.31 ha of the application site for employment purposes under draft site allocation UB16 (Bleachcroft Way Industrial Estate). This is despite the Barnsley Local Plan Evidence document (prepared by independent consultants Mott Macdonald and Colliers International) concluding that *"…this site is unlikely to appeal to investors and end users* [and that] *the site has better potential as a housing site"*. It is worthy to note that draft allocation UB16 is the only site that Mott MacDonald/Colliers recommend be released for residential purposes due to the location and unattractiveness of the site to the market which has been demonstrated over many years.

4. It is noteworthy that an earlier version of the emerging Local Plan (Additional Consultation from December 2015) proposed a mixed-use allocation of the site and the wider Stairfoot area under draft policy reference AC14. This mixed-use allocation included housing as part of the proposed mix of uses for this site, which the Applicant supported.

5. The Submitted Local Plan Publication Draft makes clear that the Council is aspiring for significant economic growth in the Borough with a proposed job growth of 17,558 jobs over the plan-period to 2033. The Local Plan Publication Draft identifies that the Borough-wide objectively assessed employment land requirement over the Plan-Period is 291ha which includes an allowance of 30% for flexibility to provide the market with choice.

6. Draft policy E2 details the distribution of new employment sites across the Borough. The draft policy proposes 309.4ha of employment land to be allocated borough-wide with 73.7ha in the Urban Barnsley area (9.31ha at Bleachcroft Way Industrial Estate). The Council are furthermore proposing to over allocate the total quantum of allocated employment land in the borough above the objectively assessed requirement of 291ha, by some 18ha.

7. The Applicant makes the point that the Council should only be seeking to allocate land that has the

'sufficiency and suitability' to meet the needs of the Borough and should not be seeking to reallocate land for employment purposes where there is no realistic prospect of it coming forward for development. This reflects the clear Government policy contained in Paragraph 22 of the National Planning Policy Framework (the Framework).

The Employment Land Supply

8. The Barnsley Employment Land Review (ELR) published in December 2016 prepared by the Council is the most up-to-date published document detailing the identified employment land supply in the Borough up until the 2033 (the new Local Plan plan-period).
9. Excluding the 9.31ha at Bleachcroft Way Industrial Estate, the ELR confirms there is 19.3ha of land available in the Urban Barnsley community area on 8 sites.
10. Excluding the 9.31ha at Bleachcroft Way Industrial Estate, Borough wide there is 85.38ha supply of land available on 18 sites.
11. Based on the average take up rate of 4.64ha of employment land take over the past 10 years this equates to some circa 18 years supply of land available to meet historic employment land requirements.
12. The loss of this Site equates to circa 10% of this supply. Its loss in strategic terms is not significant, particularly when the emerging Local Plan anticipates significant growth on the strategic road networks at the key junctions and in the Dearne Valley rather than employment within Barnsley Town.
13. In addition to the allocated employment land there is an existing supply of available EPA UDP allocated land, commercial and office floorspace demonstrates there is an available supply of land and existing premises available to accommodate a range of employment uses of various size that is available on both a freehold and leasehold basis which are widely distributed through the area of search.

Available employment land and premises

14. A review of the Enterprising Barnsley online database of employment land and premises currently being marketed for B1/B2/B8 uses has shown that Borough-wide there is some 20.92ha of industrial land available including 16.11ha in the Urban Barnsley (including the 9.31ha at Bleachcroft Way).
15. There is some 636,119sq.ft of commercial floorspace currently available across 41 sites in the Borough (458,620sq.ft in the Urban Barnsley area on 19 sites).
16. There is also 208,612sq.ft of office accommodation available across the Borough (107,661sq.ft of office accommodation in the Urban Barnsley area).
17. This existing supply of land and floorspace goes to demonstrate there is already a supply of land and existing premises available to accommodate a range of employment uses on both a freehold and leasehold basis which are widely distributed through the area of search. This land must be taken into account when considering the Borough-wide and Urban Barnsley employment land stock

Summary of findings

18. There are a number of locational and on-site characteristics and constraints that impact on the marketability and deliverability of the site for employment uses. This is acknowledged in Mott MacDonald's Barnsley Local Plan Evidence report which informs the emerging Local Plan. This should have been taken into account in the Submitted Publication Draft Local Plan alongside advice in the Framework that the long-term protection of sites allocated for employment use should be avoided where there is no reasonable prospect of the site being used for that purpose, and where markets signals demonstrate that alternative uses are more deliverable.

19. In conclusion, for the reasons set out above this report demonstrates that the release of this site for residential development will not impact on the existing and future employment land supply within the Urban Barnsley community area or across the Borough.

1.0 Introduction

1.1 This Employment Land Report has been prepared by Savills (UK) Limited ("Savills") on behalf of U and I Group Plc ("the Applicant") in support of an Outline Planning Application for up to 230 residential dwellings (Use Class C3) on 10.3 hectares (ha) of land south of Bleachcroft Way, Barnsley, S70 3PA ("the site" "the application site").

1.2 The planning application is made in outline with all matters reserved except for means of access. Appearance, landscaping, layout and scale are reserved for future determination (the reserved matters).

1.3 The proposed access will utilise the existing Bleachcroft Way and Stairfoot Way access roads. No further means of vehicular access is proposed as part of this development.

1.4 The site is vacant scrubland, and the development site provides the opportunity to regenerate this Staircroft area in the short-term providing new and enhanced pedestrian and cycle links to the wider Stairfoot area and surrounding communities.

Purpose of report

1.5 The purpose of this report is to consider the supply of employment land in the borough and in the Urban Barnsley community area to demonstrate that there is sufficient supply of employment land and premises and that the development of land at Bleachcroft Way for residential use will not prejudice the supply of employment land generally or in the Barnsley Urban sub-area locality.

1.6 This report also explains why the on-site characteristics and locational constraints of site demonstrate that it is not viable for employment uses and why the site should be released for residential purposes.

Structure of report

1.7 The Statement is structured as follows:

- Section 2: provides relevant background information providing a description of the site, the statutory designations and the planning history;
- Section 3: considers the planning policy context in terms of national policy and the local planning framework in relation to employment land supply;
- Section 4: assesses the supply of employment land and property in Barnsley assessing the most up-to-date database and considers historical take-up of employment land in the Borough.
- Section 5 – considers the deliverability and marketability of the site for employment uses
- Section 6: concludes and summarises the findings of the report.

2.0 Relevant background information

Site

2.1 The site totals 10.38 hectares (ha) (22.47 acres) of vacant scrubland development land to the south of Bleachcroft Way. The existing site comprises rough grassland with bushes and trees.

2.2 The topography of the site is falls is a west to east direction dropping 20m from 74m Above Ordnance Datum (AOD) from the railway embankment to 54m AOD with some embanked areas throughout the site (generally adjacent to roads).

2.3 Access to the site is taken from the existing Bleachcroft Way and Stairfoot Way stub ends. Bleachcroft Way is a cul de sac off Wombwell Lane, with a one-way system on exit linking with the Stairfoot Gyratory

2.4 There are existing established pedestrian links that connect the application site to the surrounding residential development on Field Lane/Hunningley Lane and the commercial areas of Stairfoot, including the Local Centre (Tesco supermarket).

2.5 The west of the site is bordered by the Sheffield- Barnsley railway lane, whilst agricultural land forms the south eastern boundary beyond a mature hedgerow, which forms the natural boundary to the site.

Site Location and surrounding land uses

2.6 The site is 2.3m south-east of Barnsley Town Centre, 4 miles east of Junction 37 of the M1, 5 miles north-west of Junction 36 of the M1 and 10 miles west of the A1(M).

2.7 Further commercial development (outside of the Applicant's ownership) to the south of Stairfoot Way is currently part let as offices (Use Class B1a).

2.8 To the west of Bleachcroft Way is large retail warehouse and car park which was previously occupied by B & Q. This unit is now vacant and leased to Sainsbury's Supermarkets Limited, who have confirmed that they will not occupy the unit.

Public transport

2.9 The site benefits from high frequency bus services with corridors along both Wombwell Lane and Doncaster Road also offering 15-minute frequency to Barnsley, Rotherham and Doncaster. The nearest bus stops are located on Bleachcroft Way, Wombwell Lane and Doncaster Road approximately 120 metres north of the site.

Statutory Designations

2.10 The Barnsley Unitary Development Plan (UDP) was adopted in December 2000, covering the period 1986-2001. Those remaining Saved Policies in the UDP are therefore well out of date adopted some 16 years ago and only covering a plan-period up to 2001.

2.11 The site is allocated in the UDP as an 'Employment Policy Area' (BA5) and as an 'Employment Proposal' (BA4) and within the Urban Barnsley sub-area of the Borough.

2.12 Policy BA4/10 specifically identifies the land to the south of Bleachcroft Way Industrial Estate as a proposed area for development of employment uses, stating:

> "Two areas zoned industrial on the Barnsley Urban Area Local Plan remain available. The southern area is mostly well contained by existing warehousing development to the north and the embankments of a disused railway and canal to the west and east respectively. The land has a more open aspect to the south where Dob Syke is also the boundary with the Green Belt.
>
> Landscape screening to this boundary and to the footpath along the former canal will be necessary. Some special drainage measures may also be necessary in terms of pumped foul drainage and surface water storage but this would not prevent development. There is a further northern area accessed from Bleachcroft Way. The site stands above the Stairfoot roundabout, a major focus of routes into the east side of the town. As such, any development visible beyond the site boundaries would need to be of a particularly high standard."

2.13 Policy BA5/10 identifies the existing commercial units as an area to be developed in accordance with Policy ED7, stating:

> "Three firms have premises here within a much larger area of employment land. Currently their premises are used for storage, wholesale warehousing and clothing manufacture and distribution."

2.14 Policy ED7: Existing Employment Areas states that areas defined within an Employment Policy Area will remain in employment use and development will only normally be permitted for business, industry, storage and distribution. The aim of the policy is to protect the Borough's stock of employment land in that: "only exceptionally will it be appropriate for an Employment Area to be redeveloped for a use other than those set out in Policy ED7 in order to achieve overall environmental benefits which outweigh the loss of jobs from the site." (Paragraph 2.41).

Emerging Barnsley Development Plan (Barnsley Local Plan Publication Draft)

2.15 The application site is proposed to be reallocated as an Employment site under Policy E3 (plan reference UB16- Bleachcroft Way Industrial Estate 9.3 ha. The site specific policy says:

2.16 The development will be expected to:

> consider the impact on the amenity of the surrounding residential, educational, recreational, community and commercial uses and include appropriate mitigation where necessary;
>
> provide off site highways capacity works at Stairfoot;
>
> retain the wet woodland on the site's southern boundary which forms part of a habitat corridor;
>
> retain the areas of more species-rich grassland within the railway cutting and in the site's north-

eastern corner

provide landscape screening to the sites open southern aspect to the Green Belt which is formed by Dob Syke;

retain the grasslands at the south-west and north-east of the site plus the woodland/stream corridor at its east;

archaeological remains may be present on this site therefore proposals must be accompanied by an appropriate archaeological assessment (including a field evaluation if necessary) that must include the following:

information identifying the likely location and extent of the remains, and the nature of the remains;

an assessment of the significance of the remains;

consideration of how the remains would be affected by the proposed development.

Other considerations

2.17 The site is not located within a Conservation Area, and none of the existing structures are listed. There are no ancient Scheduled Monuments on, or within, the vicinity of the site.

2.18 A review of the Environment Agency's flood map indicates that the site is wholly located within Flood Zone 1 and therefore has a 'low probability' of fluvial flooding as shown, with less than 1 in 1000 annual probability of river flooding in any year (<0.1%).

2.19 There are no trees protected under Tree Preservation Orders on the site.

2.20 There are no other statutory Environmental Designations on the site.

Planning history

2.21 The main application of note is the outline planning application submitted in 2009 for 272 houses (BMBC reference: 2009/0779/PA). This application was refused by the Planning Regulatory Board on the 20th October 2009.

2.22 The three Reasons for Refusal of the application were:

1. *The site is shown allocated as an Employment Proposal in the approved Barnsley UDP and in accordance with Policy ED2, BA4/10 and Supplementary Planning Guidance 23, the site shall be retained for such purposes within use classes B1, B2 and B8 to meet the employment land supply requirements and encourage business, industry and commercial activity and housing development is not normally acceptable on such sites.*
2. *There is no justification for the release of this site for housing to meet immediate RSS and Growth Point Housing Targets as the 5 year deliverable Housing Land Supply is secure. Also the site is not needed to meet longer term housing requirements (the Council have published*

the longer term assessment for deliverable housing sites by way of the Barnsley Strategic Housing Land Availability Assessment 2008-2026).

3. *The site is considered unsuitable for housing being isolated from any existing residential areas and adjacent to existing retail/commercial/employment uses. Therefore the proposal would be incompatible with adjoining uses contrary to policy ED2 and national planning guidance.*

2.23 The application was Appealed (PINS reference APP/R4408/A/09/211599) and was subsequently Dismissed by a Planning Inspector following a Public Inquiry. An Appeal Decision Notice was issued on the 31st March 2010.

2.24 In dismissing the Appeal the Inspector drew a number of conclusions in addressing employment and housing land supply and the suitability of the site for residential development more generally.

2.25 In terms of suitability for employment the Inspector says at paragraph 19:

.....There is no dispute that the site is not well located for access to the strategic road network, and therefore would not appeal to some types of operator seeking such access. In the shorter term the availability of new speculative development and vacancies in existing stock are likely to discourage take up of the appeal site, which the Council rates as being borderline for inclusion in the RSS 'best' category.

2.26 The Inspector was not satisfied that the site was not required for employment purposes. He says at paragraph 25:

....Having regard to the objectives and timescale of the RSS, I consider that there is a reasonable prospect of its development for such use over the period covered by that plan. In the circumstances before me, I assess that the proposal would have a materially harmful effect on the supply of employment land in the Borough by way of loss of employment opportunity in this location.

2.27 Since this Appeal was dismissed there has been a number of material planning changes in circumstance including the abolition of the Yorkshire and Humber Regional Spatial Strategy (RSS), the adoption of the Barnsley Core Strategy on 8th September 2011 and the introduction of the National Planning Policy Framework (the NPPF) which introduces the presumption in favour of sustainable development, particularly where there is a lack of a deliverable five-year housing land supply. Of particular note, the NPPF advised that policies should not protect employment land for the long-term (paragraph 22 of the NPPF), if there is no reasonable prospect of it not coming forward for this purpose.

3.0 Planning policy context

The National Planning Policy Framework (NPPF)

3.1 The NPPF was introduced in 2012 and consolidated national policy and is a relevant material in the determination of all planning applications.

3.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the Development Plan unless material considerations indicate to the contrary. This is the legislative basis by which all planning applications must be determined. Whilst NPPF does not alter this statutory basis for decision making, it is a material consideration in the determination of all planning applications and therefore the key points of relevance to this application have been set out below.

3.3 Paragraph 7 of the NPPF makes clear that sustainability is the 'golden thread' which runs through the decisions making process. In order to be a sustainable proposal the site must be assessed against its environmental, economical and social impact and in doing so demonstrate that it contributes towards a strong, response and competitive economy, supports vibrant, health mix communities and protects and enhances the built and natural environment. There is therefore a presumption in favour of sustainable development.

3.4 Paragraph 14 of the NPPF states:

> *At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.*
>
> *For decision making this means:*
>
> - *Approving development proposals that accord with the development plan without delay; and*
> - *Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
> - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
> - *specific policies in this Framework indicate development should be restricted.*

3.5 Paragraph 15 of the NPPF confirms that development which is sustainable should be approved without delay.

3.6 The NPPF also recognises the need to review existing land use allocations to ensure that the most appropriate and viable land uses are being encouraged

3.7 Paragraph 22 relates specifically to sites allocated for employment land. It states:

> *Planning policies should avoid the long term protection of sites allocated for employment use*

where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

3.8 Paragraph 158 confirms that each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals.

The National Planning Practice Guidance

3.9 Paragraph: 030 (Reference ID: 2a-030-20140306) provides advice on how the current situation in relation to economic and main town centre uses be assessed. It says:

In understanding the current market in relation to economic and main town centre uses, plan makers should liaise closely with the business community to understand their current and potential future requirements. Plan makers should also consider:

- *The recent pattern of employment land supply and loss to other uses (based on extant planning permissions and planning applications). This can be generated though a simple assessment of employment land by sub-areas and market segment, where there are distinct property market areas within authorities.*
- *Market intelligence (from local data and discussions with developers and property agents, recent surveys of business needs or engagement with business and economic forums).*
- *Market signals, such as levels and changes in rental values, and differentials between land values in different uses.*
- *Public information on employment land and premises required.*
- *Information held by other public sector bodies and utilities in relation to infrastructure constraints.*
- *The existing stock of employment land. This will indicate the demand for and supply of employment land and determine the likely business needs and future market requirements (though it is important to recognise that existing stock may not reflect the future needs of business). Recent statistics on take-up of sites should be consulted at this stage, along with other primary and secondary data sources to gain an understanding of the spatial implications of 'revealed demand' for employment land.*
- *The locational and premises requirements of particular types of business.*

- *Identification of oversupply and evidence of market failure (e.g. physical or ownership constraints that prevent the employment site being used effectively, which could be evidenced by unfulfilled requirements from business, yet developers are not prepared to build premises at the prevailing market rents).*

3.10 Paragraph: 031 (Reference ID: 2a-031-20140306) sets out how employment land be analysed. It states:

> *A simple typology of employment land by market segment and by sub-areas, where there are distinct property market areas within authorities, should be developed and analysed. This should be supplemented by information on permissions for other uses that have been granted, if available, on sites then or formerly in employment use.*
>
> *When examining the recent take-up of employment land, it is important to consider projections (based on past trends) and forecasts (based on future scenarios) and identify occurrences where sites have been developed for specialist economic uses. This will help to provide an understanding of the underlying requirements for office, general business and warehousing sites, and (when compared with the overall stock of employment sites) should form the context for appraising individual sites. [Savills emphasis underlined]*
>
> *Analysing supply and demand will allow plan makers to identify whether there is a mismatch between quantitative and qualitative supply of and demand for employment sites. This will enable an understanding of which market segments are over-supplied to be derived and those which are undersupplied.*
>
> *Employment land markets can overlap several local authority areas.*

3.11 Paragraph: 032 (Reference ID: 2a-032-20140306) provides guidance on how future employment trends should be forecast. It says:

> *Plan makers should consider forecasts of quantitative and qualitative need (i.e. the number of units and amount of floorspace for other uses needed) but also its particular characteristics (e.g. footprint of economic uses and proximity to infrastructure). The key output is an estimate of the scale of future needs, broken down by economic sectors.*
>
> *Local authorities should develop an idea of future needs based on a range of data which is current and robust. Authorities will need to take account of business cycles and make use of forecasts and*

surveys to assess employment land requirements.

Emerging sectors that are well suited to the area being covered by the analysis should be encouraged where possible. Market segments should be identified within the employment property market so that need can be identified for the type of employment land advocated.

The available stock of land should be compared with the particular requirements of the area so that 'gaps' in local employment land provision can be identified

Plan makers should consider:

sectoral and employment forecasts and projections (labour demand);

demographically derived assessments of future employment needs (labour supply techniques);

analyses based on the past take-up of employment land and property and/or future property market requirements;

consultation with relevant organisations, studies of business trends, and monitoring of business, economic and employment statistics.

3.12 Paragraph: 033 (Reference ID: 2a-033-20140306) provides guidance on what type of employment land is needed:

3.13 It explains:

The increasing diversity of employment generating uses (as evidenced by the decline of manufacturing and rise of services and an increased focus on mixed-use development) requires different policy responses and an appropriate variety of employment sites. The need for rural employment should not be overlooked.

Labour supply models are based on population and economic activity projections. Underlying population projections can be purely demographic or tied to future housing stock which needs to be assessed separately. These models normally make predictions for a period of 10 to 15 years. Plan makers should be careful to consider that national economic trends may not automatically translate to particular areas with a distinct employment base.

Development Plan

3.14 The current Development Plan for Barnsley consists of:

- The Barnsley Local Development Framework Core Strategy Development Plan Document (2011);
- The Saved Policies of the Barnsley Unitary Development Plan (UDP) (2000);
- The Barnsley Education Sites Development Plan Document (2009);
- The Barnsley, Doncaster and Rotherham Joint Waste Plan (2012).

3.15 The relevant policies contained within the Core Strategy and the Saved Policies in the UDP are considered below. A full assessment of the Development Plan policies is set out in the Planning Statement submitted with this application.

Core Strategy

3.16 Policy CSP 11 (Providing Strategic Employment Locations) sets out the Council's policy on existing and future employment land for the plan-period to 2026 advised that 350ha of land is needed in sustainable locations is required to meet the needs of existing and future industry and business.

3.17 Policy CSP 12 (The distribution of new employment sites) advises that in the region of 130-155ha of the total Borough requirement of 350ha of employment land will be distributed in the Urban Barnsley sub-area.

3.18 Policy CSP 19 (Protecting existing employment land) explains that existing employment land, or land last used for employment purposes will be retained in order to safeguard existing or potential jobs. The redevelopment of employment land and buildings for non-employment uses will only take place if:

Redevelopment would not result in a loss of existing jobs or employment potential; and

there will still be an adequate supply of employment land in the locality.

3.19 The policy goes on to explain that if the above criteria can be satisfied then redevelopment will be allowed where it can be demonstrated that the buildings or land cannot satisfactorily support continued employment use.

The Saved Policies of the Barnsley Unitary Development Plan

3.20 The site is allocated in the UDP as an 'Employment Policy Area' (BA5) and as an 'Employment Proposal' (BA4). Whilst the Core Strategy sets the strategic context and replaces the UDP in this regard, site specific policies / allocations have not yet been progressed and therefore the UDP policies remain valid.

3.21 Policy BA4/10 specifically identifies the land to the south of Bleachcroft Way Industrial Estate as a proposed area for development of employment uses, stating:

"Two areas zoned industrial on the Barnsley Urban Area Local Plan remain available. The

southern area is mostly well contained by existing warehousing development to the north and the embankments of a disused railway and canal to the west and east respectively. The land has a more open aspect to the south where Dob Syke is also the boundary with the Green Belt.

Landscape screening to this boundary and to the footpath along the former canal will be necessary. Some special drainage measures may also be necessary in terms of pumped foul drainage and surface water storage but this would not prevent development. There is a further northern area accessed from Bleachcroft Way. The site stands above the Stairfoot roundabout, a major focus of routes into the east side of the town. As such, any development visible beyond the site boundaries would need to be of a particularly high standard."

3.22 Policy BA5/10 identifies the existing commercial units as an area to be developed in accordance with Policy ED7, stating:

"Three firms have premises here within a much larger area of employment land. Currently their premises are used for storage, wholesale warehousing and clothing manufacture and distribution."

3.23 Policy ED7: Existing Employment Areas states that areas defined within an Employment Policy Area will remain in employment use and development will only normally be permitted for business, industry, storage and distribution. The aim of the policy is to protect the Borough's stock of employment land in that: "only exceptionally will it be appropriate for an Employment Area to be redeveloped for a use other than those set out in Policy ED7 in order to achieve overall environmental benefits which outweigh the loss of jobs from the site." (Paragraph 2.41).

3.24 The UDP sought to allocate 375 ha of new employment land under Policy ED1.

The Emerging Development Plan

3.25 The Council are in the process of preparing a new Local Plan for the Borough to cover the period up to 2033. Once adopted the Local Plan will replace the current Development Plan documents (detailed above).

3.26 The Local Plan Publication Draft was submitted to the Secretary of State in December 2016 following an eight-week Public Consultation which concluded on 19th August 2016. The draft Local Plan covers the plan period 2014 – 2033. Stage 1 of the Examination in Public Hearings took place in May 2017. At the time of writing the Inspector is due to report back on the Stage 1 Hearings and will confirm whether she will continue to the Stage 2 Hearings timetabled for July 2017.

3.27 Paragraph 8.7 of the draft Local Plan identified that its objectively assessed employment land requirement is 291ha which includes an allowance of 30% for flexibility to provide the market with choice.

3.28 Policy E2 details the Distribution of New Employment Sites during the Local Plan period. This includes:

Location	Employment Land (ha)
Urban Barnsley	73.7

Cudworth (including Grimethorpe)	18.2
Goldthorpe (Dearne Towns)	80.9
Hoyland	116.8
Penistone	3.3
Royston	0
Wombwell	3.6
Other	12.9
Total	**309.4**

3.29 The application site is proposed to be reallocated as an Employment site under Policy E3 (plan reference UB16- Bleachcroft Way Industrial Estate 9.3 ha).

3.30 The proposed allocation as Bleachcroft Way forms part of the proposed employment land supply in the Urban Barnsley community area (circa 12% of the proposed supply).

3.31 Savills submitted representations to the Publication Draft consultation draft in which we made the point that the Council are proposing to over the total quantum of allocated employment land in the borough above the objectively assessed requirement of 291ha, by some 18ha. This was a matter also highlighted by the Inspector at the Stage 1 Hearings.

3.32 We also highlighted in our representations that the Council should only be seeking to allocate land that has the sufficiency and suitability to meet the needs of the Borough and should not be seeking to reallocate land for employment purposes where there is no realistic prospect of it coming forward for development which reflects the advice in Paragraph 22 of the NPPF.

The Local Plan Additional Consultation (December 2015)

3.33 Savills of land for the Site and the wider Stairfoot area under draft policy reference AC14 (Land at Bleachcroft Way, Stairfoot) which included housing as part of the mix of uses for this area in the Barnsley Local Plan Additional Consultation which took place December 2015.

Other material considerations

3.34 The Council has published a range of supporting evidence base documents alongside the submitted Barnsley Local Plan Publication Draft in relation to the provision of employment land. This includes:

- Barnsley Metropolitan Borough Council Employment Land Review (December 2014)
- Employment Background Paper – Version 2016
- Barnsley Local Plan Evidence – Employment Land – April 2016
- Employment Site Assessment Criteria

Barnsley Metropolitan Borough Council Employment Land Review (December 2016) – prepared by BMBC

3.35 The Council's most up to date position on employment land supply is set out in the Employment Land Review (December 2016). This review has been undertaken to inform the preparation of the Barnsley

Local Plan and identifies employment land supply in the Borough up until the 2033 (the new Plan plan-period).

3.36 It is understood that a new Employment Land Review for 2016 will be published when the Local Plan Publication Draft is submitted to the Secretary of State.

3.37 Paragraph 5.3 advises that past take-up of employment land in the 15 year period (1999/2000 to 2013/14) 145.4ha of land has been developed for B class uses.

3.38 Paragraph 5.7 also advises that the Barnsley Development Agency (BDA) have recorded over 800 successful property enquires which equates to the occupation of 4,587,328 of Industrial Floor-space (sq.ft.) and 412,668 of Office Floor-space taken (sq.ft).

3.39 The ELR advises that the 'employment land stock' is made up of land which was allocated in the Unitary Development Plan (UDP) for employment use which includes (i) UDP Employment Proposal, (ii) Area of Investigation for Employment Use or (iii) Employment Policy Area (EPA) allocations (paragraph 6.2).

3.40 Paragraph 6.3 advises that approximately 420 Ha of land was allocated in the UDP as either Employment Proposal or Area of Investigation for Employment Use and as of June 2013, approximately 420 Ha of EPA land remained in or available for employment/ economic development use.

3.41 Paragraph 6.5 advises that whilst all three of the UDP employment allocations form the 'employment land stock', only land with a (i) UDP Employment Proposal or (ii) Area of Investigation for Employment Use that remains undeveloped is regarded as forming the Borough's current employment land supply. As of August 2016 121.84ha of (i) Employment Proposal and (ii) Area of Investigation for Employment Use land remained undeveloped

3.42 The ELR concludes that there is 121.84ha of land available Borough wide with a supply of 26 sites made up of available extant UDP (i) Employment Proposal and (ii) Area of Investigation for Employment Use allocations which includes the remaining 9.31ha of available land at Bleachcroft Way industrial Estate. The total quantum of employment land identified in the Urban Barnsley area is 32.84ha (Table 8).

3.43 The ELR also concludes that of this supply 27.15ha is considered no longer suitable for employment use (including 5.23ha of UDP allocations in the Urban Barnsley Area). The ELR suggests that the existing supply of UDP allocations suitable to be taken forward is 94.69ha.

3.44 Whilst (iii) EPA UDP allocated sites are not included in the employment land supply the ELR does acknowledge that these sites are regarded as forming part of the 'employment land stock' (paragraph 6.16) which provide existing jobs and businesses.

3.45 It is the Applicant's view that this does not therefore provide an accurate record of the existing employment land supply as a number of the EPA allocated sites are still available for use and this stock should be acknowledged as forming part of the employment land supply to be carried over into the new Local Plan.

3.46 Section 8 of the ELR presents the potential growth scenarios for future job growth in the new plan period to 2033.

3.47 Growth Scenario 1: is the standard policy baseline which proposes creating 12,555 jobs which would equate to 141.96ha of employment land (including a margin of 30%)

3.48 Growth Scenario 2: Jobs and Business Plan Aspirations propose 17,558 jobs over the plan period which equates to a requirement for 291.2ha of future employment land (including a margin of 30%).

3.49 Growth Scenario 3: proposes providing sufficient land to meet the historic employment land take-up. A total of 145.4ha of land has been developed for B class uses over the past 15 years. This equates to an average take up of 9.69 ha per year. Multiplying this by the Local Plan plan-period (19 years) gives an employment land requirement of 184.2ha.

3.50 Paragraph 8.20 confirms that the Growth Scenario 2 is the preferred growth strategy for significant economic growth, which identifies an employment land requirement of 291.2ha. Based on this scenario the land requirement broken down by B class use would be as follows:

3.51 Conclusion 8.20 In view of the Council's aspirations for significant economic growth it is recommended that Growth Scenario 2 which identifies an employment land requirement of 291.2ha should be pursued. Based on this scenario the land requirement broken down by B class use would be as follows:

Use class	Land requirement
B1a Office	40.8 Ha
B1b/c, B2 Industry	125.8 Ha
B8 Shed	3.5 Ha

3.52 The conclusions of Part 3 of the ELR advises that the objectivity assessed employment land requirement is 291.2ha (paragraph 9.1). Paragraph 9.2 advises that of the existing supply 112.7ha from the extant UDP allocations is considered suitable for more detailed assessment.

Criteria approach

3.53 Paragraph 9.3 advises that existing UDP and potential new sites were assessed and scored against a range of criteria under the themes: Meeting employment needs, Accessibility, Deliverability, Location, Environment and Amenity. Each theme was given an equal weight.

3.54 Land at Bleachcroft Way Industrial Estate is considered against the site assessment criteria and scores 105 out of 200.

3.55 Table 17 details the proposed employment land portfolio required to meet the objectively assessed employment land requirement of 291.2ha. Paragraph 9.8 confirms that the total quantum of land proposed for employment allocation – 306.53ha- exceeds the total requirement. Paragraph 9.8 further explains that the purpose for this proposed over allocation is to enable the allocation of a suitable area of the D1 Land South of Dearne Valley Parkway site at Goldthorpe. This site, regarded as a unique and important addition to the employment land portfolio as its relatively flat topography means it is capable of

accommodating large floor plate buildings.

3.56 Table 17 identifies 9.31ha of land as forming part of the proposed employment land portfolio in the Urban Barnsley area.

3.57 The report includes a review of historic take up of employment land. The greatest demand (as recorded by Barnsley Development Agency) has been for industrial units (2,000-5,000 Sq ft) and office units up to 1,000 Sq ft. However, this conflicts with the 'Commercial Property Review of Barnsley' undertaken for the Council in November 2013, which found that demand for offices in the borough is 'generally weak'. An 'Industrial/Logistics Market Review' report prepared for the Council in 2014 concludes that there are opportunities for Barnsley to grow this sector, noting that its proximity to the M1 is a key consideration for large industrial occupiers.

Employment Background Paper – Version 2016 (prepared by BMBC)

3.58 Section 6.0 sets out the objectively assessed employment land requirements for the Borough. Paragraph 6.3 confirms that the Council is aspiring for significant economic growth in the Borough which proposes job growth of 17,558 jobs over the plan period which equates to a total employment land requirement of 291.4ha. This figure includes 67.2ha for a margin of choice of 30%.

3.59 Paragraph 6.6 acknowledges that the Council is proposing to allocated 18ha more that the objectively assessed requirements. The rationale for this being to "achieve the optimum portfolio of sites in terms of a mix of sizes".

3.60 The identification of 98.4ha of reserved land adjacent to site D1 at Goldthorpe provides that Council with sufficient land should large scale use requirements (for B2 and B8 uses) come forward and is a more appropriate location for such uses.

3.61 Section 9.0 of this document says that Site UB16 (Bleachcroft Way Industrial Estate) "....has not been attractive as an employment location, and failed as retail, in the past. Local Plan policy E5 sets out that B1, B2 and B8 uses will be acceptable on proposed employment land allocations".

Barnsley Local Plan Evidence – Employment Land – April 2016 (prepared by Mott MacDonald)

3.62 This report provides a consolidated evidence base, including market intelligence, to assess the quantum of employment land required to meet the Borough's economic aspirations and to assess whether there is and will be market demand for the quantum, type and location of employment sites proposed to be allocated through the Local Plan based on research undertaken during February and March 2016.

3.63 Appendix B of this report provides a site –by site assessment market demand assessment. In relation to Site UB16 (Bleachcroft Way Industrial Estate). Mott MacDonald makes that following comments on the development constraints and environmental issues with the proposed allocation:

> "*Possible land contamination...This site is unlikely to appeal to investors and end users. The site has better potential as a housing site*"

3.64 Furthermore, Mott MacDonald state that:

"*This site has not been an attractive employment location and failed as retail in the past*".

3.65 It is worthy to note that Site UB16 is the only site that Mott MacDonald/Colliers are recommending to be released for residential purposes due to the location and unattractiveness of the site to the market which has been demonstrated over many years.

3.66 Paragraph 3.7 advises that the take up of employment floor space over the a ten year period between March 2005 to March 2015 totalled 4,999,996sq.ft (46.4ha) Industrial 4,587,328 sq. ft. (92%) Office 412,668 sq. ft. (8%). This equates to some 4.64ha of employment land take up over a 10 year period. This reflects paragraph 5.7 from the ELR.

Employment Site Assessment Criteria (prepared by BMBC)

3.67 The Council has re-issued the Employment Site Assessment Criteria previously included in the appendices of the ELR (as detailed above). The matrix against all those sites proposed to be allocated for employment purposes. The site assessment indicators includes: Meeting employment needs; accessibility, deliverability, location; environment; amenity; and other. Within each indicator are a number of subset criteria. Each theme was given an equal weight.

3.68 Proposed allocation UB16 Bleachcroft Way provides a total score of 108 out of a total of 200. The site is the second highest scoring site in terms of the site assessment criteria in the proposed employment allocations in the Urban Barnsley sub-area. It is noted that an increased scoring for this site has been given from when the site was scored in the draft ELR.

3.69 We disagree with the site scoring of this site in relation to the market strength of this site as this does not reflect the Mott MacDonald evidence base document which makes clear the site is not an attractive employment location and is unlikely to appeal to investors and employment occupiers.

3.70 We further dispute the assessment in relation to approximate preparation costs, which would be significant if a large B8 end users was to be accommodated on this site owing to the need for re-levelling work.

3.71 It also should be noted that this site scores well when considering the suitability of this site for housing when considered against the PAN 30 checklist, which promotes the delivery of sustainable housing sites.

4.0 The supply of employment land and property in Barnsley

4.1 The following sources have been considered to obtain a comprehensive list of the employment land availability in Barnsley Council:

- Employment Land Review – December 2016 (prepared by BMBC);
- Employment Background Paper – Version 2016 (prepared by BMBC);
- Barnsley Local Plan Evidence – Employment Land – April 2016 (prepared by Mott MacDonald with Colliers International);

4.2 In addition, we have undertaken our own on-site assessments of the extant UDP allocations in the Urban Barnsley Area.

4.3 The application site falls within the Barnsley Urban Area as defined in the Barnsley Core Strategy and in the Local Plan Publication Draft.

4.4 For the purpose of this assessment, employment land supply in the Barnsley Urban Area has been considered as well as the implications of supply across the borough.

The employment land supply

4.5 The ELR advises that the 'employment land stock' is made up of land which was allocated in the Unitary Development Plan (UDP) for employment use which includes (i) UDP Employment Proposal, (ii) Area of Investigation for Employment Use or (iii) Employment Policy Area (EPA) allocations.

4.6 The ELR concludes that there is 121.84ha of land available Borough wide with a supply of 26 sites made up of available extant UDP (i) Employment Proposal and (ii) Area of Investigation for Employment Use allocations which includes the remaining 9.31ha of available land at Bleachcroft Way industrial Estate. The total quantum of employment land identified in the Urban Barnsley area is 32.84ha.

4.7 The ELR also concludes that of this supply 27.15ha is considered no longer suitable for employment use (including 5.23ha of UDP allocations in the Urban Barnsley Area) and suggests the existing supply of UDP allocations in 94.69ha.

4.8 It is important to note that EPA UDP allocated sites are not included in the employment land supply but is regarded as forming part of the 'employment land stock'. It is the Applicant's view that this does not therefore provide an accurate record of the existing employment land supply as a number of the EPA allocated sites are still available for use and this stock should be acknowledged as forming part of the employment land supply to be carried over into the new Local Plan.

The Emerging Development Plan

4.9 The Local Plan Publication Draft makes clear that the Council is aspiring for significant economic growth

in the Borough with a proposed job growth of 17,558 jobs over the plan-period to 2033. The Local Plan Publication Draft identifies that the Borough-wide objectively assessed employment land requirement over the Plan-Period is 291ha which includes an allowance of 30% for flexibility to provide the market with choice. The emerging Local Plan and the level of employment growth proposed has not been tested at an independent examination and therefore should only be afforded some weight in establishing the baseline employment land position.

4.10 Draft policy E2 details the distribution of new employment sites across the Borough. The draft policy proposes 309.4ha of employment land to be allocated borough-wide with 73.7ha in the Urban Barnsley area (9.31ha at Bleachcroft Way Industrial Estate). The Council are furthermore proposing to over allocate the total quantum of allocated employment land in the borough above the objectively assessed requirement of 291ha, by some 18ha.

4.11 The Applicant makes the point that the Council should only be seeking to allocate land that has the sufficiency and suitability to meet the needs of the Borough and should not be seeking to reallocate land for employment purposes where there is no realistic prospect of it coming forward for development. This reflects Government policy contained in Paragraph 22 of the National Planning Policy Framework (the Framework).

4.12 In addition, we make the point that the provision of a 30% buffer within the 291ha to allow for flexibility to provide the market with choice, should only include sites which only have a realistic prospect of coming forward and should not simply be included as providing choice.

Historical take up of employment land

4.13 Paragraph 5.3 of the ELR advises that past take up of employment land in the 15 year period (1999/2000 to 2013/14) 145.4ha of land has been developed for B class uses. This equates to an average take up of 9.69ha per year.

4.14 The Barnsley Local Plan Evidence document advises (at paragraph 3.7) that the take up of employment floor space over the a ten year period between March 2005 to March 2015 totalled 4,999,996sq.ft (46.4ha) Industrial 4,587,328 sq. ft. (92%) Office 412,668 sq. ft. (8%). This equates to some 4.64ha of employment land take up over a 10 year period.

4.15 Based on this level of take up over the past 10 years those remaining UDP (i) Employment Proposal and (ii) Area of Investigation for Employment Use allocations considered suitable to be carried over for employment use in the new Local Plan (94.69ha) has the ability to provide 20.4 years supply.

4.16 This is before the new Local Plan Employment allocations come forward and does not take into account EPA allocation and existing land and premises currently being marketed for employment uses, which further increases the overall supply.

Available employment land and premises

4.17 A review of the Enterprising Barnsley online database provides details of available employment land and

premises being marketed for B1/B2/B8 uses.

4.18 As of 29th November there is some 20.92ha of industrial land available borough-wide, including 16.11ha in the Urban Barnsley (including the 9.31ha at Bleachcroft Way).

4.19 There is 636,119sq.ft of commercial floorspace currently available across 41 sites in the Borough (458,620sq.ft in the Urban Barnsley area on 19 sites).

4.20 There is also 208,612sq.ft of office accommodation available across the Borough (107,661sq.ft of office accommodation in the Urban Barnsley area).

4.21 This existing supply of available land, commercial and office floorspace demonstrates there is an available supply of land and existing premises available to accommodate a range of employment uses of various sizes that is available on both a freehold and leasehold basis which are widely distributed through the area of search. This supply of land and premises must be taken into account when considering the availability of employment land stock in the Urban Barnsley area and borough-wide.

Summary

4.22 The ELR is the most up-to-date published database on employment land in the borough.

4.23 This confirms that in the Urban Barnsley community sub-area there is 18.3ha of land available on 8 sites which excludes Bleachcroft Way Industrial Estate.

4.24 Borough wide there is 94.69ha of land available with a supply on 18 sites.

4.25 Based on the average take up rate of 4.64ha of employment land take over the past 10 years this equates to some circa 20.4 years supply of land available to meet historic employment land requirements. This is beyond the new Local Plan period to 2033 (i.e. the 19 years from 2014).

4.26 The loss of this Site equates to circa 10% of this supply. Its loss in strategic terms is not significant particularly when the emerging draft Local Plan anticipates significant growth on the strategic road networks at the key junctions and in the Dearne Valley rather than employment within Barnsley Town.

4.27 In addition to the employment land stock there is an existing supply of available EPA UDP allocated land, commercial and office floorspace demonstrates there is an available supply of land and existing premises available to accommodate a range of employment uses of various size that is available on both a freehold and leasehold basis which are widely distributed through the area of search.

4.28 In summary, there remains a considerable supply of employment land and sites available for development, within the Urban Barnsley community area and borough-wide, in terms of location, size and types.

5.0 Deliverability and marketability

5.1 This section of the report considers the deliverability and marketability of the site to come forward for employment purposes

Deliverability

5.2 The site has been identified for employment purposes since-1967 in a variety of Development Plan documents, but has never come forward for this use over this period.

5.3 Bleachcroft Way has a number of disadvantages in its overall strategic location for employment uses (for B1c/B2/B8 uses). The site is is not within close proximity to the motorway network or key 'A' roads with the borough and wider catchment. In a modern economy, the vast majority of employment users, particularly footloose and inward investors want to be where the best communications are. This means by the M1 or Dearne Valley Corridor for industrial and distribution companies or for office accommodation in the town centre.

5.4 The Stairfoot site is on the wrong side of Barnsley. Its location means that it in real terms it is only of interest to local businesses; - businesses which can access the stock of existing industrial units in the area.

5.5 The site's topography severely limits the potential to utilise large scale B2/B8 uses without significant and comprehensive levelling. Such levelling would require very significant engineering solutions (site cut and fill) and would have serious cost implications that impact upon the deliverability of employment development which would reduce a net developable area over which employment could be distributed.

5.6 In qualitative terms it is concluded that due to the characteristics of the site (and its locational constraints) the site is not therefore suitable for a large scale Distribution type warehouse uses. It is also out of centre making it sequentially less preferable to the town centre for office uses within the B1 use class which in any event this use would not be supported in this location from a national planning policy perspective.

Marketability

5.7 The site has been marketed intermittently for a sustained period for employment uses since 1967.

5.8 The site is being marketed by Savills and Smiths Estate Agents. There is general awareness of the site within the market, and the site is advertised on the Barnsley Enterprise database.

5.9 The market for Stairfoot is only likely to come from local requirements for users who want to be in the Barnsley Urban Area. This is a small sub section of employment demand which is already extremely well served particularly with low rent existing stock. There is a corridor of accommodation available from the town centre along Pontefract Road to Oak Grange Lane and out to the sites at Station Lane and beyond to Manvers and Cortonwood.

5.10 As highlighted elsewhere in this report the Council's consolidated evidence base on employment land, including market intelligence, to assess the quantum of employment land required to meet the Borough's economic aspirations confirms that this site "... *is unlikely to appeal to investors and end users. The site has better potential as a housing site*" and further concludes that "*This site has not been an attractive employment location and failed as retail in the past*". We make the point again that this is the only site (in the Local Plan Publication Draft) that independent consultants Mott MacDonald/Colliers are recommending to be released for residential purposes due to the location and unattractiveness of the site to the market which has been demonstrated over many years.

5.11 Paragraph 22, of the NPPF is clear that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. This is highly relevant to the application proposals and we attach very significant weight to this policy. This site has been protected in the long term (over many decades) for employment purposes. The site has been marketed over a sustainable period and has been recognised by an independent Inspector as having limited attractiveness over a long period of time. Significant weight should be attached to these factors.

.

6.0 Conclusions and summary

6.1 This Employment Land Report has been prepared by Savills (UK) Limited (Savills) on behalf of U and I Group Plc ("the Applicant") in support of an outline planning application for proposed residential development for up to 230 units on 10.38 hectares (ha) of vacant land off Bleachcroft Way, Barnsley, S70 3PA ("the site").

The Development Plan

6.2 The majority of the site (9.31ha) is allocated for employment uses (Use Class B1, B2 and B8) in the Saved Barnsley Unitary Development Plan (UDP) which was adopted in 2000 under allocation reference BA4/10. The UDP covered a plan-period up to 2001 and is therefore well out of date adopted some 16 years ago. The extant UDP allocations do not therefore reflect today's market requirements for employment land in Barnsley.

The Emerging Development Plan

6.3 The Barnsley Local Plan Publication Draft 2016 (the emerging Development Plan) proposes to carry over the UDP allocation and re-allocate 9.31 ha of the application site for employment purposes under draft site allocation UB16 (Bleachcroft Way Industrial Estate). This is despite the Barnsley Local Plan Evidence document (prepared by independent consultants Mott Macdonald and Colliers International) concluding that *"…this site is unlikely to appeal to investors and end users* [and that] *the site has better potential as a housing site"*. It is worthy to note that draft allocation UB16 is the only site that Mott MacDonald/Colliers recommend be released for residential purposes due to the location and unattractiveness of the site to the market which has been demonstrated over many years.

6.4 The Local Plan Publication Draft makes clear that the Council is aspiring for significant economic growth in the Borough with a proposed job growth of 17,558 jobs over the plan-period to 2033. The Local Plan Publication Draft identifies that the Borough-wide objectively assessed employment land requirement over the Plan-Period is 291ha which includes an allowance of 30% for flexibility to provide the market with choice.

6.5 Draft policy E2 details the distribution of new employment sites across the Borough. The draft policy proposes 309.4ha of employment land to be allocated borough-wide with 73.7ha in the Urban Barnsley area (9.31ha at Bleachcroft Way Industrial Estate). The Council are furthermore proposing to over allocate the total quantum of allocated employment land in the borough above the objectively assessed requirement of 291ha, by some 18ha.

6.6 The Applicant makes the point that the Council should only be seeking to allocate land that has the sufficiency and suitability to meet the needs of the Borough and should not be seeking to reallocate land for employment purposes where there is no realistic prospect of it coming forward for development. This reflects Government policy contained in Paragraph 22 of the National Planning Policy Framework (the

Framework).

The Employment Land Supply

6.7 The Barnsley Employment Land Review (ELR) prepared by the Council is the most up-to-date published document detailing the identified employment land supply in the Borough up until the 2033 (the new Local Plan plan-period). It should be noted that this is still only in draft form and has no formal status.

6.8 This confirms that in the Urban Barnsley community sub-area there is 18.3ha of land available on 8 sites which excludes Bleachcroft Way Industrial Estate.

6.9 Borough wide there is 94.69ha of land available with a supply on 18 sites.

6.10 Based on the average take up rate of 4.64ha of employment land take over the past 10 years this equates to some circa 20 years supply of land available to meet historic employment land requirements (i.e. beyond the new Local Plan period to 2033).

6.11 The loss of this site equates to circa 10% of this supply. Its loss in strategic terms is not significant particularly when the emerging draft Local Plan anticipates significant growth on the strategic road networks at the key junctions and in the Dearne Valley rather than employment within Barnsley Town.

6.12 In addition to the employment land stock there is an existing supply of available EPA UDP allocated land, commercial and office floorspace demonstrates there is an available supply of land and existing premises available to accommodate a range of employment uses of various size that is available on both a freehold and leasehold basis which are widely distributed through the area of search.

Available employment land and premises

6.13 A review of the Enterprising Barnsley online database of employment land and premises currently being marketed for B1/B2/B8 uses has been undertaken. This has shown that borough-wide there is some 20.92ha of industrial land available including 16.11ha in the Urban Barnsley (including the 9.31ha at Bleachcroft Way).

6.14 There is some 636,119sq.ft of commercial floorspace currently available across 41 sites in the Borough (458,620sq.ft in the Urban Barnsley area on 19 sites).

6.15 There is also 208,612sq.ft of office accommodation available across the Borough (107,661sq.ft of office accommodation in the Urban Barnsley area).

6.16 This existing supply of land and floorspace goes to demonstrate there is already a supply of land and existing premises available to accommodate a range of employment uses on both a freehold and leasehold basis which are widely distributed through the area of search. This land must be taken into account when considering the Borough-wide and Urban Barnsley employment land stock.

Summary of findings

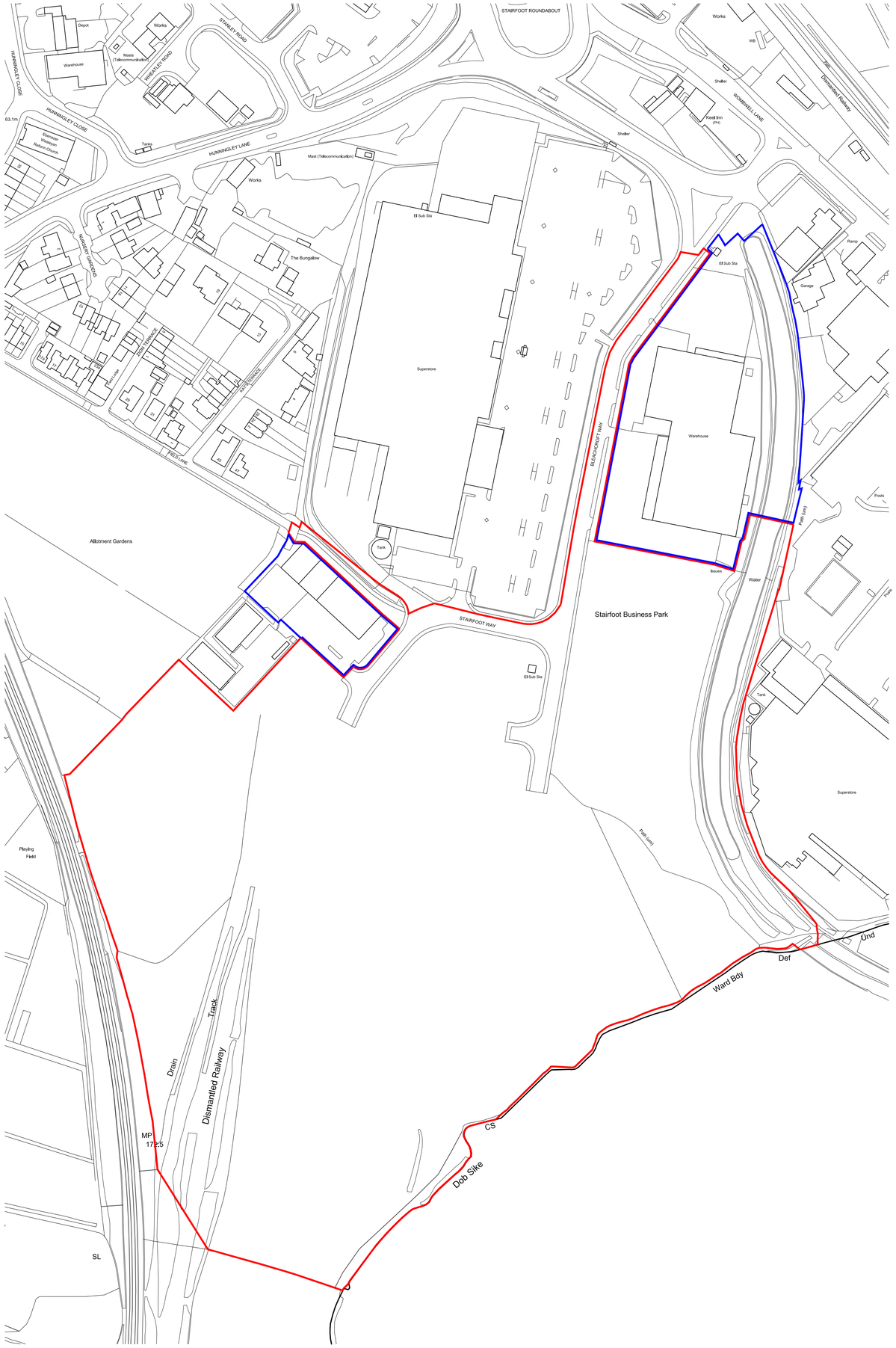
6.17 There are a number of locational and on-site characteristics and constraints that impact on the

marketability and deliverability of the site for employment uses. This is acknowledged in Mott MacDonald's Barnsley Local Plan Evidence report which informs that new Local Plan. This should have been taken into account in the Publication Draft Local Plan alongside advice in the Framework that the long-term protection of sites allocated for employment use should be avoided where there is no reasonable prospect of the site being used for that purpose, and where markets signals demonstrate that alternative uses are more deliverable.

6.18 In conclusion, for the reasons set out above this report demonstrates that the release of this site for residential development will not impact on the existing and future employment land supply within the Urban Barnsley community area or across the Borough.

Appendices

Appendix 1 – Site location plan



Note:
Contractors must verify all dimensions on site before commencing any work or shop drawings. This drawing is not to be scaled. Used figured dimensions only. If in doubt, please call QAD.

N

Site Area:
10.3 Hectares
25.4 Acres

KEY:

Application Boundary

Land in Applicants Ownership

Rev	Note	Revised	Checked

Status
Sketch

Project
Bleachcroft Way, Barnsley
U and I Group Plc

Drawing Title
Site Location Plan

Drawing Size A1

Job No.	Drawing No.	Scale	Revision
16-030	PL01	1:1250	-

Reviewed by IB Drawn by NV Date 11/16

QAD ARCHITECTS
Greenhouse
Beeston Road
Leeds - LS11 6AD
Email - info@qad.co.uk
Web - www.qad.co.uk
T - 0113 331 4700
F - 0113 331 4701

Appendix 2 – Urban Barnsley Available UDP Allocated Sites as of November 2016

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
29	Bleachcroft Way	Bleachcroft Way Industrial Estate Stairfoot Way Stairfoot Barnsley	12	9.42	UB16	Possible land contamination. This site is unlikely to appeal to investors and end users. The site has better potential as a housing site. The site has not been attractive as an employment location and failed as retail in the past.	Existing UDP employment allocation which is regarded as suitable for modern business needs.
5	Junction 37	Capitol Court Dodworth Barnsley	2	9.00	UB8	No development constraints. The site has the potential to accommodate office and business park uses that compliment the existing occupier Finance Yorkshire. This could include B1a, B1b, B1c and B1, or B2 and B8. B1 – 40% B2 – 30% B8 – 30% Timescale – medium term within the next 3 to 10 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park which has good access to the M1. Part of the site benefits from Enterprise Zone status.

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
34	Birthwaite Business Park	Huddersfield Road Darton	2	3.50	UB1	Sloping topography may be an issue. Site would be suited to manufacturing or distribution uses similar to adjacent occupiers which would be B2 or B8. B8 – 100% Timescale - short term within the next 3 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park which has good access to the M1.
37	William Freemans	Tipsey Court Wakefield Road Staincross Barnsley S75 6FZ	2	2.20	Not carried over		
28	East of Grange Lane	Grange Lane Stairfoot Barnsley S71 5AE	13.1	2.18	Not carried over		
8	Claycliffe Business Park	Cannon Way Baugh Green Barnsley S75 1JU	6	1.54	UB3	Limited size of one of the plots could be a constraint. The sites could accommodate uses that match the adjacent land uses including B2 and B8, for example it could accommodate a car show room or drive through. B2 – 25% B8 – 75% Timescale – medium term within the next 3 to 10 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park.

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
9	Claycliffe Industrial Estate (Zenith Park)	Zenith Park Whaley Road Barugh Barnsley S75 1HJ	32	1.30	Not carried over		
25	Beevor Court Business Park	Beevor Court Barnsley S71 1HG	2.2	1.02	Not carried over		
28	East of Grange Lane	Oaks Business Park Oaks Lane Hoyle Mill Barnsley	1	0.94	UB13	Surrounded by low grade industrial units which could affect commercial viability. The site might struggle to attract developers, investors and end users due to the low quality of surrounding units. It could accommodate B2 and B8 uses. B2 – 25% B8 – 75%	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park.
14	Burton Road Business Park	Bromcliffe Park Monk Bretton Barnsley	15	0.74	UB12	No obvious ground contamination of similar constraints. B8 – 100% Timescale - short term within the next 3 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park.
29	Bleachcroft Way Industrial Estate	Sandygate Lane Ardsley Barnsley	5	0.55	Not carried over		

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
9	Claycliffe Industrial Estate Zenith Park	Whaley Road Barugh Barnsley	37.1	0.40	UB5	No development constraints. The site is currently used as car storage and has the potential to be developed as B2 and B8 uses. B2 – 30% B8 – 70% Timescale – long term within the next 10 + years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of an existing Business Park.
TOTAL		12 sites in total			**32.79** hectares		

5 sites (7.25 hecatres) will not be carried over to the emerging Local Plan. 5 sites (7.25 hecatres) will not be carried over to the emerging Local Plan.

Appendix 3 – Emerging proposed Local Plan Sites

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
29	Bleachcroft Way	Bleachcroft Way Industrial Estate Stairfoot Way Stairfoot Barnsley	12	9.42	UB16	Possible land contamination. This site is unlikely to appeal to investors and end users. The site has better potential as a housing site. The site has not been attractive as an employment location and failed as retail in the past.	Existing UDP employment allocation which is regarded as suitable for modern business needs.
5	Junction 37	Capitol Court Dodworth Barnsley	2	9.00	UB8	No development constraints. The site has the potential to accommodate office and business park uses that compliment the existing occupier Finance Yorkshire. This could include B1a, B1b, B1c and B1, or B2 and B8. B1 – 40% B2 – 30% B8 – 30% Timescale – medium term within the next 3 to 10 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park which has good access to the M1. Part of the site benefits from Enterprise Zone status.

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
34	Birthwaite Business Park	Huddersfield Road Darton	2	3.50	UB1	Sloping topography may be an issue. Site would be suited to manufacturing or distribution uses similar to adjacent occupiers which would be B2 or B8. B8 – 100% Timescale - short term within the next 3 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park which has good access to the M1.
8	Claycliffe Business Park	Cannon Way Baugh Green Barnsley S75 1JU	6	1.54	UB3	Limited size of one of the plots could be a constraint. The sites could accommodate uses that match the adjacent land uses including B2 and B8, for example it could accommodate a car show room or drive through. B2 – 25% B8 – 75% Timescale – medium term within the next 3 to 10 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park.

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
28	East of Grange Lane	Oaks Business Park Oaks Lane Hoyle Mill Barnsley	1	0.94	UB13	Surrounded by low grade industrial units which could affect commercial viability. The site might struggle to attract developers, investors and end users due to the low quality of surrounding units. It could accommodate B2 and B8 uses. B2 – 25% B8 – 75%	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park.
14	Burton Road Business Park	Bromcliffe Park Monk Bretton Barnsley	15	0.74	UB12	No obvious ground contamination of similar constraints. B8 – 100% Timescale - short term within the next 3 years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of a successful existing Business Park.
9	Claycliffe Industrial Estate Zenith Park	Whaley Road Barugh Barnsley	37.1	0.40	UB5	No development constraints. The site is currently used as car storage and has the potential to be developed as B2 and B8 uses. B2 – 30% B8 – 70% Timescale – long term within the next 10 + years.	Existing UDP employment allocation which is regarded as suitable for modern business needs. Forms part of an existing Business Park.

Site ID	Name	Address	Plot	Plot Area (hectares)	Local Plan Reference	Mott MacDonald Local Plan Evidence	Local Plan Selection Justification
	Land South of Barugh Green Road			43.2 ***need to check proportion for employment land*	MU1	No development constraints. This site provides a strategic location for access to the M1 and could accommodate a range of uses including warehouses and distribution centres (B8) with the potential for some offices / business park space too (B1c). B2 would also be appropriate. B1 – 50% B2 – 50%	Land forms part of larger Mixed user area (MU1) and is key for achieving the Economic Strategy aspirations for the creation of large business parks in market attractive locations.
TOTAL		8 sites in total		**68.74** hectares			