

Proof of Evidence: Barnsley Five Year Housing Land Supply.

In Respect of Section 78 Appeal: Land north of Hemingfield Road, Hemingfield, Barnsley.

Outline planning application for demolition of existing structures and erection of residential dwellings with associated infrastructure and open space. All matters reserved apart from access into the site.

On behalf of Hargreaves Land Limited, G N Wright, M M Wood, M J Wood and J D Wood

Date: May 2025 | Pegasus Ref: P23-1714PL

LPA Ref: 2024/O122

Appeal Ref: APP/R4408/W/25/3359917

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1. Introduction

- 1.1. This Proof of Evidence relates to Five-Year Housing Land Supply (FYHLS) and has been prepared by Matthew Good, Pegasus Group on behalf of Hargreaves Land Limited, G N Wright, M M Wood, M J Wood and J D Wood ("the Appellant"). It is provided in support of a planning appeal submitted pursuant to Section 78 of the Town and Country Planning Act 1990, concerning land north of Hemingfield Road, Hemingfield, Barnsley (ref: APP/R4408/W/25/3359917).
- 1.2. The appeal follows the decision of Barnsley Metropolitan Borough Council ("the LPA") to refuse an application for full planning permission (LPA ref: 2024/O122) ("the planning application") for development described as follows:

"Outline planning application for demolition of existing structures and erection of residential dwellings with associated infrastructure and open space. All matters reserved apart from access into the site." ("the Proposed Development").

Scope of Proof

- 1.3. This Proof provides a critical overview of the claimed housing land supply within the administrative area of Barnsley Council and considers the following issues:
- i. Review of Five-Year Housing Land requirement
 - ii. Review of all sources of supply
 - iii. Assessment of Five-Year Supply.
- 1.4. The Council's most recently **published** assessment of FYHLS, titled Five-Year Deliverable Housing Land Supply Report¹ was published in December 2021. To date the Council has not identified when it will formerly update its 2021 assessment. The 2021 FYHLS identifies that the Council considered it had a 5.6-year supply of deliverable housing land on 1st April 2021, relating to the 5-year period up to April 2026. Most of this period has now passed and at the time of the inquiry there will only be some 10 months of that 5-year period left.
- 1.5. The Council subsequently produced an updated FYHLS to a base date of 1st April 2024. This 2024 FYHLS, dated July 2024, was provided as a Proof of Evidence by Emma Coveney an officer at Barnsley Council for an appeal at land north of Shaw Lane, Carlton¹ (CD 7.1A and CD 7.1B). This assessment has not been published on the Council's website. While the Council may suggest that the assessment was for the purposes of that inquiry only, it nonetheless identified the Council's most up to date position in relation to five-year land supply at that time. Within its evidence to the appeal the Council conceded that it could not demonstrate a five-year housing land supply (FYHLS) at the base date of the assessment instead suggesting a 3.64-year supply (paragraph 11). It also agreed that the lack of a FYHLS should carry substantial positive weight (paragraph 41).
- 1.6. In allowing the appeal the Inspector (CD 7.1A) in her report, dated 5th September 2024, acknowledged that it was:

¹ APP/R4408/W/24/3341097

“...agreed between the main parties that the Council do not have a 5 year housing land supply. Whilst they do not agree what the current supply is they do both agree that the under provision should be given substantial weight.” (paragraph 5).

- 1.7. The Inspector did not seek to further examine the robustness of the Council’s FYHLS figure.
- 1.8. The Council has subsequently revised its position within an appeal relating to land to rear of Greenland Cottage, High Hoyland Lane, High Hoyland² (CD 7.3A and CD 7.3B). In that case the Council has agreed that it still cannot demonstrate a five-year housing land supply and that its supply has deteriorated to just 3.1-years due to the requirement to include a 20% buffer. Once again, the Inspector notes within their report, dated 21st February 2025, that both parties agreed that the Council cannot demonstrate a five-year supply (paragraph 5).
- 1.9. During the preparation of this Proof the Appellant repeatedly asked the Council if it had updated its position in relation to five-year housing land supply (CD 11.1 and CD 11.2). These requests were made to ensure that both parties were working upon the same base date and on the basis that the Officers Report upon the Proposed Development (CD 2.1) identified at page 8 that the Council was reviewing its five-year housing land supply position but the work had not yet been completed. The Council failed to respond to these requests until the publication of its Statement of Case on 14th April 2025 (CD 9.2).
- 1.10. This Proof utilises the evidence provided by the Council alongside it’s Statement of Case (SoC) (CD 9.2) in relation to this appeal as its starting point. The evidence upon FYHLS provided alongside the **Council’s SoC continues to utilise a base date of 1st April 2024** and in conformity with the appeal at land to rear of Greenland Cottage, High Hoyland Lane, High Hoyland **identifies a 3.1-year supply**.

Witness Background and Particulars

- 1.11. My name is Matthew Good, I am a Senior Director of Planning at Pegasus Group. I have over 25 years’ experience in planning gained through a combination of local authority, private consultancy and representative body employment. This wide-ranging experience has provided me with an in-depth insight into the planning system and expertise in housing land supply and housing need.
- 1.12. I gained a distinction in my Master’s Degree in Town and Regional Planning studied at Leeds Metropolitan University. I am an accredited member of the Royal Town Planning Institute and the Institute of Economic Development.
- 1.13. Pegasus Group is a multi-disciplinary company. We have in-house planners, heritage consultants, transport and infrastructure consultants, urban designers, architects, landscape architects, environmental planners and graphics staff. Pegasus Group provide consultancy services for a variety of developments including residential, commercial, leisure, education, and retail projects throughout the United Kingdom.
- 1.14. My work experience included almost 6-years as the Northern Planning Manager for the Home Builders Federation. During this time, I was closely involved with national, regional and local housebuilders providing me with an excellent understanding of housebuilding, rates of

² APP/R4408/W/24/3347461

housing delivery and obstacles to delivery. This work also included close working relationships with numerous local authorities across the north of England. I was an active member of many housing need and land availability working groups.

- 1.15. Within my current role I lead on housing within our Leeds office, and I am regularly asked to present evidence at planning inquiries and hearings. This evidence is informed by my experience in the sector as well as my project work, which involves dealing with often complex planning matters from concept to implementation.
- 1.16. The evidence which I have prepared and provide for this appeal (APP/R4408/W/25/3359917) is true and is given in accordance with the guidance of my professional institution irrespective of by whom I am instructed, and I confirm that the opinions expressed are my true and professional opinions.

Proof Structure

- 1.17. The remainder of this proof is structured as follows:
- **Section 2** provides the background to this appeal in relation to housing land supply
 - **Section 3** looks at the current housing crisis in England and Barnsley
 - **Section 4** considers current policy context in relation to housing land supply.
 - **Section 5** calculates the housing requirement for the relevant five-year periods.
 - **Section 6** provides a policy context for determining the deliverable supply over the specified time-periods.
 - **Section 7** considers the claimed housing land supply on the 1st April 2024 and provides a critical assessment of the level of supply for the relevant five-year period.
 - **Section 8** provides a calculation of the level of supply in terms of years over the five-year period.

2. Background

- 2.1. This section considers the FYHLS background in relation to this appeal.
- 2.2. The Council's most recently **published** assessment of FYHLS, titled 'Five-Year Deliverable Housing Land Supply Report' was published in December 2021 (2021 FYHLS). Within this report the Council considered it could demonstrate a 5.6-year supply of deliverable housing land on 1st April 2021. The 5-year period for this assessment was April 2021– April 2026. By the time of the Inquiry in this case only some 10 months of that 5-year period will be left.
- 2.3. The Council undertook an internal review of its Local Plan in 2022. At that time Councillors determined that the plan remained fit for purpose and as such a local plan update was not undertaken. Despite the evidence used in the review (2021 FYHLS) being over 17-months old at the time of the review, it formed part of the Council's supporting evidence in relation to its decision not to update the local plan. The Council took this decision without consultation. The Appellant is aware however of representations made by Johnson Mowat, a planning consultancy which works in the borough of Barnsley, on behalf of several developers (and the original agent on this appeal application) relating to the robustness of the Council's evidence on five-year housing land supply and the review process (see appendix 11, Appellant Statement of Case CD 1.10). The Council will have been aware of these representations but they were not considered, responded to or addressed within the Council's Cabinet Report upon the review of the local plan, only the 2021 Council land supply document was, which set out the then perceived supply, as well as the then current extent of under delivery (including an HDT that suggested only a 5% buffer) (CD 5.4 and CD 9.4).
- 2.4. The Appellant submitted their application on land north of Hemingfield Road, Hemingfield, Barnsley in February 2024. At the time of submission, the 2021 FYHLS remained the most recent Council assessment of its housing land supply, this is even though paragraph 77 of the December 2023 NPPF³, required local authorities to **update annually** their five-year supply. The Council has failed to comply with national policy in this regard and at the time of writing continues to fail.
- 2.5. Due to the lack of updates since 2021, the Appellant provided an assessment of the Council's 2021 FYHLS alongside its submission documents for the planning application on land north of Hemingfield Road, Hemingfield, which is the subject of this appeal. In addition, the Appellant also provided an update to the Council's 2021 FYHLS which updated the FYHLS assessment to a base date of 1st March 2023⁴. The 2023 assessment was based upon the best available information, including a Freedom of information request to the Council, in relation to housing permissions, completions and starts within the Barnsley Council administrative area at the time of submission.
- 2.6. The Appellants FYHLS evidence submitted alongside the planning application is included in the Core Documents for this appeal (CD 3.15). In summary the Appellant demonstrated that

³ Being the relevant version at the time of submission and determination of the application.

⁴ This date was chosen as it aligned with the most recent data on housing completions at the time of submission

the Council could not demonstrate a FYHLS either on 1st April 2021 or 1st April 2023. The Appellants evidence demonstrated the following FYHLS positions:

- **1st April 2021 – 2.9-years**
- **1st April 2023 – 2.5-years**

2.7. Despite this clear evidence the Officers Report for this application does not engage with these conclusions. It simply says the Council will do some work of its own. It is the timing and content of this that the Appellant corresponded with the Council about and failed to receive any update until the publication of the Council's Statement of Case on 14th April 2025. The Officers Report (CD 2.1) simply states:

"A report has been submitted with the application which suggests the Council does not have a five year housing land supply, however at present the Council is currently reviewing the five year housing land supply position and this work has not yet been completed..." (Assessment section, unpaginated page 8).

2.8. It is clear that at the time of determination of the Appeal application, the Officers concerned took no account of the now accepted position that the Council does not have a 5-year supply. Consequently, the weighing of this in the planning balance was absent.

2.9. After the Appellants submission of their application but prior to the decision (11th December 2024) the Council had however already lost an appeal at land north of Shaw Lane, Carlton⁵. This decision was issued on 5th September 2024, just 3-months prior to the Appellants refusal. Paragraph 5 of the Inspectors report identified that:

"It is agreed between the main parties that the Council do not have a 5 year housing land supply. Whilst they do not agree what the current supply is they do both agree that the under provision should be given substantial weight. The lack of a 5 year supply of deliverable housing land means that there is a presumption in favour of sustainable development."

2.10. Within its evidence to the appeal the Council considered it could demonstrate a 3.64-year supply at a base date of 1st April 2024. Given the Council's own evidence it is unclear why it would not provide any weight to the lack of a FYHLS within its assessment of the Proposed Development.

2.11. Following the refusal of the Appellants application a further appeal was lodged for 1 no. self-build residential dwelling⁶. This appeal was dismissed on 21st February 2025 for reasons unrelated to the 5-year land supply position. In that Appeal the Inspector had asked for an update from the Council of its view of the 5-year land supply taking account of the December 2024 NPPF and updated Housing Delivery Test results. This was submitted by the Council in January 2025. A copy of the Appeal decision is at (CD 7.3A) alongside the Councils submitted land supply statement. In those documents it is clear the Council agreed that it cannot demonstrate a five-year housing land supply. The Council has acknowledged that its supply has deteriorated to just 3.1-years due to the requirement to

⁵ APP/R4408/W/24/3341097

⁶ APP/R4408/W/24/3347461

include a 20% buffer. This is a substantial deficit. The following table represents the Council's deteriorating position in relation to its FYHLS.

Table 2.1: Barnsley Council stated five-year housing land supply position

Base Date	1st April 2021	1st April 2024 (Carlton Appeal)	1st April 2024 (High Hoyland Appeal)
Year's Supply (Council Position)	5.6	3.64	3.1

- 2.12. It is therefore clear, by the Council's own admission, that it cannot demonstrate a FYHLS. Indeed, the evidence shows a deteriorating picture. Despite the Council's own acknowledgement both pre and post the decision to refuse this Appeal application it failed to apply any weight to this lack of housing supply within the officers report.

3. The Housing Crisis

The National Position

- 3.1. The national housing crisis is well documented and evidenced in a vast array of documents, including in relation to its causes, its implications and the necessary response as briefly described below.
- 3.2. The housing crisis has arisen largely because of the discrepancy between the number of homes built and the need. The Barker Review in 2004 identified that there was a need to build circa 250,000 homes per annum nationally to prevent spiralling house prices and a shortage of affordable homes. However, in the period 2004 to 2012, an average of only 178,000 homes per annum were built.
- 3.3. The first NPPF was then introduced in 2012 containing the Government objectives to significantly boost the supply of housing and to meet housing needs. However, in the period from 2012 to 2016, an average of only 155,000 homes per annum were built.
- 3.4. As a result of the continued shortfall against the need identified in the Barker Review, the Select Committee on Economic Affairs to the House of Lords identified a need to deliver 300,000 homes per annum in the Building More Homes report, July 2016⁷. In the period 2016–18, an average of 210,000 homes were built.
- 3.5. In response, the Government published a new NPPF in 2018 which sought to address the under-delivery of housing and the existing backlog in housing supply through several mechanisms including the use of the standard method for calculating the minimum local housing need and the use of a more realistic and balanced definition of a deliverable site. The NPPF has subsequently been revised in 2019, 2021, 2023 and recently in December 2024⁸, and these mechanisms remain in place (with some amendments).
- 3.6. In the period 2018–24 an average of 234,000 homes have been built which represents a significant improvement but remains below the identified need for 250,000 homes per annum identified in the Barker Review and far below the 300,000 homes per annum identified by the Select Committee in 2016, so the cumulative shortfall in housing supply is continuing to increase.
- 3.7. The balance of need and supply is presented graphically in Figure 3.1 and the cumulative shortfall is presented in Figure 3.2 below.

⁷ This number has subsequently been confirmed as being needed by the Government in the Budget 2018, and the Technical Consultation on Updates to National Planning Policy and Guidance, October 2018, Planning for the Future, March 2020 and in the Levelling Up Bill of December 2022.

⁸ With minor updates in January 2025.

Figure 3.1 – a comparison of need and supply nationally

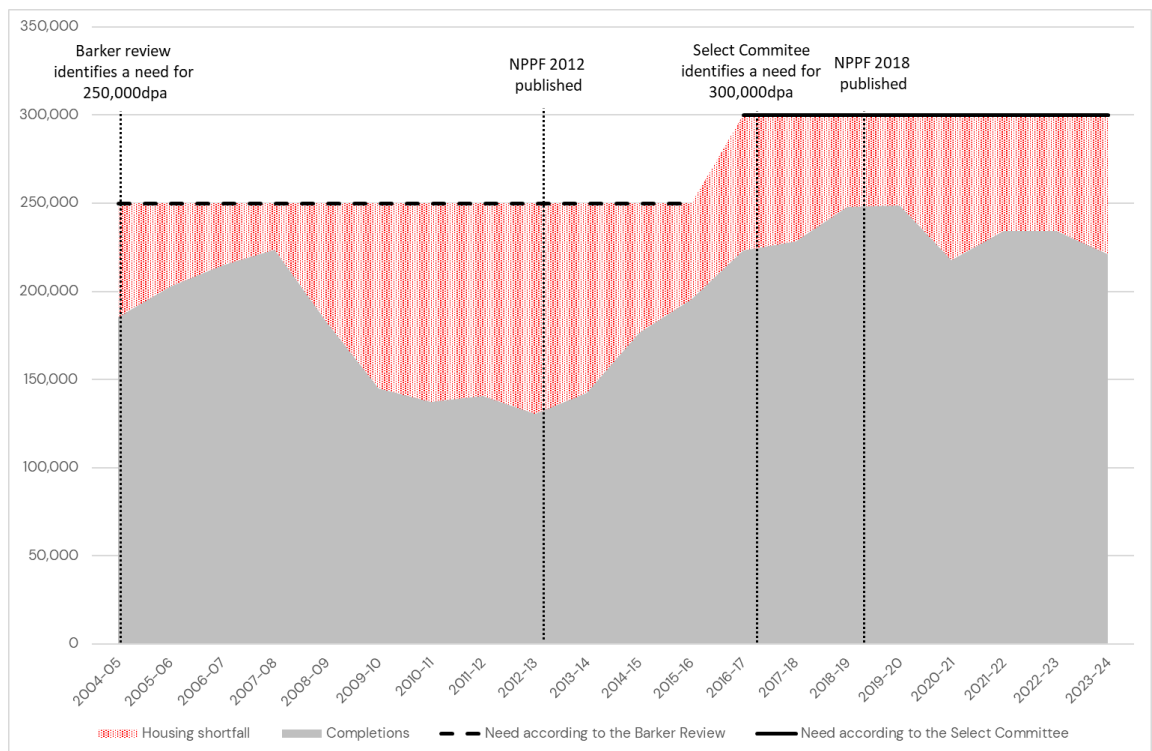
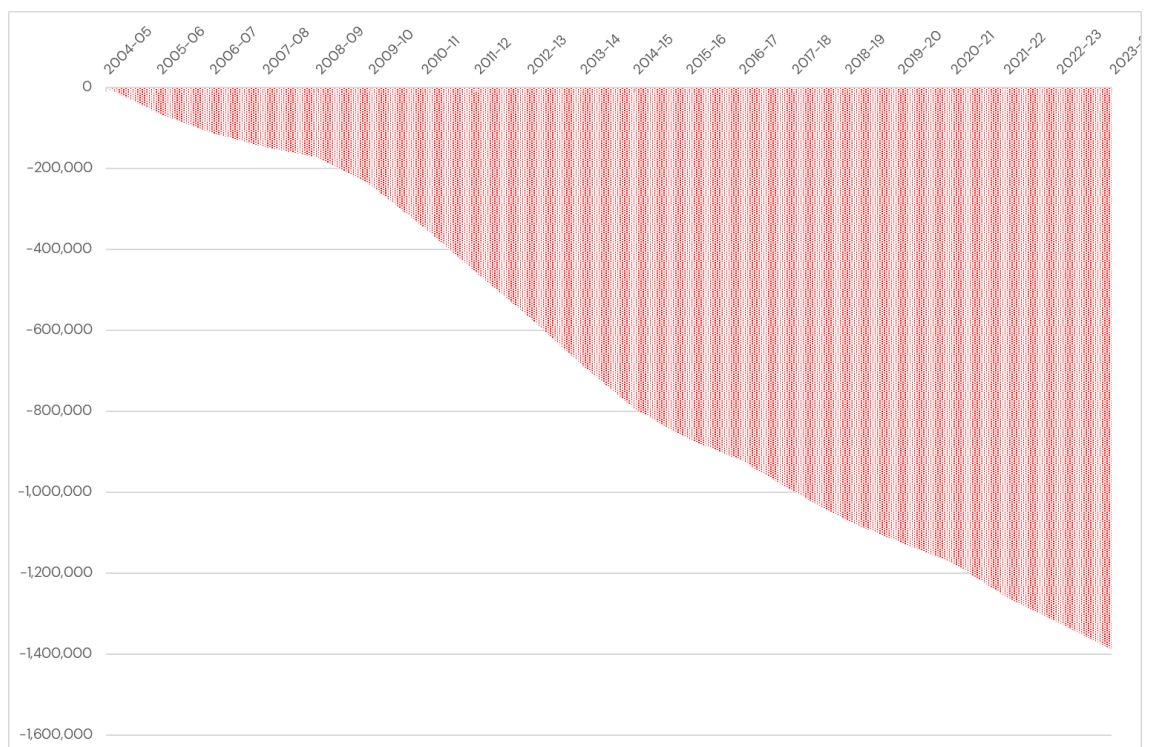


Figure 3.2 – the cumulative shortfall



3.8. Figures 3.1 and 3.2 demonstrate that housing supply nationally has not come close to meeting needs over the previous 20 years in any single year and illustrates that there is a

substantial cumulative shortfall in housing supply. Indeed, since 2004 there have been a total of 3,933,053 completions as compared to a need for 5,000,000 based on the need for 250,000 identified in the Barker Review, even if one ignores the 300,000 homes per annum identified by the Select Committee. This equates to a shortfall in delivery of over a million homes in 20 years. If the 300,000 figure is used this equates to over 2 million homes over the same period.

- 3.9. The current Government introduced a revised standard method for calculating local housing need in December 2024. This method identifies a minimum local housing need for c.370,000 homes per annum nationally to seek to rectify the past shortfalls as soon as possible. If this is achieved, it will provide for 120,000 more homes per annum than were identified as being needed by the Barker Review, and as such it will take approximately 9 years to remedy the shortfall of over a million homes. The only way this additional 120,000 homes per annum can be achieved is if there is a massive uplift in building and availability of suitable sites.
- 3.10. As housing need has significantly exceeded the supply, the greater competition for those houses that do exist has had an uplifting effect on the average market value of properties with adverse implications on the accessibility of the housing market to households. There are many statistics which demonstrate the decreasing accessibility of the market including (but not limited to):
- The lower quartile house price to lower quartile earnings ratio increased from 6.27 to 6.79 from 2004 to 2024 in England according to the house price to workplace-based earnings ratio of DLUHC;
 - The median house price to median earnings ratio increased from 6.47 to 7.57 from 2004 to 2024 in England according to the house price to workplace-based earnings ratio of DLUHC;
 - In 2021 1.1 million households (4.3%), lived in overcrowded homes, with fewer bedrooms than required (Census 2021).
- 3.11. It is clear housing supply was not meeting housing need under the former iterations of the NPPF and whilst delivery has improved there remain substantial shortfalls with significant adverse effects on accessibility to housing. These effects manifest themselves in real households being increasingly unable to access appropriate housing and this trend continues to worsen.
- 3.12. In response, the new Government set out in its manifesto that:
- “The dream of homeownership is now out of reach for too many young people. The Conservatives have failed to act even though the housing crisis is well known to be one of the country’s biggest barriers to growth. Labour will get Britain building again, creating jobs across England, with 1.5 million new homes over the next parliament.***
- We will immediately update the National Planning Policy Framework to undo damaging Conservative changes, including restoring mandatory housing targets. We will take tough action to ensure that planning authorities have up-to-date Local Plans and reform and strengthen the presumption in favour of sustainable development...”***

- 3.13. This was similarly recognised in Proposed Reforms to the National Planning Policy Framework and Other Changes to the Planning System which states inter alia:

“Nowhere is decisive reform needed more urgently than in our planning system. The December 2023 changes to the National Planning Policy Framework (NPPF) were disruptive to the sector and detrimental to housing supply...”

- 3.14. The written ministerial statement (WMS) which accompanied the publication of the new NPPF on 12th December 2024 identified that through its Plan for Change the Government was:

“...committed to rebuild Britain, with the hugely ambitious goal of delivering 1.5 million new homes this Parliament, and the vital infrastructure needed to grow our economy and support public services...”

Considering its raft of proposed changes to increasing delivery the WMS stated:

“Taken together, they reflect our commitment not to duck the hard choices that must be confronted in order to tackle the housing crisis – because the alternative is a future in which a decent, safe, secure and affordable home is a privilege enjoyed only by some rather than being the right of all working people.”

- 3.15. The current Government has reacted quickly to this challenge by publishing a new NPPF. It is clear that the Government is taking a positive and pro-active approach to resolving the deepening housing crisis and this is proposed to be achieved by the recent changes to national policy which include amongst other things a revised standard method, the re-introduction of buffers, and the removal of paragraphs 76 and 226 of the former NPPF, which allowed for a four-year supply to be demonstrated where a Council was making progress towards the adoption of a new local plan.

- 3.16. This emphasis has continued to be reinforced following the publication of the revised NPPF. Deputy Prime Minister, Angela Rayner MP, as recently as 12th March 2025 stated in her letter to local authority Leaders and Metro Mayors in England (CD 10.1) regarding the forthcoming Planning and Infrastructure Bill that:

“...we all share not just a professional responsibility but a moral obligation to see more homes built, underpinned by the infrastructure that supports modern life. And we will only succeed in this mission if we work together... I have been encouraged to see local authorities up and down the country embracing the new rules and starting to approve more applications for more homes. Policy matters – but it is incumbent on all of us to use it positively to meet the needs of the people we serve... The Bill will speed up and streamline the delivery of new homes and critical infrastructure, helping us to meet our goals of building 1.5 million safe and decent homes in England...” (my emphasis)

Local Position

- 3.17. The Development Plan comprises the Barnsley Local Plan (BLP). This plan was adopted by Full Council on 3 January 2019. The BLP replaced the Barnsley Core Strategy and Unitary Development Plan. In accordance with paragraph 33 of the NPPF, the BLP was reviewed by Full Council on 24 November 2022, and it was determined that BLP should be retained in its current form. The depth of analysis of 5-year land supply at that time was both poor and

dated. In any event, the position in terms of delivery and supply is now dramatically worse than the Council's view of those matters at that time. At the time of the decision not to update the Plan the Council had an HDT result of over 100%, when it is now 84% and triggers the need for a 20% buffer (the amount of under delivery is far worse when measured against the Local Plan requirement– as set out below). In addition, as set out above, the Council's latest position presented to the Planning Inspectorate, as recently as January this year, is that it has a 3.1 year land supply. The Council has subsequently re-iterated this position within their evidence provided alongside its SoC (CD 9.2).

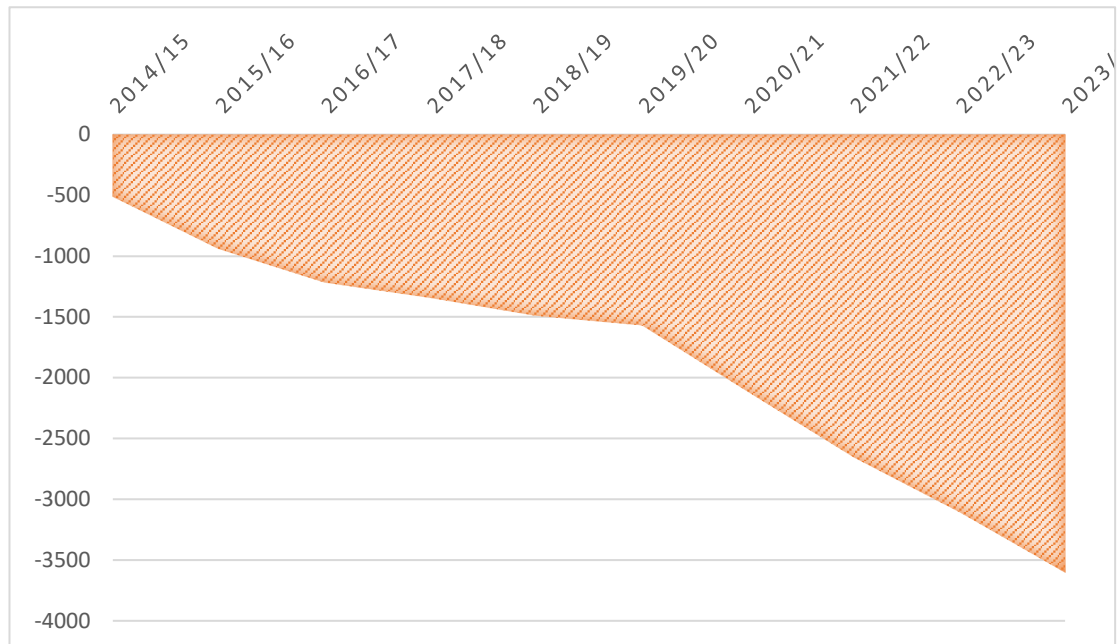
- 3.18. Policy H1 of the BLP identifies that the Council will seek to deliver at least 21,546 net additional homes between 2014 and 2033. The BLP identifies (para 9.1) a target of **at least 1,134 dwellings per annum**.
- 3.19. Delivery to date over the BLP period has substantially failed to deliver the identified housing requirement, as set out by Policy H1 and the supporting text. Indeed, the housing requirement has not been met on any occasion during the 9 years of the plan period (see table 3.1). As demonstrated in figure 3.3 there has been a cumulative shortfall of 3,615 dwellings over the plan period to date. Of this shortfall, a substantial portion (2,042 dwellings) has accrued in the past four years which highlights a worsening picture of housing delivery within the borough. This was not the expected position at the time of adopting the Local Plan (it would not have been found sound if it was) and this is far different from the information the Council used to conclude in 2022 that the Local Plan should not be updated.

Table 3.1: Dwelling completions – Barnsley

Year	Requirement	Net Completions	Surplus / Deficit	Accrued Plan Period Surplus / Deficit
2014/15	1,134	622	-512	-512
2015/16	1,134	706	-428	-940
2016/17	1,134	856	-278	-1,218
2017/18	1,134	1,008	-126	-1,344
2018/19	1,134	988	-146	-1,490
2019/20	1,134	1,051	-83	-1,573
2020/21	1,134	588	-546	-2,119
2021/22	1,134	589	-545	-2,664
2022/23	1,134	681	-453	-3,117
2023/24	1,134	636	-498	-3,615

Source: Summary of the Council's five year land supply position, submitted alongside its SoC (CD 9.2)

Figure 3.3: Cumulative shortfall – Barnsley



- 3.20. Delivery over the plan period represents less than 70% of the BLP housing requirement to date or a shortfall of more than 3-years' worth of supply. The worsening delivery has also led to the Council achieving just 84% against the housing needs under the Housing Delivery Test (HDT). In the case of Barnsley, the HDT is measured against the local housing need calculation for that year⁹. In addition, the 2020/21 monitoring year requirement is discounted by a third to take account of impact of the Covid-19 pandemic.
- 3.21. The Council's HDT result is identified as amounting to 'significant under delivery' (NPPF, paragraph 78 (b)). The consequences of this significant under delivery are a requirement for a 20% buffer to be applied when calculating the FYHLS and the need to prepare an 'Action Plan' to assess the causes of under-delivery and identify actions to increase delivery in future years. Within its Statement of Case (CD 9.2) the Council has indicated a draft Action Plan will be available for consultation soon. However, at the time of writing the Appellant has not seen the Action Plan, despite asking for a copy, and as such reserves the right to comment upon it, if relevant.
- 3.22. It is noteworthy that the Council's decision not to update the Local Plan in 2022 was made with the clear caveat that (CD 5.3A paragraph 2.8);

"Should at any point it be considered that the Local Plan is not delivering the housing, rather than updating the plan it may be more effective to intervene in other ways. This reflects the situation where a local planning authority which is not meeting the Housing

⁹ Due to all years preceding the publication of the 2024 NPPF, this utilises the former standard method for determining local housing need.

Delivery Test is required to prepare an action plan, with a view to bringing forward actions which assist improvement of the supply."

3.23. This recognition of the need to use other means to address delivery failures, that have clearly got worse since the review of whether to update than Local Plan in 2022, has not been actioned by the Council or even properly recognised. In addition, the Council has, at the time of writing, also failed to respond to the Appellants requests for information upon the progress and likely date of publication of the Action Plan.

3.24. It is also worth noting that at present the Council has no timescale to even commence a formal update to its Local Plan to deliver new, much needed housing supply.

Table 3.2: Housing Delivery Test- 2023 Measurement

Year	Requirement	Delivery	Percentage delivery against requirement
2020/21	577	650	113%
2021/22	864	595	69%
2022/23	860	681	79%
Total	2,301	1,926	84%

Source: DLUHC

3.25. At a local level the woeful delivery of housing within Barnsley has led to:

- The lower quartile house price to lower quartile earnings ratio increased from 3.89 to 4.51 from 2004 to 2024 according to the house price to workplace-based earnings ratio of DLUHC;
- The median house price to median earnings ratio increased from 4.21 to 4.67 from 2004 to 2024 according to the house price to workplace-based earnings ratio of DLUHC;
- In 2021 2,215 households, lived in overcrowded homes, with fewer bedrooms than required (Census 2021).

3.26. It is, therefore, abundantly clear that the housing crisis within the country is deepening and a substantial uplift in housing delivery is required to rectify this dire situation. Barnsley is no different from the national position and levels of delivery over the plan period to date have compounded these issues. The current Government has, through its statements and policy interventions, placed a clear priority to deliver more housing. This requires more proactive interventions within failing districts such as Barnsley. Similar issues arise in the case of affordable housing, which is dealt with further below and in appendix 6.

General Delivery Issues

3.27. The Barnsley Local Plan was found sound by its Inspector in 2019. This conclusion of soundness was based upon the Inspector (paragraph 4) identifying that the plan:

“...identifies specific sites to deliver the full objectively assessed need for employment and housing development over the plan period to 2033.”

3.28. This conclusion could not, however, have foreseen the current dire situation in relation to the delivery and supply of housing within Barnsley. Within section 7 of this proof I consider whether the sites identified by the Council within its FYHLS accompanying its SoC (CD 9.2) meet the NPPF Annex 2 definition of a deliverable site. It is, however, worth setting this in the context of the wider reasons for delivery failures of the allocations within Barnsley. I consider there are four key reasons for these failures. These are:

- **Market areas** – many of the sites allocated by the Council are in the weaker market areas to the east of the district. As clearly demonstrated within appendix 1 of this proof many allocations have failed to demonstrate any clear market interest to date with no applications either submitted or pending.
- **Masterplan framework sites** – the Council has adopted masterplan frameworks for many of its strategic allocations. In adopting these documents, it has then sought to rigidly apply the principles within the frameworks to development proposals. A good example of this is the appeal at land north of Shaw Lane, Carlton¹⁰ (CD 7.1A and CD 7.1B). In this case the Council refused the application on amongst other issues a failure to bring forward a comprehensive development in accordance with the Framework Masterplan. The appeal Inspector concludes in paragraph 33 of their report (CD 7.1A) that; *“...the small degree of conflict with the Masterplan and Delivery Strategy is far outweighed by the benefits of this scheme. I conclude that the proposal would accord with the development plan as a whole. Infrastructure and ground issues that go to viability”*.
- **Ground conditions** – many of the allocations are subject to ground conditions related to former mining activities. This is a clear issue in relation to the Hoyland Masterplan Framework sites (see appendix 3). In relation to these issues the developer Teakwood Partners have identified that they are struggling to deal with a myriad of problems associated with mining activities.
- **Delays** – Whilst some of the strategic allocations are now slowly progressing these have been beset by delays in decision-making which will mean that they won't deliver in full during the plan period. A good example is site MU1 Barnsley West. As I discuss in section 7 at the time of publication of the 2024 FYHLS (July 2024) it was anticipated that this site would be going before committee in July or August 2024. This did not occur and at the time of writing, nearly 1-year later, the decision remains pending.

3.29. In combination the above issues have all led to significant under-delivery in the plan period to date and will mean that the plan will fail to meet its own housing requirement.

Affordable Housing

3.30. Within my appendices (appendix 6) to this Proof I also identify the worsening issues in relation to delivery and access to affordable housing within Barnsley. Appendix 6 highlights

¹⁰ APP/R4408/W/24/3341097

significant shortfalls in meeting identified needs, illustrating a pressing need for a substantial increase in affordable housing provision across the district.

- 3.31. The Barnsley Local Plan housing requirement and affordable housing policy was supported by the 2017 Barnsley Strategic Housing Market Assessment (SHMA) (CD 5.5B). This document informed the Barnsley Local Plan examination and was an update to the previous 2014 SHMA (CD 5.5A). The update to the 2014 SHMA was made at the request of the examining Inspector of the Local Plan to ensure the plan was based upon the most up to date data (paragraph 46, Local Plan Inspectors Report CD 5.1B).
- 3.32. The 2014 SHMA indicated a net annual need for 295 affordable homes each year. The 2017 SHMA (CD 5.5B) varies only slightly from the previous version suggesting a net affordable housing need of 292 dwellings per annum. This figure was agreed by the Inspector conducting Local Plan examination (paragraph. 49, Local Plan Inspectors Report CD 5.1B).
- 3.33. A subsequent update to the SHMA was provided in 2021 to inform the Local Plan Review (CD 5.5C). This unexamined report identifies a net annual affordable housing need of 190dpa. The area with the greatest need is identified as being the Hoyland, Wombwell and Darfield sub-area with a total net need of 314 affordable dwellings per annum. The Proposed Development is sited within this area of greatest need.
- 3.34. My analysis (appendix 6) clearly indicates that since the Council began to present monitoring data for affordable housing delivery through its Authority Monitoring Report (AMR) in 2019/20 the levels of delivery have fallen significantly short of the identified need established by either the 2021 or 2017 SHMA. Against the need identified within the 2017 SHMA there has been a cumulative under-delivery of 883 affordable dwellings, this is a significant failing. Taking account of the more recent 2021 SHMA figure of 190 affordable dwellings per annum, there has still been significant under-delivery of 373 dwellings, representing nearly 40% of the need over the preceding 5-year period.
- 3.35. However, the delivery identified within the AMR only provides part of the story. This is because it does not take any account of stock losses due to Right to Buy (RtB). This demonstrates the 'net' change in affordable housing stock across the Barnsley¹¹ Local Plan area. As demonstrated below once losses through RtB sales are considered the affordable housing stock within Barnsley has actually only increased by 35 dwellings, since 2019/20.

Table 4.3: Net Affordable Housing Additions – taking account of RtB Sales

Year	Delivery	RtB Sales	Acquisitions	Net Additional Stock
2019/20	203	148	21	76
2020/21	128	98	29	59
2021/22	39	183	13	-131
2022/23	69	123	3	-51

¹¹ This data is not available at ward level

2023/24	138	61	5	82
Cumulative	577	613	71	35

Source: Barnsley FOI data and Gov.uk (live tables 691 and 693)

- 3.36. Within my evidence within appendix 6 I also identify that the Council's affordable housing register is increasing, experiencing a 15% increase between 2023 and 2024 alone and waiting lists for appropriate accommodation of up to 1-year are common.
- 3.37. My evidence upon affordable housing also considers future supply (appendix 6, section 6). This identifies a net need for between 1,620 (based upon need from the 2021 SHMA) to 2,436 (based upon need from the 2017 SHMA) affordable dwellings over the next five-years taking account of accrued backlog. Taking an extremely optimistic view of future affordable housing supply, based upon the potential supply from the sites included within the Council's FYHLS assessment, a maximum of 453 affordable dwellings are identified for potential delivery in the five year period 2024 to 2029. This scale of affordable housing delivery is considered an extremely optimistic view of future affordable housing supply for the following reasons:
- It assumes all eligible sites will deliver policy compliant levels of affordable housing,
 - It assumes 50% of windfalls will meet the affordable housing threshold and deliver 20% affordable on each site, and
 - It does not include any allowance for RtB losses.
- 3.38. For the reasons stated above it is extremely unlikely that the Council will be able to meet the identified need for affordable homes. This makes it even more important that suitable sites, such as the appeal site, are granted planning permission now to boost the supply of affordable housing.

Conclusions

- 3.39. Barnsley has failed to meet its own targets for housing delivery by a significant margin. This has led to an acute shortage of housing within the district. The lack of action by the Council in terms of updating its Local Plan or timescales for producing an Action Plan will ensure that this situation will not be remedied in the near or even medium-term future.
- 3.40. The following evidence in relation to housing land supply clearly demonstrates that without intervention through the grant of new planning permissions there is little prospect of current shortfalls being bridged in the foreseeable future.

4. Policy Context

- 4.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended) requires that planning applications are to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The Local Plan

- 4.2. As discussed in section 3 of this Proof, the adopted development plan comprises the Barnsley Local Plan (BLP), which was adopted in January 2019. The Local Plan was subsequently reviewed by the Council. The review concluded that an update to the plan was not required. This position was confirmed by the Council on 24th November 2022. For the purposes of NPPF paragraph 78 the housing requirement is therefore determined by the BLP.
- 4.3. In relation to the demonstration of a FYHLS policy H1 'The Number of New Homes to be Built' of the BLP is the most relevant. This policy identifies that the Council will seek to deliver at least 21,546 net additional homes between 2014 and 2033, a target of **at least 1,134 dwellings per annum (dpa)**. The policy also identifies that a minimum five-year supply of deliverable housing sites will be maintained.
- 4.4. The supporting text identifies that the housing supply is made up of Local Plan allocations and sites that already have planning permission. Empty homes and buildings brought back into residential use will also be part of our supply.

National Policy and Guidance

- 4.5. Following the adoption of the BLP, the National Planning Policy Framework (NPPF) has been published and/or updated numerous times. The application was determined on the 11th December 2024 against the superseded 2023 version of the NPPF. The most recent version of the NPPF was published in December 2024 with minor revisions in February 2025 and became a material consideration for decision-making upon the day of its publication. Unless stated otherwise all further references to the NPPF relate to the most recent December 2024 version.

National Planning Policy Framework

- 4.6. Paragraph 7 of the NPPF identifies that the purpose of the planning system is to contribute to the achievement of sustainable development, the objective of which is to meet the needs of the present without compromising the ability of future generations to meet their own needs. Paragraph 8 identifies that this is to be achieved through three overarching objectives which are to be pursued in mutually supportive ways one of which is a social objective which requires that there are a sufficient number and range of homes to meet the needs of present and future generations.
- 4.7. Paragraph 11 identifies that plans and decisions should apply a presumption in favour of sustainable development. For decision-making, this means that where the policies which are most important for determining the application are out-of-date, permission should be granted unless:

- i. the application of policies in the Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

- 4.8. In relation to (i) above NPPF footnote 7 identifies that that the assets of particular importance are those relating to habitats sites and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, a National Landscape, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 75); and areas at risk of flooding or coastal change. **None of these assets apply to this appeal.**
- 4.9. Paragraph 33 requires that the preparation and review of all policies should be underpinned by **relevant and up-to-date evidence**. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take account of relevant market signals.
- 4.10. Paragraph 61 sets out the Government's objective of **significantly boosting the supply of homes**. Recognising that it is important that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
- 4.11. Paragraph 78 places a requirement upon local authorities to 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 the strategic policies are more than five years old, unless they have been reviewed and found not to require updating (footnote 39).
- 4.12. The five-years' worth of housing must also include a buffer of either 5% or 20%. **A 20% buffer is currently only required in cases where there has been significant under-delivery of housing** (measured against the Housing Delivery Test) over the previous three years.
- 4.13. As per Paragraph 79(b) of the NPPF, where an authority has failed to deliver at least 85% of its housing requirement over the previous three years, the authority should include a 20% buffer to the identified supply of specific deliverable sites (requiring them in effect to identify six years' supply). Barnsley's most up to date Housing Delivery Test result for 2023 (covering the three-year period from 2020 to 2023) stands at 84% and as such **a 20% buffer applies within Barnsley due to significant under-delivery**. The authority is also required to produce an 'Action Plan' to assess the causes of under-delivery and identify actions to increase delivery. As discussed within section 3, at the time of writing, Barnsley has yet to produce an Action Plan.
- 4.14. The NPPF Annex 2: Glossary confirms that 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.”
(our emphasis)

- 4.15. This definition of deliverable supersedes earlier versions of the NPPF and was effective upon its publication. The following assessment of the deliverable supply within Barnsley is solely against this definition.

National Planning Practice Guidance

- 4.16. First published in March 2014, the National Planning Practice Guidance (PPG) supplements the NPPF in that it provides guidance upon the application of national planning policy. The PPG is a material consideration in the determination of planning applications and appeals.
- 4.17. Section 68 of the PPG deals with housing supply and delivery. It identifies that the purpose of the five-year housing land supply is to provide an indication of whether there are sufficient sites available to meet the housing requirement set out in adopted strategic policies for the next five-years. Where strategic policies are more than five years old, or have been reviewed and found in need of updating, local housing need calculated using the standard method should be used in place of the housing requirement. (ID: 68-003-20190722). **The requirement to use the standard method does not apply here, despite the poor level of analysis and dated nature of the information available to the Council at the time of deciding not to update the plan in 2022.**
- 4.18. The PPG provides clear guidance as to what constitutes a ‘deliverable’ housing site and requires clear evidence for major sites without detailed permission to be included within the assessment (ID: 68-007-20190722). This places far greater emphasis upon the Council to provide robust evidence regarding housing delivery from such sources.
- 4.19. The PPG (ID 68-007-20190722) provides guidance upon what may constitute clear evidence, this includes:
- current planning status – including progress towards approved reserved matters or a planning performance agreement setting timescales for approval of reserved matters and discharge of conditions,
 - firm progress towards submission of an application – such as written agreement between the local planning authority and site developer in relation to anticipated start and build-out rates,
 - firm progress with site assessment work, and

- clear information relating to viability, ownership constraints or infrastructure provision – such as successful participation in bids for large-scale infrastructure.

4.20. In decision-taking the PPG (ID: 68-008-20190722) advises that where an authority cannot demonstrate a five-year housing land supply, including the appropriate buffer, the presumption in favour of sustainable development as set out in paragraph 11d of the NPPF is applied.

5. Five-Year Housing Land Requirement

- 5.1. This section considers the appropriate five-year housing land requirement on 1st April 2024. This base date is used as it represents the latest information currently available in relation to completions.

Housing Requirement

- 5.2. As discussed in section 2, the Council's extant Local Plan is the BLP. Policy H1 of the BLP sets out a housing requirement of **1,134dpa**. Given that the BLP has been reviewed and is considered, by the Council, to remain up to date this requirement provides the starting point for calculating the five-year housing land supply requirement.

Undersupply

- 5.3. The PPG (ID 68-031-20190722) identifies that any deficit or shortfall in delivery against the housing requirement:

"...will need to be calculated from the base date of the adopted plan and should be added to the plan requirements for the next 5 year period (the Sedgefield approach), then the appropriate buffer should be applied. If a strategic policy-making authority wishes to deal with past under delivery over a longer period, then a case may be made as part of the plan-making and examination process rather than on a case by case basis on appeal."

- 5.4. It is noted that the examining Inspector of the BLP identified (paragraph 245 of examination report, CD 5.1B) that the accrued shortfall could be spread over the remainder of the plan period (often referred to as the 'Liverpool Methodology'). Table 3.1 above identifies that on the 1st April 2024 the accrued deficit had increased to 3,615 dwellings. When this is spread over the remaining 9-years of the plan period this creates an additional requirement of 402 dwellings per annum, representing a circa 35% uplift on the Council's adopted housing requirement.

Housing delivery test

- 5.5. The NPPF, at paragraph 79, requires a 20% buffer to be applied to the supply of specific deliverable where delivery falls below 85% of the requirement over the previous three years, as identified by the Housing Delivery Test (HDT).
- 5.6. The 2023 HDT result was published alongside the updated NPPF on 12th December 2024. This identifies that identifies that Barnsley has delivered 84% of its requirement over the previous three years. The NPPF, paragraph 80, is clear that the HDT consequences set out above will apply the day following the annual publication of the HDT results, at which point they supersede previously published results. Barnsley is, therefore, required to apply a 20% buffer.

Five-Year Housing Requirement

- 5.7. Based upon the foregoing, the housing requirement for the purpose of demonstrating a five-year supply of deliverable housing is set out in table 5.1 below. This demonstrates that on 1st April 2024 it was 9,215 dwellings. This is agreed with the Council.

Table 5.1: Barnsley Five-year housing land supply requirement 1st April 2024

Step	2024 (Dwellings)
1. Annual Plan Housing Requirement	1,134
2. Annual Under-supply	402
3. Annual Buffer (20% of step 1 + step 2)	307
4. Annual Total (step 1 + step 2 + step 3)	1,843
5. Five-Year Requirement Total (step 4*5)	9,215

6. Supply Context

- 6.1. The NPPF requires local planning authorities to; "...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..." (para. 78). As discussed within section 2 of this Proof the Council has failed to publish an annual update of its housing land supply position since 2021.

Delivery Rates

- 6.2. The Council, within its 2021 FYHLS (paragraph 12), identifies that it assumes sites below 20 ha will be built out at 45dpa and sites over 20ha will contribute 90dpa. While it is understood this is supplemented by evidence from developers it is considered overly simplistic and, in many cases, an unrealistic rate of development. Table 6.1 below looks at the current national rates of development for the top 10 (by volume) housebuilders as reported within their annual statements.

Table 6.1: National Sales Rates per Outlet: Top 10 (by volume) Housebuilders

Company	Average Sales Rate per week per outlet	Average Sales Rate per year per outlet	Source
Barratt Developments	<ul style="list-style-type: none"> 2024 FY 0.42 0.58 (July to August 24) 	22 30	Annual Results Announcement for the year ended 30 June 2024, published 4 Sept 2024
Persimmon	<ul style="list-style-type: none"> 0.7 (incl bulk sales) 0.61 (excluding bulk sales) 	36 32	Trading Statement July 2024
Taylor Wimpey	<ul style="list-style-type: none"> 0.75 (incl bulk sales) 0.67 (excluding bulk sales) 	39 35	Trading Statement January 25
Bellway Homes	0.62	32	Trading Update June 2024
Vistry Group	1.2 (incl partner funded sites)	62	Trading Update July 24
Berkeley Group	Not reported	Not reported	N/A
Redrow (now part of BDW)	0.52	27	Half Yearly Report 2024
Bloor Homes	Not reported	Not reported	N/A

Countryside Properties	Now part of Vistry Group	Now part of Vistry Group	N/A
L&Q Group	Not reported	Not reported	N/A

- 6.3. Table 6.1 shows a range of between 27 and 62 sales per annum for the top 10 housebuilders. All of the housebuilders, except Vistry are within the 30 to 39 sales per annum range. The only outlier is Vistry Group. Vistry delivers circa two-thirds of its homes through 'partnerships'. These partnerships are split between the public and private sector, including local authorities, landowners and institutional private rental operators. This business model requires more than 50% of the homes on a development to be pre-sold (sold before built) to a partner. This significantly reduces risks and allows a far faster build-out rate than the industry norm. This approach is not one followed by almost all other housebuilders, and it should not be assumed that the Vistry model would be followed except on only a very small number of sites in Barnsley.
- 6.4. It is relevant to use sales as a good proxy for completions, as developers are unlikely to deliver significantly more homes than they can sell, due to issues of cash flow. It is also recognised that this is a national average. However, Barnsley is not considered to be an above average market. The rates indicate that nationally only one of the top 10 housebuilders are currently delivering at a rate of 45dpa per outlet. Furthermore, a report by Savills in June 2024¹² (CD 10.5) identified their expectations that sales rates will stabilise around 0.6 sales per outlet per week (31 per annum) once interest rates and market conditions improve. The assumptions within the 2021 FYHLS are, therefore, considered unrealistic.
- 6.5. The Council's unrealistic development rate is confirmed when delivery rates from existing sites within Barnsley are considered. Within **Appendix 2** we have undertaken analysis of delivery rates from 1st April 2014 up to 31st March 2023. This analysis suggests that over this period average delivery rates from sites of 1 to 199 dwellings is just 29dpa. For sites above 200 dwellings the rate is just 43dpa, this includes delivery from more than one outlet, where appropriate.
- 6.6. In reference to build-out rates and delivery intentions the PPG (ID 68-007) states: –
*"firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which **confirms the developers' delivery intentions and anticipated start and build-out rates**" (our emphasis).*
- 6.7. Where assumptions must be made Pegasus Group have assumed a delivery rate of 40dpa per sales outlet. This is an optimistic assumption given that it exceeds the majority of the top 10 housebuilder rates discussed in table 6.1 above and analysis within Appendix 2. The

¹² Land Matters: The Critical Role of Sales Outlets in Boosting Housing Supply
(https://www.savills.co.uk/research_articles/229130/363288-0)

assumption, therefore, builds in an allowance for any potential up-turn in the market over the five-year period.

- 6.8. In terms of sales outlets, we have assumed the following outlets for sites of varying sizes. It should be recognised that these assumptions are considered optimistic. We are aware that many developers will deliver 200 to 300 dwellings from a single outlet. Generic site sizes for the number of outlets should, therefore, only be applied where more detailed information is not available. If such information is not available, we have applied the following assumptions:
- 1-199 dwellings – 1 outlet
 - 200-499 dwellings – 2 outlets
 - 500-999 dwellings – 3 outlets
 - 1000+ – 4 outlets
- 6.9. Build rates and delivery intentions must be viewed with caution, particularly when provided by a developer. Statements made by developers are not part of the planning application process. To have any justification the developer must have control of the site and willingly indicate their delivery intentions, including timescales for delivery of relevant infrastructure. However, even in such cases there is nothing to hold the developer to the timescales or rates involved.
- 6.10. Many Inspectors have considered the reliability of build-out rate information. These include:
- Land east of Butts Road, Higher Ridgeway, Ottery St. Mary (APP/U1105/A/12/2180060),
 - Land North of Congleton Road, Sandbach (APP/RO660/A/13/2189733),
 - Land off Hillside Close, Bozeat, Wellingborough (APP/H2835/A/14/2212956), and
 - Land between Iron Acton Way and North Road, Engine Common, Yate (APP/P119/A/12/2186546)
- 6.11. Relevant extracts from these appeals referring to build-out rates can be found within Appendix 4 of this Proof. In all instances, and others, the Inspectors recognise that housebuilding is a competitive market, and it is in the interest of developers to ‘talk-up’ delivery rates. This can occur for several reasons, including ‘freezing out’ competing sites and keeping good relations with the Council.
- 6.12. The foregoing clearly recognises that the prediction of delivery rates in the Councils analysis is far too optimistic, even having regard to the types of developer, site characteristics and market conditions. Where reliable and realistic information is available, I have used bespoke delivery rates. Where such information is not available or considered unreliable, I have utilised the optimistic delivery rate of 40dpa per outlet, discussed above.

Additional considerations

- 6.13. Within paragraph 4.14 above we discuss the NPPF presumption that sites of greater than 10 dwellings without a detailed permission at the base date of the assessment should not be considered deliverable without clear and robust evidence that they will deliver in the five-year period. The onus for providing such proof, lies firmly with the local planning authority (LPA). However, as the LPA has failed to publish a FYHLS assessment since 2021 this analysis has sought to identify this additional information. This has included a review of the

Council's planning application database, desk-based analysis of additional information and discussions with agents and developers.

- 6.14. Where clear robust evidence cannot be found or could not have been known at the base date, sites without a detailed consent at the base date are excluded from the supply. This includes pending full applications because issues such as access, technical constraints, Section 106 contributions and quantum of development still need to be determined. Where it is a reserved matters application following an outline these issues have usually been resolved.

7. 2024 Supply

- 7.1. The following section considers the various sources of supply as identified within the 2024 FYHLS, as included within the evidence submitted by the Council alongside its SoC (CD9.2) for this appeal and in their defence of an appeal at land north of Shaw Lane, Carlton. It is noted that in the Carlton case the Appellant solely focused upon the five-year requirement rather than the supply. The Inspector, therefore, had no evidence before them to question the supply provided by the Council.

Sources of Supply

- 7.2. The Council's 2024 FYHLS document identifies a total supply of 5,753 dwellings over the 5-year period. This supply is identified from four key sources, which are:
1. Non allocated planning permissions >10 dwellings (217 dwellings);
 2. Non allocated planning permissions <10 dwellings (310 dwellings);
 3. Local Plan allocations and planning permissions on Local Plan allocations (4,595 dwellings); and,
 4. Allowance for 'windfall' development (631 dwellings).
- 7.3. In addition, predicted losses of 45 dwellings have also been identified. This leaves a net supply of 5,708 dwellings. Each of these sources are discussed in greater detail below.
- 7.4. The Local Plan includes several allocations which were identified to require masterplan frameworks. An assessment of progress within each framework area is included within the **Appendix 3** of this Proof and used to inform the analysis in **Appendix 1**.

Source 1: Non allocated planning permissions >10 dwellings.

- 7.5. In terms of the Council's 2024 FYHLS report five-year supply period this source of supply provides 217 dwellings. In total 178 dwellings are identified as 'Part A' sites and 39 dwellings as 'Part B' sites. The 178 dwellings from 'Part A' sites are not disputed.

- 7.6. **The two 'Part B' sites are disputed.**

Land to the south of South View, Darfield

- 7.7. Outline permission (2020/1284) was approved for 20 dwellings on 9th September 2022. To date, no reserved matters or discharge of conditions applications have been received. The Council has not published or presented any clear evidence in relation to the deliverability of this site within the five-year period. In addition, no such evidence has been located by the Appellant. This site therefore fails the test (at part b) of the NPPF deliverable site definition.
- 7.8. On this basis all **20 dwellings are removed from the supply.**

Land to north of Upper Hoyland Road

- 7.9. This site benefitted from outline permission (2021/1519) for **19 dwellings** granted on 27th September 2023. All 19 dwellings are identified to deliver in the five-year supply.

- 7.10. A reserved matters application (2024/0976) for 19 dwellings was not submitted until 14th November 2024, some 7 months **after the base date** and beyond the determination of the Carlton appeal. The Council provide no evidence that clear progress towards the reserved matters application was known at the base date of the 2024 FYHLS (1st April 2024). A review of the developers' website (Mandale Homes) also provides no evidence. In addition, the outline approval includes several pre-commencement conditions, including full details of the repositioned public bridleway, Construction Environmental Management Plan and a Biodiversity Enhancement Management Plan. To date no discharge of conditions applications have been received.
- 7.11. The deliverable supply represents a snapshot in time, namely that which existed at the base-date. Accordingly, the pre-conditions require that a site is available or suitable now. This indicates that a site was required to have been available or suitable at the base-date, namely 1st April 2024. Similarly, where the pre-conditions require that there is a realistic prospect of completions within five-years, this is the five-year period which runs from the base-date of 1st April 2024 and as such robust evidence is required at this point in time.
- 7.12. Any sites which subsequently became suitable or available, or which can deliver within five-years of the subsequent determination of a planning application will respond to a different five-year requirement and cannot be taken into account. To do so would necessitate consideration of the number of completions which had occurred in the interim (which no longer stand a realistic prospect of delivery as they have already been delivered) and the backlog which has accrued in the intervening period. This information has not been provided by the LPA in relation to its 2024 FYHLS, and so it is **not possible to take account of any planning permissions which have subsequently been granted or submitted**. The fact that sites which subsequently became available or achievable should not be included in the deliverable supply has been the consistent finding of s78 appeal decisions. An example is the Inspectors recommendations to the Secretary of State (paragraph 326) in the recovered Farleigh Fields appeal decision (CD 7.6) which states inter alia:
- "It is common ground that it is appropriate to assess supply for the five year period starting from 1 April 2016, however NSC includes sites in its anticipated supply that have been consented since that base date. As the appellant identifies, there is a significant body of appeal decisions in which Inspectors have indicated that such an approach is not appropriate in the absence of proper accounting. I share those Inspectors' broad view that if such sites are to be included then account must also be taken of the housing requirement that has accrued during the same period. NSC has not factored in that increased requirement or the increased backlog accrued after 1 April 2016, such that there is an imbalance in its inputs and a consequential artificial inflation of its supply of housing land over the five year period in relative terms. Accordingly, all of those sites, which amount to 328 dwellings, should be omitted for the purposes of this exercise."*
- 7.13. The Secretary of State agreed in paragraph 18 of the appeal decision that:
- "...For the reasons set out by the Inspector at IR325-327, he concludes that 328 units should be removed from supply, reducing the subtotal further to 7,885 (IR326)."*
- 7.14. This has similarly been found to include sites which were the subject of a resolution to grant planning permission at the base-date, and that accordingly such sites are not to be included in the deliverable supply including for example, the Secretary of State's conclusion

in paragraph 18 of the recovered appeal decision at Land off Darnhull School Lane, Winsford (CD 7.7) which states:

"The Secretary of State disagrees with the reasons given at IR 365 to 367, and does not consider that the sites, amounting to 222 dwellings, are deliverable since they do not fall within category a or b of the Framework's definition of deliverable, and he does not consider that there is clear evidence of deliverability within five years as required by the Framework, given the outstanding issues of the need for legal agreements and agreements on reserved matters."

- 7.15. The site at Upper Hoyland Road did not benefit from any approved or pending detailed permission at the base date of the assessment. The reserved matters application was not submitted until November 2024. On this basis and due to the lack of contrary evidence as required by the NPPF Annex definition of a deliverable site **all 19 dwellings are removed from the supply.**

Amended Source 1 Supply

- 7.16. Based upon my analysis **39 dwellings (across two, part B sites) should be removed from this source of supply.** This reduces the **deliverable supply on 1st April 2024 to 178 dwellings.**

Source 2: Non allocated planning permissions <10 dwellings

- 7.17. A total supply of 310 dwellings are identified from this source. While not made explicitly clear within the Council's 2024 FYHLS. The Council identifies at paragraph 11 (CD 9.3) it provides an allowance of 62dpa from this source. This is a slight reduction from the 66dpa figure utilised in the 2021 FYHLS. The 2021 FYHLS indicates an allowance is utilised because it considers that 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 66 dwellings per annum will be completed per annum on small sites."

- 7.18. Neither the 2021 nor 2024 FYHLS provide any details of applications relating to this source of supply. However, data in relation to past rates of completions from this source is provided in the 2021 FYHLS. Based upon this evidence and the fact that such sites are too small for allocation we do **not dispute this source of supply.**

Source 3: Local Plan allocations and planning permissions on Local Plan allocations

- 7.19. The 2024 FYHLS identifies a supply of 4,595 dwellings from this source of supply over the five-year period. 'Part B'¹³ sites make up 2,662 dwellings of this total. We only dispute the 'Part B' sites (ie those with outline permission, or only an allocation) and as such **1,933 dwellings from this source are not disputed.** As discussed within section 4 of this Proof the NPPF is clear that these sites should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years. In most cases the

¹³ This relates to part B of the NPPF Annex Definition of a deliverable site, see paragraph 4.14 above

Council has failed to provide such evidence within its analysis of these sites. My analysis identifies two key reasons for removing dwellings from these sites from Council's claimed supply. These are:

- No evidence for deliverability at the base date; and,
- Lower overall delivery in the five-year period.

No evidence for deliverability at the base date

7.20. In terms of a lack of clear evidence this largely relates to the NPPF requirement for major sites without detailed planning permission to be available and suitable now (the base date of the assessment) and provide clear evidence of delivery in the five-year period. In considering Part B sites the Secretary of State (SoS) provided useful guidance in a recovered appeal on land off Audlem Road/Broad Lane, Stapeley, Nantwich (APP/RO660/A/13/2197532 & APP/RO660/A/13/2197529, CD 7.4). Within paragraph 21 of this decision the SoS considers that:

"...the following should be removed from the supply: sites with outline planning permission which had no reserved matters applications and no evidence of a written agreement; a site where there is no application and the written agreement indicates an application submission date of August 2019 which has not been forthcoming, with no other evidence of progress; and a site where the agent in control of the site disputes deliverability..."

7.21. Numerous Inspectors have also grappled with the issue of what constitutes clear evidence for part B sites. In the case of Land at Caddywell Lane/Burwood Lane, Great Torrington, Devon (APP/W1145/W/19/3238460, CD 7.5) this was eloquently expressed by the Inspector Harold Stephens who noted (paragraph 56 and 57):

"This indicates the expectation that 'clear evidence' must be something cogent, as opposed to simply mere assertions. There must be strong evidence that a given site will in reality deliver housing in the timescale and in the numbers contended by the party concerned.

Clear evidence requires more than just being informed by landowners, agents or developers that sites will come forward, rather, that a realistic assessment of the factors concerning the delivery has been considered. This means not only are the planning matters that need to be considered but also the technical, legal and commercial/financial aspects of delivery assessed.

Securing an email or completed pro-forma from a developer or agent does not in itself constitute 'clear evidence'. Developers are financially incentivised to reduce competition (supply) and this can be achieved by optimistically forecasting delivery of housing from their own site and consequentially remove the need for other sites to come forward."

7.22. Given the lack of information provided by the Council many of the sites included within their five-year supply evidence should be removed using the SoS definition and the Great Torrington Inspectors consideration of clear evidence. I have, however, considered other potential sources of evidence not currently signposted by the Council within their supply evidence. This has included:

- Consideration of the current planning status (undertaken 1st April 2025),

- Consideration of other sources of Council evidence, including the SHLAA and Masterplan Framework documents, and
- Review of developer and land promoter websites.

Current planning status

- 7.23. This has focused upon a detailed review of the Council's 'Planning Explorer'. This system enables the user to view all planning applications and their supporting documents. My analysis identifies that on 1st April 2025 none of the disputed sites identified under this category had a detailed permission approved or pending at the base date (1st April 2024). However, where there is clear evidence that a site has progressed since the base date, for example due to the submission of a reserved matters application or conditions discharge, this has been taken into consideration. In addition, any documents relating to delivery timescales have also been considered. My analysis of each site is contained within **Appendix 1**.

Other Sources of Council Evidence

- 7.24. The key Council documents relating to housing land supply are the Strategic Housing and Employment Land Availability Assessment (SHELAA) (CD 5.6) and the Masterplan Framework Documents.
- 7.25. The most recent Barnsley SHELAA was produced by ARUP on behalf of the Council and published in July 2016. Despite approaching 8-years old the Council has not yet sought to update this document. The SHELAA formed part of the Council's evidence base for the BLP. Appendix B of the SHELAA considered whether sites were deliverable and developable. This was done on a 'policy-off' basis. The SHELAA analysis included brief assessments across a wide range of constraints including access, ground conditions, location suitability, mining constraints, physical limitations and market attractiveness. In addition, it also identified timescales for delivery, broken down by 5-year periods. It should be noted that the Appeal Site (SHELAA reference 629) was identified as being deliverable in the 5-10 year period.
- 7.26. The SHELAA analysis whilst useful only contains limited information in relation to its assessment of constraints and the deliverability of sites. For example, the availability of SHELAA site 117 identifies that there is *"No information, but thought likely to be in private and/or multiple ownership"*. This provides little certainty upon either the availability or deliverability of the site. Furthermore, the lack of an update since the adoption of the plan has meant that the evidence upon timescales for delivery is now out of date. For example, BLP allocation HS11 was identified as a deliverable site (SHELAA ref: 266) which was identified to deliver all 237 dwellings within years 1-5. However, as referenced within **Appendix 1** of this Proof no dwellings have yet been delivered on this site. Whilst an application for 214 dwellings (ref: 2017/O990) was submitted in 2017 this remains pending. No evidence of any progress such as additional documents have been submitted to suggest progress on this site since 2017. The applicants Jones Homes, nor indeed any other housebuilder, show no sign of promoting this site on their website.
- 7.27. Considering the above examples and the age of the SHELAA its evidence upon deliverability and its trajectory are considered out of date.

- 7.28. In terms of the Masterplan Framework documents, these are strategic documents which sit under the Local Plan and provides the key principles that future planning applications should align to. A brief description of each is included within **Appendix 3** of this Proof. Several of the sites which make up the Masterplan Framework areas are disputed within **Appendix 1** in relation to the delivery timescales envisaged. The Masterplan Framework documents were all adopted between 2019 and 2021 and as such are between 4 and 6-years old.
- 7.29. Many of the documents provide timescales for delivery. However, without exception all the disputed sites within the Masterplan Framework areas have failed to deliver to timescale. Indeed, only the non-disputed sites making up the Royston Masterplan Framework have delivered any dwellings to date.
- 7.30. In reference to the Masterplan Framework sites at Hoyland North and South the developer Teakwood Partners have identified on their website that '*...site investigation work is on-going as they struggle to solve myriad problems associated with historic mining operations*' (Hoyland North) and '*...wrestle with the many site constraints, including underground high walls, ancient woodland and overhead high-voltage cable*' at Hoyland South.
- 7.31. This information from the developer coupled with the lack of detailed permissions fails to provide the clear evidence required to include sites such as this within the five-year supply. The Council's position is, therefore, clearly contrary to the NPPF Annex definition of a deliverable site.

Lower overall delivery in the five-year period

- 7.32. In terms of lower overall delivery just four sites fall within this category. In addition, our analysis suggests that based upon my assumptions within section 6 above delivery on one site has been increased. The sites where delivery has been reduced are set out below. My reasons for the reductions on each site relate to over-optimistic delivery from a single outlet in conformity with section 6 above. Where available, documents upon the Council's 'Planning Explorer' which relate to delivery rates have also been considered. This includes site MU1 which is discussed in greater detail below.
- HS3 Former William Freeman Site, Wakefield Road – delivery reduced from 57 to 52 dwellings, **(-5)**
 - HS5 Land south of West Street, Worsbrough – delivery reduced from 55 to 50 dwellings, **(-5)**
 - HS9 Site east of Smithy Wood Lane – delivery reduced from 130 to 120 dwellings, **(-10)** and
 - MU1 South of Barugh Green Road – delivery reduced from 662 to 266 dwellings. **(-396)**
- 7.33. Delivery has been increased at site HS47 land to the north of Dearne ALC from 86 to 100 dwellings in the five-year period. This site has a pending permission, submitted prior to the base date of the assessment for 106 dwellings. A review of the pending application suggests that the remaining issues can be resolved soon. Taking my assumptions, as set out within section 6 above, delivery for this site in the five-year period is, therefore, increased by 14 dwellings.

Site MU1: South of Barugh Green Road.

- 7.34. This site forms the majority of the Barnsley West Masterplan Framework area and has a pending hybrid application for 1,560 dwellings, permission for 216 homes of which is sought in full (2021/1090). This application was submitted prior to the FYHLS assessment base date. The 2024 FYHLS indicates that delivery will commence on this site in 2025/26. However, at the time of writing the application remains pending.
- 7.35. Progress on this site has been much slower than anticipated. At the time of publication of the 2024 FYHLS (July 2024) it was anticipated that this site would be going before committee in July or August 2024. This has not been changed in the Council's most recent trajectory accompanying its SoC for this appeal (CD 9.3). This did not occur. Since this date, it understood from discussions with the applicants agent that they have been undertaking viability work due to the scope and quantum of obligations requested by the Council and the statutory consultees. At the time of writing this work has not yet been agreed. It therefore appears unlikely that a decision will be made before summer 2025 at the earliest. This will inevitably slow delivery of the scheme. Initial delivery has, therefore, been pushed back by one year to 2026/27.
- 7.36. Furthermore, the speed of delivery anticipated by the Council does not align with the delivery intentions of the lead-developer as set out within paragraph 3.7 of the applicant's 2023 Barnsley West Masterplan Framework Delivery Strategy (appendix 5). This is replicated in table 7.1 below, taking account of the delayed start-date.

Table 7.1: Site MU1 Delivery rate

Phase	Year Ending 31 st March													Total
	27	28	29	30	31	32	33	34	35	36	37	38	39	
R1	30	31	31	31	31	31	31	0	0	0	0	0	0	216
R2	0	52	52	52	52	52	53	0	0	0	0	0	0	313
R3	0	0	0	0	0	0	44	44	45	0	0	0	0	133
R4	0	0	0	0	0	0	50	50	50	50	50	0	0	250
R5	0	0	23	23	23	23	24	0	0	0	0	0	0	116
R6	0	0	0	40	40	40	40	40	40	40	40	40	40	400
R7	0	23	24	24	24	24	0	0	0	0	0	0	0	119
Total	30	106	130	170	170	170	242	134	135	90	90	40	40	1547

Source: Barnsley West Masterplan Framework Delivery Strategy, Pegasus Group (2023)

- 7.37. The delay in delivery and the lower delivery rates illustrated by the trajectory evidence reduces the supply from this site from 662 dwellings to 266 dwellings.

Source 3 Conclusions

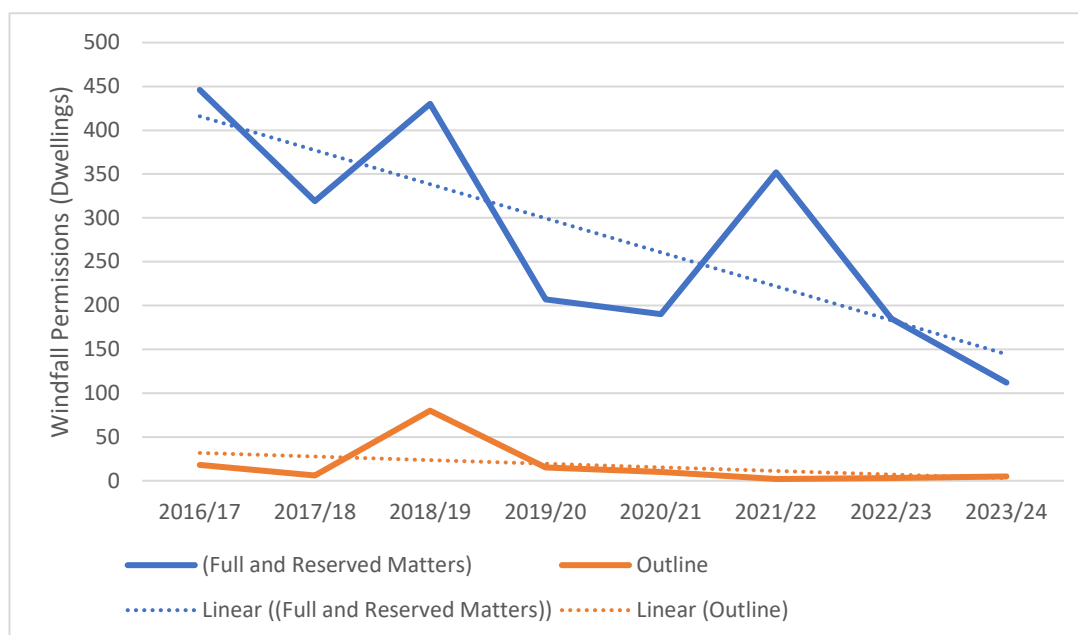
- 7.38. My assessment of the supply from the 'Part B' source reduces the Council's claimed supply of 2,662 dwellings to 924 dwellings. A reduction of 1,738 dwellings. This is set out in detail within appendix 1 to this Proof. The overall delivery from this source is, therefore, **reduced to 2,857 dwellings¹⁴**.

¹⁴ Total from this source 4,595 dwellings – 1,738 dwellings = 2,857 dwellings

Source 4: Windfall Allowance

- 7.39. A windfall allowance of 631 dwellings is identified from previously unknown sources. This total is identified as 624 dwellings from sites with full and reserved matters permissions and a further 35 dwellings from sites with outline permission. It appears there is double counting within the Council's methodology as outline planning permissions will gain reserved matters consent. The allowance is predicated on historic delivery rates over the last five years from permissions, rather than actual completions.
- 7.40. While delivery from windfalls is not disputed in principle, the NPPF (para. 72) states clearly that any windfall allowance must be founded upon compelling evidence which demonstrates that windfall completions will provide a reliable source of supply. The NPPF further notes that any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.
- 7.41. In terms of past permissions, the 2024 FYHLS identifies permissions from this source over the preceding five-year period is variable. Indeed the 2021/22 year stands out as an outlier, delivering 352 dwellings as opposed to the average of 209 dwellings. Similarly, if the 2021 FYHLS is considered, this once again indicates a very variable picture. This is illustrated in figure 7.1 below which considers recent patterns in windfall delivery over the past 8-years. The linear trendlines clearly illustrate a downward trend in detailed windfall permissions and outline windfall permissions. This is perhaps unsurprising as the BLP was not adopted until January 2019 and as such had limited impact upon delivery rates over the plan period prior to this. It is notable that the number of windfall permissions fell from a high of 446 dwellings in 2016/17 to 190 dwellings (2020/21), a substantial reduction of over 57%. Since this date, other than the 2021/22 outlier there has been a gradual decrease in windfall permissions.
- 7.42. The above analysis demonstrates that the Council's assessment is unrealistically high in relation to future trends. Furthermore, the Council already includes a supply from sites not allocated as discussed within sources 1 and 2 above. These sites would in the most part, by their very nature, comprise previously unknown, or windfall sites. Indeed, the Council acknowledges it does not actively monitor sites of less than 10 dwellings. It is demonstrably clear that the Council's windfall allowance includes a significant element of double counting with sources 1 and 2, particularly in years 1 and 2, when the majority of the development which is unallocated, but which benefits from an implementable planning permission, will occur.
- 7.43. Furthermore, the Council's 2016 SHELAA at section 5.2 notes:
- "It should be noted that larger windfall sites (i.e. unallocated sites with the capacity to deliver more than ten dwellings) have not been included in this calculation. It is assumed that, with the adoption of the Local Plan and its associated allocations, larger sites will become a less consistent and reliable source of housing delivery. They should therefore not be considered as part of the evidence for the justification for any windfall allowance."*

Figure 7.1: Windfall Permissions within Barnsley



Source: BMBC 2021 and 2024 FYHLS

7.44. The 2016 SHELAA concludes, at section 5.5 that in relation to the windfall allowance:

"Based on the ten-year average, this allowance would be 142 dwellings per year."

7.45. This quantum of windfalls within the SHELAA was also considered by the Inspector of the BLP who in her report (CD 5.1B), at paragraph 242, noted:

"...having regard to evidence in the SHELAA that windfalls contributed an average of 142 dwellings per year from 2006 – 2016 or 15% of total completions. The greater certainty afforded by allocated sites in an up to date plan could mean that there is less incentive to bring forward windfall site"

7.46. The Inspector's findings, therefore, concur with my points provided above. Given the Inspector's findings, and the potential for double-counting, 142 dwellings per annum are applied to years 3, 4 and 5. This gives a revised total windfall figure of **426 dwellings** over the supply period. This is a reduction of 205 dwellings when compared to the Council's projected supply from this source.

Overall Supply

7.47. My analysis identifies a **reduction in the overall net supply of 1,982 dwellings** from **5,708 to 3,726 dwellings**. This is set out in greater detail within the table below.

Table 7.2 Respective Housing Land Supply Positions

Source	Pegasus (dwellings)	Barnsley (Dwellings)
Non allocated planning	178	217

permissions >10 dwellings		
Non allocated planning permissions <10 dwellings	310	310
Local Plan allocations and planning permissions on Local Plan allocations	2,857	4,595
Windfall Allowance	426	631
Predicted Losses	-45	-45
Total	3,726	5,708

8. Conclusions

- 8.1. There has been an acute and chronic under-delivery of housing within Barnsley over many years. The Council has failed to deliver against its adopted housing requirement in every year of the plan period to date. This has led to an accrued shortfall exceeding 3,600 dwellings on 1st April 2024, representing approximately 30% of the identified housing need over the same period.
- 8.2. The Council has also failed to provide an appropriate monitoring framework for the delivery of housing since the publication of its 2021 FYHLS. This is despite the requirements of the NPPF, at paragraph 78. There is no indication when this situation will be rectified.
- 8.3. To fill the clear evidential gap the Council did undertake an assessment of its supply in relation to the appeal at land north of Shaw Lane, Carlton. A subsequent update to take account of the need to provide a 20% buffer for significant under-delivery was provided for the appeal at Greenland Cottage, High Hoyland Lane, High Hoyland. These assessments updated the Council's position to 1st April 2024 and claimed a 3.64-year and 3.1-year supply of deliverable housing land respectively. The Council relies on the same supply side evidence at this appeal.
- 8.4. My analysis disputes the Council's position. The Council has perpetually sought to include major sites within its supply which fail to meet the criteria of a deliverable site. It has also promoted levels of delivery which exceed industry norms and direct evidence from the developer of a site. My analysis clearly concludes that 1,982 dwellings should be removed from the Council's supply.
- 8.5. **The overall deliverable housing land supply is reduced to just 2.02-years a deficit of 5,489 dwellings against the Council's five year requirement.**
- 8.6. The five-year supply position at the 1st April 2024 base dates is set out below.

Table 8.1: Barnsley Housing Land Supply Position (1st April 2024)

	Dwellings
Five-year requirement	9,215
Supply	3,726
Surplus / Deficit	-5,489
Years Supply	2.02

- 8.7. My analysis clearly illustrates that since 2021 the FYHLS position within Barnsley has been consistently below 3-years and has deteriorated over the period, indicating a clear delivery issue within the district. However, even if the Council's own evidence is used the five-year supply is woeful standing at just 3.1-years and as demonstrated in Table 2.1 has declined significantly since 2021.

Table 8.2: Deteriorating Barnsley Housing Land Position – Pegasus Position

Base Date	Years Supply
1 st April 2021	2.87-years
1 st April 2023	2.54-years
1 st April 2024	2.02-years

- 8.8. My analysis suggests that the chronic and acute under-delivery over the plan period to date is likely to continue into the foreseeable future. The Council need to address this issue as a matter of urgency through the grant of deliverable housing sites such as the Appellants.

Weight to be attributed to a lack of a five-year housing land supply

- 8.9. Within its submissions to the appeal at land north of Shaw Lane, Carlton the **Council agreed with the Appellant of that appeal that substantial positive weight should be attributed** to the delivery of housing in the context of a claimed 3.64 year supply. My evidence clearly demonstrates that the housing land supply position is substantially worse than 3.64-years.
- 8.10. The weight afforded to the provision of housing by the Secretary of State in the context of a sub-five year housing land supply positions is set out in Table 8.3 below. The analysis identifies that the Secretary of State has consistently found that where an LPA is able to demonstrate less than a 4.5-years supply the provision of housing should be afforded either significant, substantial, very significant or very substantial weight. It should be recognised that the current supply position in Barnsley is significantly less than this at just 2.02-years.

Table 8.3: Weight afforded to the provision of housing by the Secretary of State

Decision	Weight afforded	FYHLS position
Land to the West of Burley-in-Wharfedale at Sun Lane and Ilkley Road (ref: 3208020)	Very substantial weight	Less than 2.06 years
160 Stanley Road, Stockport (ref: 3205559)	Very significant weight	2.8 years
Land at and adjacent to Hulton Park, Bolton (ref: 3208426)	Significant weight	3.5 to 3.7 years
Land North of Viaduct, Ledbury (ref: 3244410)	Substantial weight	4.22 years

Decision	Weight afforded	FYHLS position
Land at Fiddington, Tewkesbury (ref: 3210903)	Substantial weight	4.33 years
Land at Mitchelswood Farm, East Sussex (ref: 3119171)	Significant weight	4.5 years
Land at Hawthorns, Farnham (ref: 3211033)	Significant weight	4.5 years
Land at South West Sittingbourne/Wises Lane, Sittingbourne (ref: 3233606)	Significant weight ¹⁵	4.6 years
97 Barbrook Lane, Tiptree, Colchester (ref: 3223010)	Significant weight	4.7 years
Land at Sandown Park Racecourse, Esher (ref: 3249790)	Significant weight	Less than five years
Whitehouse Farm, Belper (ref: 3198996)	Significant weight	3.7 to 6.6 years
North London Business Park, London (ref: 3189843)	Significant weight	4.8 to 5.1 years

8.11. Table 8.4 below identifies that **irrespective of the FYHLS position the Secretary of State places significant weight upon the delivery of housing**. This is largely due to the scale of the housing crisis this country finds itself within (see section 3 of this Proof).

Table 8.4: Weight afforded to housing delivery by Secretary of State, irrespective of FYHLS

Decision	Weight afforded	FYHLS position
Land West of Knights Hill Village (ref: 3237042)	Substantial weight	In excess of 5 years
Oxford Brookes University, Wheatley Campus (ref: 3230827)	Very substantial weight ¹⁶	In excess of 5 years
Land at Love Lane, Woolwich (ref: 3233519)	Substantial weight	In excess of 5 years
Land at VIP Trading Estate, London (ref: 3233585)	Significant weight	In excess of 5 years
Land to the East of Newport Road and to the East and West of Cranfield Road, Woburn Sands (ref: 3169314)	Significant weight	In excess of 5 years

¹⁵ Notwithstanding the absence of a policy-compliant level of affordable housing.

¹⁶ In light of the affordable housing shortfall in that case.

Land at Former Westferry Printworks Site, London (ref: 3225474)	Significant weight	In excess of 5 years
Land at Burgess Business Park, London (ref: 3225548)	Moderate weight ¹⁷	In excess of 5 years
Land off Station Road, Long Melford (ref: 3214377)	Significant weight	5.67 years
Anglia Square, Norwich (ref: 3225505)	Significant weight	5.89 years
Land off Audlem Road/Broad Lane, Stapeley (ref: 2197532) (CD 7.4)	Significant weight	5.7 to 6.6 years
Land at Sandleford Park, Newbury (3265460)	Significant weight	7.67 years

- 8.12. Given the above evidence and the deteriorating housing land supply position within Barnsley the Council should have attached **very substantial positive weight** to the delivery of housing when determining this application, something which it failed to do or acknowledge in the balance of considerations in the Officer Report or in its SoC. Given the chronic and acute under-supply of housing over the plan period and the dire and deteriorating situation in relation to the FYHLS position the Inspector is respectfully requested to apply very substantial positive weight to the delivery of housing in the determination of this appeal.

¹⁷ Owing to the less than exemplary nature of the accommodation proposed.





Appendix 1: Trajectory Comparison Part B Allocated Sites 1st April 2024 to 31st March 2029

Ref	Site Address	App Ref	Permission	Indicative Yield	Position	24/25	25/26	26/27	27/28	28/29	Total	Pegasus Commentary
HS1	Former Woolley Colliery			90	BMBC	0	0	0	0	10	10	No clear evidence at base date: Application 2022/0619 withdrawn in 2022. A revised scheme (2024/0867) was submitted in December 2024 significantly after the base date of the assessment. This remains pending at the time of writing.
					Pegasus	0	0	0	0	0	0	
HS2	Land south of Darton Lane, Staincross	2019/1244	18/11/2021	46	BMBC	0	0	23	23	0	46	Agreed: RM 23/0566 submitted 7 June 23, approved 28 June 24
					Pegasus	0	0	23	23	0	46	
HS3	Former William Freeman site, Wakefield Road	2017/1718	24/10/2018	102	BMBC	0	0	0	12	45	57	Reduced Delivery: Reserved Matters application (2021/1405) submitted prior to base date, 15 Oct 21. This was approved 08 Oct 24, clear evidence of progress at base date. Single developer (Netherton Homes) no evidence provided by developer of delivery rates, delivery reduced based upon my analysis of delivery rates.
					Pegasus	0	0	0	12	40	52	
HS5	Land South of West Street, Worsbrough			70	BMBC	0	0	0	10	45	55	Reduced Delivery: Full application for 51 dwellings (rather than 55) submitted (2023/1104) prior to base date (January 2024), approved 17 January 25. No evidence provided by developer of delivery rates, delivery reduced based upon application and my analysis of delivery rates.
					Pegasus	0	0	0	10	40	50	
HS6	Site South of Coniston Avenue Darton			40	BMBC	0	0	0	10	30	40	No clear evidence of deliverability at base date: Previous application 2021/1661 withdrawn. Subsequent application for 39 dwellings (24/0698) was not submitted until September 24 long after the 1st April based date. This application remains pending.
					Pegasus	0	0	0	0	0	0	
HS7	Site east of Burton Road, Monk Bretton			218	BMBC	0	0	0	18	50	68	No clear evidence: No application submitted or approved.
					Pegasus	0	0	0	0	0	0	



HS8	Site west of Wakefield Road			135	BMBC	0	10	10	10	10	40	Agreed: Numerous applications on this site (2017/0520) and already delivering.
					Pegasus	0	10	10	10	10	40	
HS9	Site east of Smithy Wood Lane			141	BMBC	0	0	40	45	45	130	Reduced Delivery. Full application (2021/1642) submitted prior to base date and approved 5/12/24 for 179 dwellings. Discharge of conditions underway (2024/1073). No evidence in relation to delivery rates provided, delivery rates reduced to accord with my analysis.
					Pegasus	0	0	40	40	40	120	
HS10	Site north of Keresforth Road			175	BMBC	0	0	0	0	25	25	No clear evidence. Outline application (2022/0016) with all matters reserved, except access) submitted by Keepmoat Homes for up to 126 dwellings and associated works. This application was submitted on 6th January 2022 and remains pending.
					Pegasus						0	
HS11	Site south of Bloomhouse Lane, Darton			214	BMBC	0	0	0	25	45	70	No clear evidence of deliverability. Residential development of up to 214 dwellings (2017/0990) submitted in 2017 but remains pending. No evidence of any progress such as additional documents submitted on this site since 2017. It is understood the landowners have discussed the site with Barratt Homes in 2021 who undertook some preparatory work. However, this has not led to any firm proposals to date.
					Pegasus	0	0	0	0	0	0	
HS13	Former Priory School site/Land off Rotherham Road, Cundy Cross			51	BMBC	0	0	0	0	25	25	Agreed: Numerous applications on this site.
					Pegasus	0	0	0	0	25	25	
HS15	Land to the west of Smithy Wood Lane			38	BMBC	0	0	30	8	0	38	Agreed: This site is linked to HS9. Approved full application (2021/1642) for 179 dwellings submitted 16/12/2021, approved 5 December 24. The site is being promoted by Avant Homes who are marketing the site as 'coming soon'.
					Pegasus	0	0	30	8	0	38	
HS17	Site west of Wakefield Road	2017/1451	25/06/2019	232	BMBC	0	0	0	7	45	52	



					Pegasus	0	0	0	7	45	52	Agreed: Outline application 2017/1451 approved June 2019. Subsequent reserved matters application (2022/0633) for 221 dwellings approved 31 October 24. No evidence in relation to delivery rates provided, however due to site size potential for delivery from more than one outlet.
HS23	Land off Highstone Lane, Worsbrough Common			18	BMBC	0	0	0	0	18	18	No clear evidence: No application submitted.
					Pegasus	0	0	0	0	0	0	
HS30	Land off Leighton Close			18	BMBC	0	0	0	0	18	18	No clear evidence: No application submitted.
					Pegasus	0	0	0	0	0	0	
HS32	Land off Pontefract Road			147	BMBC	0	0	0	0	30	30	No clear evidence: No application submitted.
					Pegasus	0	0	0	0	0	0	
HS35	Site adjacent Carrs Lane/ Summerdale Road, Cudworth			10	BMBC	0	0	0	0	10	10	Agreed: Approval for 278 dwellings (2017/0577), condition discharge occurring
					Pegasus	0	0	0	0	10	10	
HS39	Land west of Three Nooks Lane, Cudworth			41	BMBC	0	0	0	20	21	41	No clear evidence: No application submitted.
					Pegasus						0	
HS42	Land south of Lowfield Road, Bolton on Dearne			86	BMBC	0	0	0	20	45	65	No clear evidence. No Planning Application approved or pending. Several refusals, most recent being application 2019/0623 which was dismissed at appeal.
					Pegasus	0	0	0	0	0	0	
HS47	Land to the north of Dearne ALC			86	BMBC	0	0	20	45	21	86	Delivery Increased: Application pending (2022/0420) for 106 dwellings but issues appear surmountable. Delivery amended to take account of pending permission and my delivery evidence.
					Pegasus	0	0	20	40	40	100	
HS52	Land to the west of Thurnscoe Bridge Lane, south of Derry Grove, Thurnscoe			308	BMBC	0	0	0	38	45	83	No clear evidence at base date: Pending application (2024/1004) for 296 dwellings registered in December 2024, significantly beyond base date of the assessment . No evidence this was known at the base date.
					Pegasus	0	0	0	0	0	0	
HS58	Broad Carr Road			52	BMBC	0	0	0	20	32	52	



					Pegasus	0	0	0	0	0	0	No clear evidence: The site forms part of the Hoyland South Matserplan Framework which anticipated initial delivery in 2023 on this element this delivery schedule is now clearly out of date. Whilst elements of the wider Hoyland allocations for employment use (HS68) is coming forward no application history on this element. No further evidence has been provided.
HS60	Greenside Lane			22	BMBC	0	0	0	0	22	22	No clear evidence: No application submitted.
					Pegasus	0	0	0	0	0	0	
HS62	Land off Meadowfield Drive			80	BMBC	0	0	50	30	0	80	No clear evidence: Whilst the site forms part of the Hoyland South Matserplan Framework which anticipated initial delivery in 2022 on this element this delivery schedule is now clearly out of date. To date no application has been submitted. No further evidence has been provided.
					Pegasus	0	0	0	0	0	0	
HS64	Site north of Hoyland Road			598	BMBC	0	0	55	55	55	165	No clear evidence: This site forms part of the Hoyland North Masterplan Framework, dated December 2019. The Masterplan framework anticipated development commencing on the employment and residential elements of Hoyland North in 2020 with 275 homes being delivered at a rate of 50dpa by 2025. This is clearly out of date. The employment elements adjacent Dearne Valley Parkway (allocations ES17 and ES14) benefit from reserved matters approvals for industrial uses (2021/1007) and condition discharge is occurring. However, no valid application submitted or approved on the residential parcels at the time of writing. Previous application 2018/1268 withdrawn and part of southern element has a lapsed outline permission for 100 dwellings (2016/1531). No further evidence is
					Pegasus	0	0	0	0	0	0	



												provided to indicate that this site will deliver in the 5-year period.
HS67	Land at Sheffield Road			17	BMBC	0	0	0	0	17	17	No clear evidence: No recent application submitted
					Pegasus	0	0	0	0	0	0	
HS68	Land between Stead Lane and Sheffield Road, Hoyland Common			227	BMBC	0	0	0	0	50	50	No clear evidence: Whilst the site forms part of the Hoyland South Matserplan Framework which anticipated initial delivery in 2024 on this element this delivery schedule is now clearly out of date. To date no application has been submitted. No further evidence has been provided.
					Pegasus	0	0	0	0	0	0	
HS70	Land north of Barnsley Road			17	BMBC	0	0	0	10	7	17	Agreed: Full application (2023/0898) for 17 dwellings submitted Sept 23 whilst pending identifies clear progress.
					Pegasus	0	0	0	10	7	17	
HS74	Land south of Well House Lane			132	BMBC	0	0	0	0	32	32	



					Pegasus	0	0	0	0	0	0	No clear evidence: No application submitted or approved on this site. Whilst the adjacent allocation HS75 has approval for residential development (Barratt David Wilson) no further evidence is provided regarding the phasing of this adjacent site. The site layout of HS75 does not include any connectivity with this site.
HS76	Land at end of Melton Way			58	BMBC	0	0	0	13	45	58	No clear evidence: No application submitted.
					Pegasus	0	0	0	0	0	0	
HS78	Land south of Doncaster Road			441	BMBC	0	0	0	20	45	65	No clear evidence at base date: Hybrid application (2024/0580) submitted after the base date on 27 August 24 (includes 200 dwellings in full) remains pending. No evidence provided to indicate this was known at base date.
					Pegasus	0	0	0	0	0	0	
HS79	Site of former Foulstone School Playing Fields			189	BMBC	0	0	0	0	30	30	No clear evidence: No application submitted.
					Pegasus	0	0	0	0	0	0	
HS90	Land off High Street, Great Houghton			67	BMBC	0	0	0	22	45	67	No clear evidence at base date: Pending application (2024/0917) not registered until 2nd December 24, well after the base date. No clear evidence provided at base date. Previous application 2021/1149 withdrawn.
					Pegasus	0	0	0	0	0	0	
MU1	South of Barugh Green Road			1700	BMBC	0	85	172	192	213	662	Reduced delivery: Whilst progress has been made on this site it has been beset by delay and the application remains pending. It is anticipated that permission will be granted summer 2025, this is 18 months later than anticipated. The Council's delivery rate also does not align with the site promoters. Part of the allocation does not yet benefit from either an approved or pending application.
					Pegasus	0	0	30	106	130	266	
MU2	Land between Fish Dam Lane and Carlton Road			152	BMBC	0	0	30	45	45	120	No clear evidence: No relevant planning application submitted.
					Pegasus	0	0	0	0	0	0	
MU3	Land off Shaw Lane Carlton			1346	BMBC	0	0	0	35	45	80	



					Pegasus	0	0	0	0	0	0	No clear evidence: No permitted or pending residential applications on site. Application 2022/0115 for 216 dwellings refused but allowed on appeal on 5th September 2024, this was after the base date of the assessment. At the base date the Council was actively defending its refusal. Variation of condition application (2020/0150) to provide for a residential standard valid from 20 Feb 2020 remains pending. Relates to original restoration of colliery application 2007/1365.
MU5	Land at Lee Lane, Royston			828	BMBC	0	0	5	45	58	108	Agreed: Delivery already occurring on some elements of site. Pending applications 2019/0239 for 250 dwellings and 2022/0471 for 249 dwellings. Site appears to have more than one outlet.
					Pegasus	0	0	5	45	58	108	
TCDS 2	Southern Fringe Development Site			88	BMBC	0	0	0	0	30	30	No clear evidence: No relevant planning application submitted.
					Pegasus	0	0	0	0	0	0	
Totals					BMBC	0	95	435	778	1354	2662	
					Pegasus	0	10	158	311	445	924	



Appendix 2: Historic Delivery Analysis

Site size 1-199 dwellings (Note all sites below 20 dwellings have been removed to avoid unduly reducing the average delivery rate)

Local Plan Ref	Site Address	Detailed Permission Date	Dwellings within Permission(s)	Start	Delivery to 2020/21	Delivery Years	Average rate of delivery	Comment
HS13	Former Priory School site/Land off Rotherham Road, Cundy Cross	26/04/2016	192	2015/16	192	5	38	
HS16	Site to the east of St Helens Avenue	29/09/2020	93	2021/22	92	2	46	
HS18	Site of former Kingstone School	17/07/2024	163	2015/16	163	4	41	
HS21	Monk Bretton Reservoir and land to the east of Cross Street	29/01/2016	95	2016/17	95	3	32	
HS24	Land between Mount Vernon Road and Upper Sheffield Road	15/09/2021	42	2022/23	20	1	20	
HS29	Land off Mount Vernon Road	08/04/2021	70	2022/23	24	1	24	
HS41	Former Willowgarth School, Grimethorpe	11/04/2017	97	2018/19	86	5	17	
HS45	Site south of Barnburgh Lane	30/06/2016	129	2020/21	61	3	20	Additional permissions now permitted, not yet delivering
HS49	Site south of Beever Street	05/01/2021	116	2021/22	70	2	35	
HS50	Site at Brunswick Street	04/11/2019	49	2020/21	49	2	25	
HS73	Site south east of Schole Hill Lane, Penistone Hartcliffe Rd	25/09/2014	140	2016/17	140	3	47	



HS80	Site of the former Foulstone School	21/09/2016	81	2017/18	81	5	16	Site delivered via separate permissions
HS81	Land to the rear of Kings Oak Primary School	03/01/2019	60	2018/19	60	2	30	Site delivered via separate permissions
HS82	Land off Newsome Avenue	15/03/2016	43	2016/17	43	3	14	
HS84	Land east of Lundhill Road	27/04/2018	150	2019/20	136	4	34	
MU5	Land at Lee Lane, Royston	19/12/2018	166	2018/19	162	5	32	Not all of allocation permitted yet
						Average	29	

Site size 200+ dwellings

Local Plan Ref	Site Address	Detailed Permission Date	Dwellings within Permission(s)	Start	Delivery to 2020/21	Delivery Years	Average rate of delivery	Comment
HS19	Site north of Wilthorpe Road	07/01/2015	326	2016/17	326	7	47	
HS35	Site adjacent Carrs Lane/ Summerdale Road, Cudworth	06/03/2019	282	2018/19	231	5	46	
HS43	Former Reema Estate and adjoining land off School Street	07/03/2018	483	2018/19	224	5	45	Delivering via numerous permissions
HS49	Site south of Beever Street	05/01/2021	116	2021/22	70	2	35	
						Average	43	

Appendix 3: Masterplan Framework Areas

The Barnsley Local Plan includes several site allocations where masterplan frameworks are required. The reasons for requiring a masterplan framework are set out within individual site policies. A masterplan framework is identified by the Council as being a strategic document that sits under the Local Plan and provides the key principles that future planning applications must align to. Each masterplan framework is subject to public consultation and approval by Full Council before any planning applications are approved on the affected sites.

There are 7 masterplan frameworks within Barnsley, these are:

- Barnsley West,
- Carlton,
- Goldthorpe – this is solely for employment development and as such is not further discussed,
- Hoyland North,
- Hoyland South,
- Hoyland West, and
- Royston.

The following tables summarise the identified need for each framework, identified delivery timescales and current progress towards delivery.

Barnsley West Framework Masterplan
<p>Site Details</p> <p>Allocation MU1 proposed for mixed use, including an indicative 1,700 dwellings.</p>

The Masterplan Framework is required to cover the entire site. It seeks to ensure that the employment land is developed within the plan period, that community facilities come forward before completion of the housing and that development is brought forward in a comprehensive manner.

The site is required to deliver the following:

- Provide a primary school on the site;
- Ensure that ground stability and contamination investigations are undertaken prior to development commencing and necessary remedial works completed in accordance with the phasing plan;
- Provide on and off site highway infrastructure works, including a link road (Claycliffe Link) and improvements at Junction 37 as necessary;
- Provide small scale convenience retail and community facilities in compliance with Local Plan policy TC5 Small Local Shops;
- Retain, buffer and manage the watercourse, grassland and woodland north-east of Hermit Lane;
- Retain, buffer and manage the species-rich hedgerows and boundary features. Where this is not possible transplant hedgerows including root balls and associated soils. A method statement for this should be provided and agreed prior to works commencing;
- Create/retain wildlife corridors through/across the site; Provide accessible public open space;
- Ensure that any sustainable drainage system incorporating above-ground habitats is designed from the outset to serve the whole site;
- Give consideration to the drain/culvert that runs through the site;
- Include measures for the protection and retention of the listed milepost on Barugh Green Road 500m west of the junction with Claycliffe Road and its immediate setting; and
- Protect the routes of the Public Rights of Way that cross the site, and make provision for these as part of any proposal.

Masterplan Framework

The Masterplan Framework was adopted by Full Council on 19th December 2019.

It identifies a delivery timescale of 15-years, depending upon market conditions.

Section 6 identifies infrastructure and Delivery phasing, the key points, relating to residential development, being:

- **Roundabout 1** – northern access point to site via Barugh Green Road. To be installed prior to commencement of residential development. An application for the roundabout (2020/0027) was approved on 30th November 2020. Work is currently underway to construct the roundabout.



- **Link Road** – to be delivered in a phased manner. The strategic link must be completed by the 237 dwelling and 34,206m² of commercial. This forms part of the pending hybrid application (2021/1090). The detailed elements of the hybrid application include the link road and 216 dwellings. The outline elements 1,344 dwellings, primary school, shops and community facilities.
- **Education** – The primary school is to be in operation by the second summer, following start of the residential development. This will require a subsequent reserved matters application following approval of the pending hybrid application.

Progress to date

Progress is being made on site (see above) but this at a much slower rate than anticipated.

A hybrid application (2021/1090) was submitted on 9th August 2021 but remains pending at the time of writing. The application is currently subject to viability discussions and is unlikely to be determined until June 2025 at the earliest.

The applicant provided a delivery strategy alongside the hybrid application which identified that the overall development period was anticipated to run from 2024 to 2036. This was based upon the hybrid permission being approved by Q1 2024. The residential development was proposed to be built over 7 phases between 2024 and 2036. All phases, other than phase 1 (216 dwellings) is subject to a separate reserved matters application. Given the delay in the application approval circa 18-months the identified phasing is required to be pushed back appropriately.

Carlton Framework Masterplan

Site Details

Allocation MU2 and MU3 proposed for mixed use, including an indicative 1,500 dwellings.

The Masterplan Framework is required to cover both allocations to ensure that development is brought forward in a comprehensive manner.

The site is required to deliver the following:

- Retain woodlands,
- Provide off site highway works,

- Retain higher ecological value habitats,
- Ecological mitigation
- Mitigate potential impacts from neighbouring industrial operations
- Small scale retail and community facilities
- Avoiding built development within flood zone 2 and 3

Masterplan Framework

The Masterplan Framework was adopted by Full Council on 21st November 2021. The framework was accompanied by a delivery strategy.

The delivery strategy identifies that the site will be brought forward in five phases. However, it is noted that these parcels may not be delivered sequentially, and no timescale was identified.

Progress to date

Progress is being made on site. Application 2022/O115 for 216 dwellings in outline was refused by the Council but allowed on appeal on 5th September 2024. This relates to phase 3 of the masterplan area. A reserved matters application has not yet been submitted. No further applications have been submitted on any of the remaining phases.

It should be noted that as the appeal was allowed after the base date of the assessment it is not included in the five-year supply. This is because at the base date the Council was actively defending its refusal and as such it could not reasonably rely upon delivery from this site at that date.

Hoyland North Masterplan

Site Details

The masterplan area covers the residential allocations HS64, HS56 and HS66 in addition to employment allocations ES14 and ES17. The Masterplan Framework suggests 765 dwellings could be delivered on this site.

The site is required to deliver the following:

- Delivery of cricket facilities



- Strategic multi-functional green infrastructure
- Strategic sustainable urban drainage
- Link road between Dearne Valley Parkway and Hawshaw Lane.

Masterplan Framework

The Masterplan Framework was adopted by Full Council in December 2019.

The Masterplan Framework suggests that the residential elements would be delivered over 9.45-years. It will be brought forward in two phases. Phase 1 with an anticipated start date of 2020 would deliver 275 homes over a five-year period and Phase 2 would deliver 490 homes over a 4.4-year period commencing in 2026. The Phase 2 delivery rate is suggested to be delivered by two developers.

Progress to date

Progress is being made in relation to the employment uses within the masterplan area with approved detailed applications and conditions discharge occurring. No valid application submitted or approved on the residential parcels at the time of writing. A previous application 2018/1268 was withdrawn and part of southern element (HS66). In addition, outline permission for 100 dwellings (2016/1531) was approved in 2018. However, no subsequent reserved matters applications have been submitted and there is no evidence to suggest that further residential applications are forthcoming.

The developers Teakwood Partners have also identified delivery issues with the site as demonstrated in the web-extract below.



ABOUT INVESTMENTS RESIDENTIAL COMMERCIAL STRATEGIC LAND PRESS CONTACT



The agreement covers a total of almost 200 acres of former open space, earmarked for a variety of residential and commercial uses. Hoy North and Hoy South total 203 acres and are intended for residential development; Hoy West, totalling 77 acres, is allocated for commercial uses.

Separate master plans for the 3 areas were produced and have now been adopted by BMBC, paving the way for development:

At **Hoy West**, Hermes has proved to be a catalyst for development, allowing the ground to be remediated, providing for the speculative development of a further 330,000 ft2 and 13 acres of land for more modest employment uses.

At **Hoy North**, the site investigation work is ongoing as we struggle to solve myriad problems associated with the historic mining operations. It is anticipated that the site will be reclaimed in 3 phases and provide up to 600 new homes and substantial public open space.

Hoy South is also advancing at a pace as we clarify the remediation strategy, consider various phasing options and wrestle with the many site constraints, including underground high walls, ancient woodland and overhead high-voltage cables.

Hoyland South Masterplan

Site Details

The masterplan area covers the residential allocations HS58, HS62, HS65 and HS68. It also includes a new local hub and primary school.

The Masterplan Framework was commissioned by the Council and suggests 1,100 dwellings could be delivered on this area.

The site is required to deliver the following:

- Small scale retail and community facilities,
- Access between differing allocations, and
- Retention of relevant ecological features.

Masterplan Framework

The Masterplan Framework was adopted by Full Council 26 November 2020. A Delivery Strategy was provided alongside the masterplan.

The Masterplan Framework suggests that development would be delivered over 6 phases commencing over an 11-year timeframe. This would commence with HS62 in 2022. Maximum build out rates of 130 dwellings per annum were envisaged with up to 2 allocations delivering at the same time.

Progress to date

No progress is currently being made on these allocations. There are no pending or approved applications on any of the allocations which make up the Hoyland South Masterplan area or indeed any evidence to suggest that applications may be imminent.

The developers Teakwood Partners have also identified delivery issues with the site as demonstrated in the web-extract included within Hoyland North.

Hoyland West Masterplan

Site Details

The masterplan area covers the residential allocations HS57 and employment site ES23.

The Masterplan Framework was commissioned by the Council and suggests 101 dwellings could be delivered on this area.

The site is required to deliver the following:

- Provide a link road between the new Birdwell roundabout linking to Tankersley Lane and from there to Sheffield Road



- Relocate the area of Rockingham Sports Ground
- Retain the mature trees and hedgerows
- Provide a buffer strip at least 10 metres wide along the common boundary with the M1
- Make sure the development respects the landscape and wider countryside, and incorporates appropriate mitigation measures to address impacts on the adjacent Green Belt and countryside
- Provide a landscape buffer between the future housing and the employment site ES13.

Masterplan Framework

The Masterplan Framework was adopted by Full Council 15 September 2020.

Progress to date

This site is not identified to deliver any housing within the Council's supply for the five-year period. On this basis further analysis has not been undertaken at this stage.

Royston Masterplan

Site Details

The masterplan area covers the MU5 allocation

The Masterplan Framework suggests 994 dwellings, a primary school and supporting infrastructure with small scale retail could be delivered on this area.

Masterplan Framework

The Masterplan Framework was adopted by Full Council 29 July 2021

Progress to date



This site is already delivering and has two pending applications. Delivery from this site is not disputed. On this basis further analysis has not been undertaken at this stage.

Appendix 4: Extracts from Inspectors Reports referring to Delivery Rates

- Land east of Butts Road, Higher Ridgeway, Ottery St. Mary (APP/U1105/A/12/2180060) – The Inspector was critical of estimated delivery rates from developers noting in paragraph 20; *“...house builders operate in a very competitive market where it could be in their interests to exaggerate sales estimates in order to thwart a rival. I am therefore cautious about the estimated delivery/sales provided on behalf of the consortium and which have been used to support the Council’s assessment...”*.
- Land North of Congleton Road, Sandbach (APP/RO660/A/13/2189733) – In this case the Inspector concluded that the Council’s delivery rates were optimistic, commenting at paragraph 24; *“It is to be expected that landowners and potential developers would talk up the likely delivery of housing development...”*
- Land off Hillside Close, Bozeat, Wellingborough (APP/H2835/A/14/2212956) – The Council placed significant weight upon delivery from several large sites. The delivery was based upon revised developer estimates. The Inspector notes (paragraph 13); *“...the Council is heavily reliant on housing on a number of large sites around Wellingborough coming forward quite quickly and together providing a substantial amount of housing in the 5 year period. The Council has relied significantly on house builder estimates though it has reduced the numbers given to account for any over-optimism. However, even so I have some reservations on the Council’s figures...”*
- Land between Iron Acton Way and North Road, Engine Common, Yate (APP/P119/A/12/2186546) – In this case the Inspector considered builders/developers may seek to ‘talk up’ delivery rates to seek an advantage, commenting in paragraphs 24 and 25 that: *“...In the very competitive house building industry, I would be unsurprised if house builders/developers sought to gain an advantage over a rival by either ‘talking up’ the delivery rates from an allocated/preferred site in order to retain the support of a Council and/or cast doubt on the predicted delivery rates of a competitor so as make another site in the same area appear ‘less deliverable’...”*

“The Council appears unquestioning of some of the delivery rates provided by house builders/developers on sites that it has argued would deliver housing within the next five years. Its predictions make little, if any, allowance for the effects of competition from different sales outlets operating in close proximity to one another. Furthermore, the rates used by the Council in its assessment take no account of a reduction in completions on some sites following an initial ‘spike’ in sales caused by pent up demand.”



Appendix 5: MU1 Barnsley West Framework Delivery Strategy

Barnsley West Masterplan Framework Delivery Strategy.

Barnsley Metropolitan Borough Council

On behalf of Strata Sterling (Barnsley West) Ltd.

Date: 21 September 2023 | Pegasus Ref: P18-1848

LPA Ref: 2021/1089 and 2021/1090, allocation ref. MU1

Author: HB/MS



Document Management.

Version	Date	Author	Checked/ Approved by:	Reason for revision
V1	21/09/2023	HB	NC	NC Amendments
V2	11/10/2023	HB	NC	Client amendments
V3	11/10/2023	HB	NC	Client amendments



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1. Introduction

- 1.1. The purpose of this document is to set out the proposed delivery strategy for the implementation of the mixed-use residential and commercial development located on land south of Barugh Green Road, Barnsley. The development proposal is referred to as Barnsley West and is currently subject of two hybrid planning applications (LPA references 2012/1089 and 2021/1090).
- 1.2. The hybrid planning applications have been submitted on behalf of Strata Sterling Barnsley West Ltd. Following the grant of the two applications the proposals will be implemented independently by the developers Strata Homes Limited and Sterling Capitol PLC.
- 1.3. This document sets out the roles and responsibilities of the developers involved in the scheme alongside Barnsley Metropolitan Borough Council (BMBC) as both the Local Planning Authority and Highway Authority. Elements of the scheme infrastructure is also being supported by funding from Sheffield City Region Investment Fund (SCRIF).
- 1.4. The following issues are considered:
 1. Planning strategy.
 2. Phasing strategy.
 3. Infrastructure Requirements.
 4. Infrastructure Delivery.
- 1.5. The report should be considered alongside the Planning Statement and other documents and plans submitted in support of the hybrid planning applications.

2. Planning Strategy

Local Planning Policy

2.1. The Barnsley Local Plan adopted in 2019 allocates the Mixed-Use development of the Barnsley West Site.

2.2. The Barnsley West (MU1) site allocation in the Local Plan provides for:

- 1,700 new homes;
- 43 hectares of employment land;
- A new primary school;
- Small-scale convenience retail and community facilities;
- Brand-new infrastructure, including an access link road; and
- Open green space with wildlife corridors, watercourses and key pedestrian footpaths and cycleways.

2.3. Policy MU1 of the Local plan also states that:

"The development will be subject to the production and approval of a Masterplan Framework covering the entire site which seeks to ensure that the employment land is developed within the plan period, that community facilities come forward before completion of the housing and that development is brought forward in a comprehensive manner."

2.4. Accordingly, the Barnsley West Masterplan Framework was prepared, consulted upon and was adopted by Barnsley MBC in December 2019. The Framework provides guidance on the development of the site. This includes the implementation, phasing and future maintenance of the development proposals, including the infrastructure, landscaping and facilities.

Land Ownership

2.5. The MU1 site which is subject to the Barnsley West Masterplan Framework is in a number of private ownerships, a significant proportion is under contractual control by Strata Sterling Barnsley West Limited. There is a limited proportion of the allocation which is being considered for development by others. Figure 1 below illustrates the scale of the MU1 allocation with are controlled by Strata Sterling Barnsley West Ltd.



Figure 1 - LAND OWNERSHIP PARCEL DRAWING

Current planning applications

Residential Hybrid Application – 2021/1090 (Application 1)

- 2.6. The northern portion of the site is subject of a hybrid planning application under ref. 2021/1090. At the time of submission application sought full planning permission for the earthworks, strategic drainage attenuation and associated drainage infrastructure, construction of a new link road, location of strategic landscaping and ecological areas, demolition of existing buildings, works to Hermit Lane and erection of phase 1 residential development comprising 229 dwellings. The outline element of the application sought permission for residential development comprising 1,531 dwellings, new primary school, small shops, community facilities and associated drainage.
- 2.7. Since submission of the application the engineering strategy for the development has been reviewed resulting in a significantly revised approach to levels, earthworks and surface water attenuation and drainage across the majority of the site. It has resulted in significant changes to the proposed approach to the site, including allowing the development to follow

much of the current landform, with consequent retention of a significant proportion of existing hedgerows, planting and lesser impact on public rights of way within the residential part of the proposal.

Employment Hybrid Application – 2021/1089 (Application 2)

- 2.8. The employment aspect of the development is subject to a hybrid planning application under ref. 2021/1089, where the earthworks, strategic drainage ponds, and location of strategic landscaping and ecological areas are applied for in full. While means of access and landscaping for employment use (use classes E/B2/B8) and associated infrastructure works are applied for in outline.
- 2.9. The employment aspect of the proposal has also been reviewed since submission of the planning application resulting in a revised approach to the indicative employment masterplan. Changes include amendments to the indicative arrangement and sizes of building footprints, including splitting the large unit on the northern plateau into 3 separate units. Heights of the proposed buildings have been amended and this is reflected in an amended parameter plan. The proposed strategic planting, bunds, internal planting within the employment area, and proximity of the buildings to the access roundabout have all been adjusted to provide additional mitigation to landscape and visual matters
- 2.10. Following these amendments, a revised package of supporting documents and plans have been prepared and this report forms part of that submission. The description of development for application 2021/1090 is to be amended to confirm that a total of 1560 homes are now proposed to be delivered on this site, of which 216 homes are proposed within phase 1 for which full planning permission is sought. The latter phases delivering the remaining 1344 homes fall within the outline planning permission element of the application.
- 2.11. Given the complexity of land ownership, the differing sizes of land parcels and the scale of the site, it is difficult to either propose or assume a definitive planning strategy for the site. Aside from the phase 1 parcel, which is proposed to be delivered in full, the remaining residential parcels will be brought forward by other developers in future reserved matters phases.
- 2.12. The Masterplan Framework has a Design Code which has been specifically produced for the site. All outline and full applications will have to provide a Compliance Statement as an appendix to their Design and Access Statement to show how their proposed scheme aligns with this. This should therefore give Barnsley Metropolitan Borough Council and local residents the confidence that future schemes will be well designed to fit into and respect their surroundings.

Other Planning Applications

- 2.13. A separate planning application has been submitted by Countryside Properties under planning application ref. 2020/0977. That application relates to the development of a parcel of land to the North-East corner of the MU1 allocation, abutting Barugh Green Road and proposes development of 140 homes. Whilst being brought forward separately from the remaining area of the MU1 allocation, the Countryside development will deliver some 8% of the dwellings within the overall 1700 home allocation. Developer contributions will be required to contribute to the overall infrastructure required under the Framework Masterplan. These will be provided under a Section 106 Agreement for the Countryside proposal.

- 2.14. Access to the Barnsley West development will be taken from two new roundabout junctions, provided at either end of the proposed link road. Separate planning permission has been granted for the roundabouts under the following applications:
- 2020/0027 – Land at Barugh Green Road and Cannon Road Junction, Barugh Green, Barnsley (Northern Roundabout)
 - 2020/0028 – Land at Higham Common Road, Higham, Barnsley (Southern Roundabout)
- 2.15. A third off-site highways improvement associated with the Barnsley West development has been granted planning permission at Land at Higham Lane/Capitol Close and Whinby Road, Barnsley – planning application ref 2020/0040. This proposes a new roundabout junction on Higham Lane, approximately 1km to the south of the Southern Roundabout.
- 2.16. Funding to assist the delivery of the 3 roundabout junctions has been secured from the Sheffield City Region Investment Fund.

Future Applications

- 2.17. The implementation of the detailed residential, commercial and school phases of the overall development will follow the approval of separate Reserve matters applications relating to the different phases.
- 2.18. Reserve Matters application will be submitted separately by the developers responsible for implementing each phase.
- 2.19. Reserve Matters applications will be submitted with supporting statements confirming compliance with the Barnsley West Framework Masterplan and the outline planning permissions granted by the current Hybrid planning applications.

3. Phasing Strategy

- 3.1. It is expected that development of the site will come forward in a series of phases. The key strategic infrastructure will be implemented by the main developer. Individual phases of the residential elements of the scheme will be brought forward by various respective phase developers following grant of future Reserved Matters applications, in accordance with the principles set out in the Framework Masterplan, Design Code, Design and Access Statement and Landscape Strategy document.
- 3.2. The parcels identified in the plan at Figure 2 below will be developed in accordance with the following broad strategy.

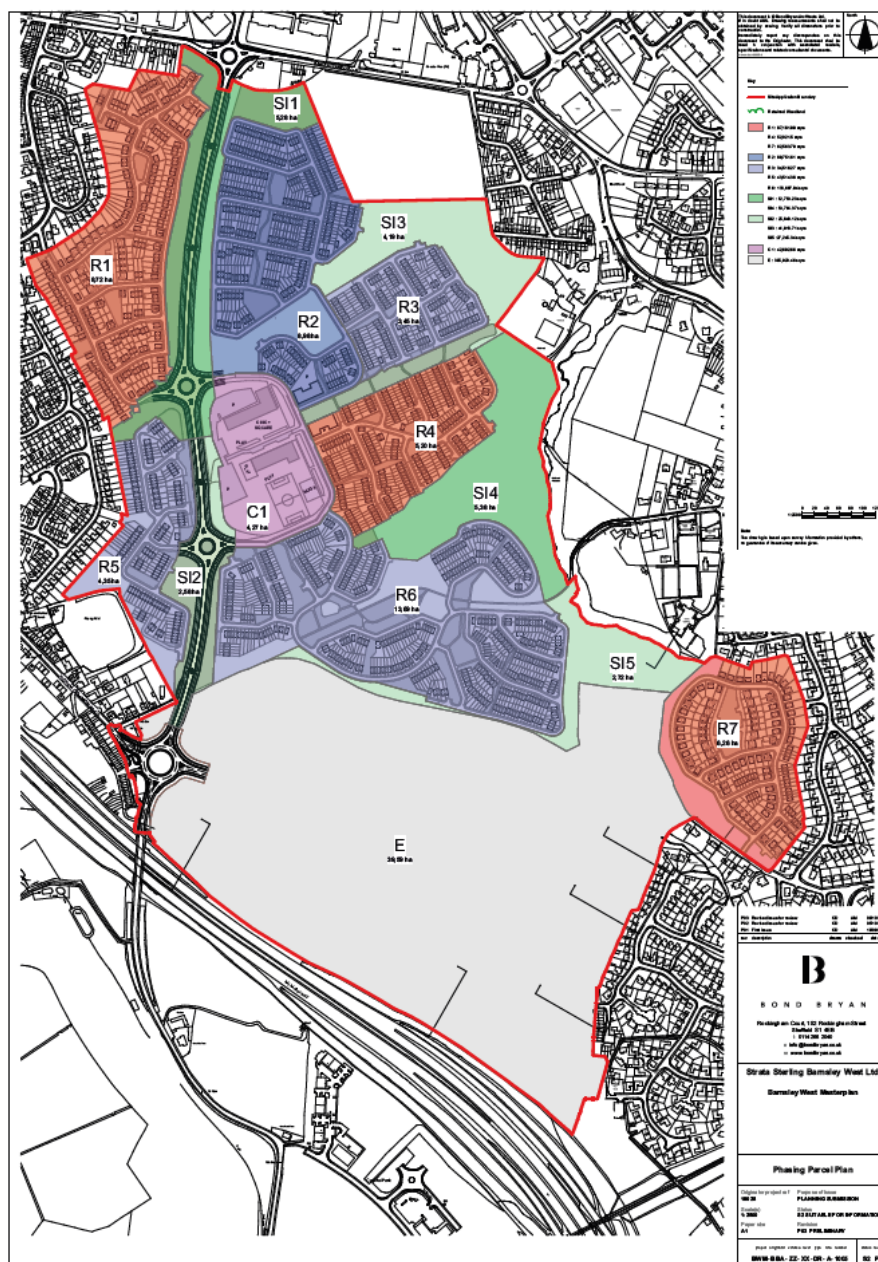


Figure 2 – Phasing Strategy Parcels

- 3.3. The illustrative phasing programme is depicted in Figure 3 below. It is noted that phases will not necessarily be delivered sequentially, however the delivery of certain phases will be dependent upon the availability of infrastructure networks (e.g. highways, drainage, utilities, etc.) to serve the respective parts of the site. The overall development period is anticipated to run from 2024 to 2036, although key strategic infrastructure and phases will be completed significantly earlier than the final date.

BARNSELEY WEST DEVELOPMENT PROGRAMME REV2 - MASTER PROGRAMME

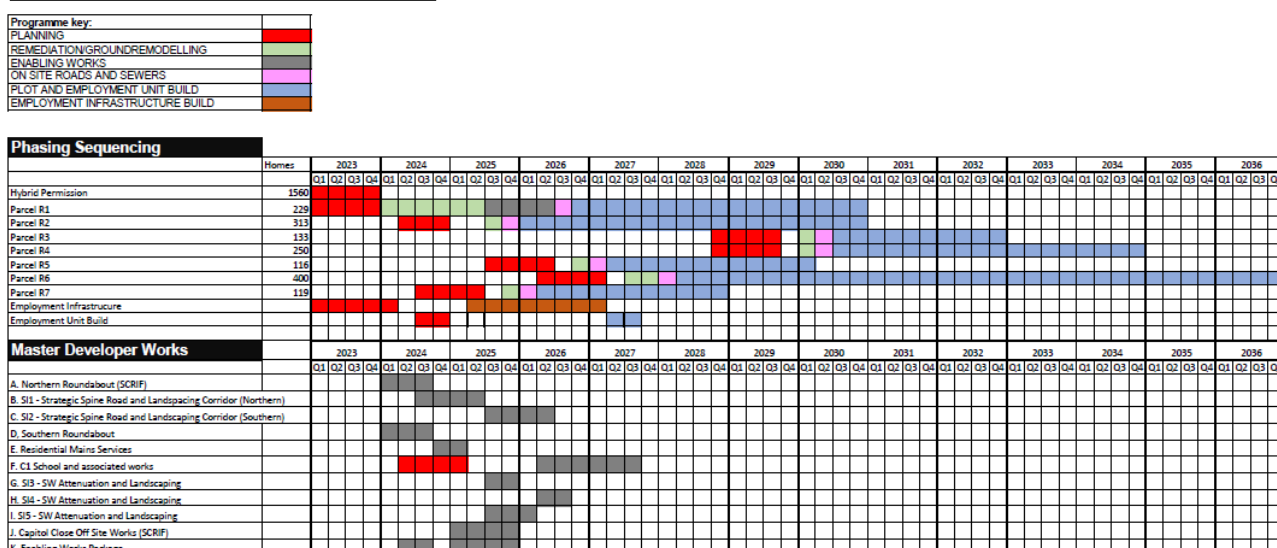


Figure 3 – Barnsley West Development Programme

Access Roundabouts and Link Road

- 3.4. The access roundabouts, which already have planning permission, will form the first phase of works with the link road built over 2 phases, following on from the two new roundabouts. Strategic infrastructure associated with the link road (drainage and landscaping) brought forward alongside each phase.

Indicative timings:

- Northern Roundabout – 2024
- Southern Roundabout – 2024
- Phase SI 1 – Northern Section of the link road and Strategic Infrastructure 1: 2024 – 2025
- Phase SI 2 – Southern Section of the link road and Strategic Infrastructure 2: 2025 – 2026

Employment – Phase E

- 3.5. The employment development (Infrastructure and Unit Build) will be implemented in a single continuous phase from April 2025 –September 2027. This will include infrastructure, earthworks, drainage and strategic landscaping from April 2025 to April 2027, with the units themselves and detailed on-plot landscaping, parking and associated works following on from April 2027 to September 2027, after the grant of Reserved Matters consent.

Residential – Phases R1 to R7

- 3.6. The residential development is proposed to be built over 7 phases with associated strategic infrastructure (drainage and landscaping) brought forward at key intervals between the phases to reduce impacts.
- 3.7. Indicative timings and numbers of dwellings for the delivery of the respective residential phases are:
- R1 – 216 dwellings: 2024 – 2030
 - R2 – 313 dwellings: 2025 – 2030
 - R3 – 133 dwellings: 2030 – 2032
 - R4 – 250 dwellings: 2030 – 2034
 - R5 – 116 dwellings: 2026 – 2030
 - R6 – 400 dwellings: 2027 – 2036
 - R7 – 119 dwellings: 2025 – 2029

Additional Strategic Infrastructure (SI 3, SI 4 and SI 5)

- 3.8. In addition to the link road and associated landscape and drainage falling within phases SI 1 and SI 2 referred to above, it is anticipated that the wider strategic infrastructure associated with the residential application (including undertaking groundworks, provision of drainage infrastructure, and providing strategic landscaping) is proposed to be delivered in 3 further infrastructure phases. The hybrid application seek full planning permission for undertaking these works. The works will be implemented by Strata as the main developer. Indicative timing for these works are:
- Strategic Infrastructure 3: 2025 – 2026
 - Strategic Infrastructure 4: 2026 – 2027
 - Strategic Infrastructure 5: 2025 – 2026

School / Commercial Area – Phase C1

- 3.9. The central area identified within Phase C1 will provide the new primary school, community facilities, small scale local shops, a public square and associated landscaping and parking. The primary school will accommodate up to 420 pupils and will provide informal outdoor



space and formal playing fields. This phase will be subject of further Reserved Matters consent. It is intended that the phase will be delivered from **2026-2027**.

4. Levies and Charges

Overview

- 4.1. A brief overview of applicable levies and charges that could be used to fund infrastructure is provided below.

Section 106

- 4.2. Section 106 ("S.106") allows for funding of smaller impacts caused by development. Examples of Section 106 conditions include access roads to housing estates, small areas of open space and play parks.

Community Infrastructure Levy

- 4.3. Barnsley has not adopted the Community Infrastructure Levy (CIL) and so no payments will be required from any of the phases.
- 4.4. The LPA were in the process of drafting a CIL SPD but cabinet members voted not to proceed and this has subsequently not been formally adopted. Developer contributions are therefore secured through legal agreements (Section 106) and Unilateral Undertakings (UU) on a case by case basis.

5. Infrastructure Requirements

Overview and terminology

5.1. To facilitate the delivery of the Barnsley West site, a range of infrastructure provision is required across multiple infrastructure sectors, namely:

- New link road;
- Transport;
- Green infrastructure;
- Public open space;
- Utilities;
- Foul sewerage;
- Drainage;
- Primary school;
- Community facilities; and
- Small shops.

5.2. In the following sections the following terminology applies:

- The term “developer” is used to denote the legal entity responsible for carrying out development on the site under an approved planning consent.
- The term “utilities” encompasses electricity, potable water and a choice of telecommunications provider.

5.3. Strategic Infrastructure

Certain infrastructure elements will have a wider benefit across the Barnsley West site and in these cases can be termed “Strategic infrastructure”. A schedule of common infrastructure for Barnsley West is set out in Table 1.

Table 1

Infrastructure Sector	Common Infrastructure Element	Party Responsible for Delivery	Funding Arrangement
Access and Highways	Northern Roundabout – Barugh Green Road and Cannon Road Junction	Strata	Developer / SCRIF
	Southern Roundabout – Higham Common Road	Strata	Developer
	Capitol Close Roundabout	Strata	Developer / SCRIF
	Phase SI 1 – Northern Section of the link road	Strata	Developer
	Phase SI 2 – Southern Section of the link road	Strata	Developer
	Strategic footpaths and PROW network as identified in Barnsley West Landscape Design Strategy – to be implemented within strategic infrastructure Phases SI 1 to SI 5.	Strata	Developer
Transport	Other off site highways works required to make the development acceptable in planning and highways terms.	Developer	S106 – subject to conclusions of transport assessment
	Public Transport and Bus Infrastructure	Public Transport Providers – SYPTE/ BMBC	S106 developer contributions – subject to conclusions of viability assessment
	Other Sustainable travel measures	Public Transport Providers – SYPTE/ BMBC	S106 developer contributions – subject to conclusions of

			viability assessment
Drainage	SUDS drainage attenuation and infrastructure for surface water drainage from new highways and development phases, to be implemented within strategic infrastructure locations	Strata within Strategic Infrastructure – phasing parcels SI1 to SI5.	Developer
Public Open Space	<p>Strategic public open space within phasing parcels SI1 to SI5 – as detailed in Barnsley West Landscape Design Strategy</p> <ul style="list-style-type: none"> • 23% of overall site area publicly accessible • Mix of LAP, LEAP and NEAP provision 	Strata	Developer
Strategic Landscaping	Strategic landscaping within phasing parcels SI1 to SI5, as detailed in Barnsley West Landscape Design Strategy	Strata	Developer
	Strategic landscaping within Employment – phasing parcel E, as detailed in Barnsley West Landscape Design Strategy	Sterling	Developer
Education	New 420 place primary school and associated play space, landscaping and parking – phasing parcel C1	Strata	Developer and Education Authority

Community facilities	Community facility and local shops – phasing parcel C1	Strata	Developer
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Within-phase Infrastructure

- 5.4. Some infrastructure elements will be delivered by developers as an intrinsic part of their scheme, as set out in Table 1.


Table 2:

Infrastructure Sector	General Plot Infrastructure Element	Party Responsible for Delivery
Transport	Site roads that fall within development parcels.	Developer
	Access junctions from link road that enter development parcels.	Developer
	Bus stop infrastructure that falls within development parcels	SYPTe with S106 funding
Green infrastructure	Within-phase landscaping, in accordance with full planning permission for Strata Phase 1 site – Phase R1	Strata
	Within-phase landscaping – in accordance with principles of Barnsley West Landscape Design Strategy – Phases R2 to R7, E and C1	Developer
Public open space	Within-phase public open space (LAP, LEAP and NEAP, as appropriate) in accordance with full planning permission for Strata Phase 1 site – Phase R1	Developer
	Within-phase public open space (LAP, LEAP and NEAP, as appropriate) in accordance with principles of Barnsley West Landscape	Developer


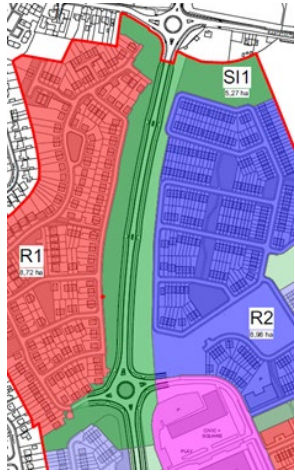

	Design Strategy – Phases R2 to R7, E and C1	
Utilities	Utility networks required to serve development plots	Developer
Foul sewerage	Foul sewerage network required to serve development plots	Developer
Drainage	Blue infrastructure including Sustainable Drainage Systems	Developer

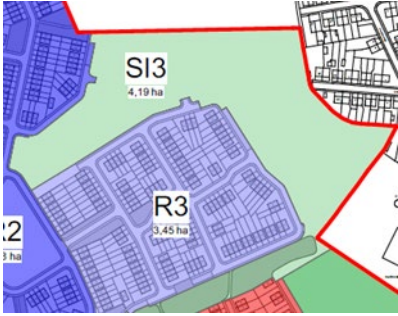
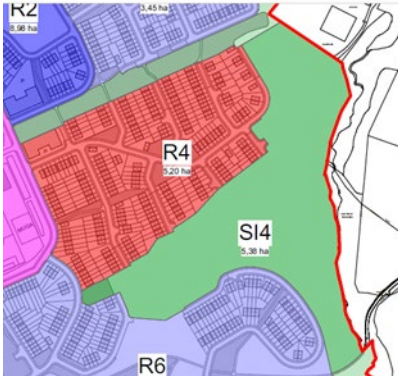

Phase Specific Infrastructure Delivery Requirements

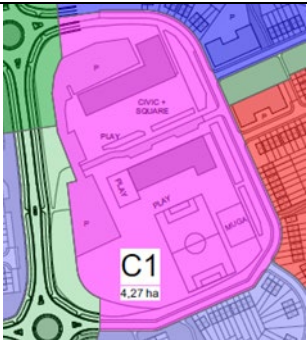
5.5. Specific infrastructure delivery for development phases is set out in Table 3 below.

Development Phases	Infrastructure delivery
<p>Residential Phase R1</p> 	<ul style="list-style-type: none"> • Road access within phase in accordance with full planning permission • Within phase open space in accordance with full planning permission • Within phase landscaping in accordance with full planning permission • Within phase footpath network and linkages to adjacent existing residential area, in accordance with full planning permission • Foul and surface drainage infrastructure • Affordable housing provision in accordance with full planning permission and S106
Residential Phases R2, R3, R4, R5, R6 and R7	<ul style="list-style-type: none"> • Road access within phase in accordance with indicative masterplan • Within phase open space in accordance with principles of Landscape Strategy • Within phase landscaping in accordance with principles of Landscape Strategy • Within phase footpath network and linkages to adjacent existing residential

	<p>area, in accordance with Landscape strategy and reserved matters consents</p> <ul style="list-style-type: none"> • Foul and surface drainage infrastructure • Utilities services • Affordable housing provision in accordance with S106
<p>Employment phase E</p>	<ul style="list-style-type: none"> • Road access within phase in accordance with indicative masterplan • Groundworks and levels in accordance with full planning permission • Strategic landscaping in accordance with full planning permission • Within phase open space in accordance with principles of Landscape Strategy • Within phase landscaping in accordance with principles of Landscape Strategy • Strategic drainage in accordance with full planning permission • Within phase foul and surface drainage infrastructure in accordance with reserved matter consent
<p>Northern Roundabout</p>	<ul style="list-style-type: none"> • Junction and access arrangement in accordance with full planning permission and technical approvals • Landscaping in accordance with full planning permission • Drainage infrastructure in accordance with full planning permission and technical approvals • Relocation and refurbishment of listed milepost on Barugh Green Road, in accordance with Listed Building consent
<p>Southern Roundabout</p>	<ul style="list-style-type: none"> • Junction and access arrangement in accordance with full planning permission and technical approvals • Landscaping in accordance with full planning permission

	<ul style="list-style-type: none"> • Drainage infrastructure in accordance with full planning permission and technical approvals • Access and turning head arrangement for dwellings on Higham Common Road, in accordance with full planning permission
<p>Strategic Infrastructure Phase SI1 – Spine Road and Landspacing Corridor (Northern)</p> 	<ul style="list-style-type: none"> • Junction and access arrangement in accordance with full planning permission and technical approvals, including new link road and roundabout junction to access phase R1, R2 and C1 and other phases of onward development • Landscaping in accordance with full planning permission, including strategic open space abutting new access roundabout on Barugh Green Road • Drainage infrastructure in accordance with full planning permission and technical approvals
<p>Strategic Infrastructure Phase SI2 – Spine Road and Landspacing Corridor (Southern)</p> 	<ul style="list-style-type: none"> • Junction and access arrangement in accordance with full planning permission and technical approvals, including new link road and roundabout junction to access phase R1, R2 and C1 and other phases of onward development • Landscaping in accordance with full planning permission • Drainage infrastructure in accordance with full planning permission and technical approvals • Access and turning head arrangement for dwellings on Higham Common Road, in accordance with full planning permission

<p>Strategic Infrastructure phase SI3 – Surface Water Attenuation and Landscaping</p> 	<ul style="list-style-type: none"> • Drainage and SUDS infrastructure in accordance with drainage strategy and full planning permission • Strategic landscaping, open space provision and groundworks in accordance with Landscape Strategy, levels strategy and full planning permission • Footpath network and access in accordance with Landscape Strategy
<p>Strategic Infrastructure phase SI4 – Surface Water Attenuation and Landscaping</p> 	<ul style="list-style-type: none"> • Drainage and SUDS infrastructure in accordance with drainage strategy and full planning permission • Strategic landscaping, open space provision and groundworks in accordance with Landscape Strategy, levels strategy and full planning permission • Footpath network and access in accordance with Landscape Strategy
<p>Strategic Infrastructure phase SI5 – Surface Water Attenuation and Landscaping</p> 	<ul style="list-style-type: none"> • Drainage and SUDS infrastructure in accordance with drainage strategy and full planning permission • Strategic landscaping, open space provision and groundworks in accordance with Landscape Strategy, levels strategy and full planning permission • Footpath network and access in accordance with Landscape Strategy
<p>School, Community uses, public square and associated works – Phase C1</p>	<ul style="list-style-type: none"> • 420 place primary school, playspace, access parking and associated development, in accordance with reserved matter consent • Civic square, community facilities and local shops in accordance with Masterplan Frameworks, Design Code and reserved matter consent.

	<ul style="list-style-type: none"> • Within phase access, landscaping parking and utilities, in accordance with Masterplan Framework, Design Code, Landscape Strategy and reserved matter consent. • Within phase footpath network and linkages to adjacent existing residential area, in accordance with Landscape strategy and reserved matters consents • Foul and surface drainage infrastructure •
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6. Section 106 Contributions

- 6.1. In the absence of a CIL charging structure and noting that the proposals on the Infrastructure Levy remain at White Paper stage, it is proposed that S.106 contributions will be pooled by BMBC and utilised to fund the common infrastructure elements not provided by the developer in accordance with the above strategy.

Basis for Calculating S.106 Contributions

- 6.2. The basis for calculating S.106 contributions is set out in the Section 106 Draft Heads of terms document submitted with the Residential Hybrid planning application. The level of specific contributions will be subject of further consultation with statutory consultees, Barnsley Councils adopted SPD in relation to Planning Obligations, discussion with the local planning authority and in the light of the viability assessment submitted in support of the planning application.

Matters to potentially be included in the S106

- 6.3. The S106 agreement may address developer contributions relating to the following:
- Provision of the new link road
 - Education provision
 - Affordable Housing
 - Open Space
 - Sustainable Transport

Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

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Appendix 6: Affordable Housing Note

Affordable Housing Note.

In Respect of Section 78 Appeal: Land north of Hemingfield Road, Hemingfield, Barnsley.

Outline planning application for demolition of existing structures and erection of residential dwellings with associated infrastructure and open space. All matters reserved apart from access into the site.

On behalf of Hargreaves Land Limited, Hargreaves Land Limited, G N Wright, M M Wood, M J Wood and J D Wood

Date: April 2025 | Pegasus Ref: P23-1714PL

LPA Ref: 2024/O122

Appeal Ref: APP/R4408/W/25/3359917

Author: Matthew Good

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1. Introduction

- 1.1. This Affordable Housing Note has been prepared by Matthew Good on behalf of Hargreaves Land Limited, Hargreaves Land Limited, G N Wright, M M Wood, M J Wood and J D Wood (“the Appellant”). It is provided in support of a planning appeal submitted pursuant to Section 78 of the Town and Country Planning Act 1990, concerning land north of Hemingfield Road, Hemingfield, Barnsley appeal reference APP/R4408/W/25/3359917.
- 1.2. The appeal follows the decision of Barnsley Metropolitan Borough Council (“the LPA”) to refuse an application for full planning permission (LPA ref: 2024/0122) (“the planning application”) for development described as follows:

“Outline planning application for demolition of existing structures and erection of residential dwellings with associated infrastructure and open space. All matters reserved apart from access into the site.” (“the Proposed Development”).
- 1.3. The Proposed Development is estimated to deliver between 165 and 180 dwellings, of which 10% (circa 18 dwellings) are to be provided on-site as affordable housing. This level of provision is compliant with the requirements of Policy H7. The proposed affordable housing will be secured by way of a Section 106 planning obligation.
- 1.4. This note deals specifically with affordable housing and the weight to be afforded to it in this appeal. My analysis considers detailed evidence of affordable need in the area. It should be read alongside the planning proof of evidence (CD 8.1) of Mr. Gary Lees (Pegasus Group) and the five-year housing land supply proof of evidence (CD 8.2) to which this note is appended.
- 1.5. The following evidence provides an analysis of publicly available information from reputable sources such as MHCLG (via the Gov.uk website), Office for National Statistics (ONS), Shelter and the National Housing Federation (NHF). In addition, it has been supplemented by a Freedom of Information (Fol) request to the Council, (see appendix 2). This Fol request was made on 12th December 2024 and received 8th January 2025. The site sits entirely within the Hoyland Milton ward but is closely related to the adjoining Wombwell ward. Data for both wards is, therefore, considered where relevant.

2. Policy Context

- 2.1. The provision of affordable housing has been a material consideration in the determination of relevant applications since the publication of Planning Policy Guidance Note 3 (Housing) over 30-years ago in 1992. It now has a very important role in decision-making within the current National Planning Policy Framework (“NPPF”).

National Planning Policy Framework (December 2024)

- 2.2. The latest iteration of the NPPF was published in December 2024 and last updated on 7 February 2025. The NPPF (2024) places a significant emphasis on the delivery of sustainable development and identifies that the planning system has three over-arching objectives relating to economic, social and environmental issues.
- 2.3. A key component of the social objective (paragraph 8) is:
- “...to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations...”*
- 2.4. The NPPF places significant emphasis upon the delivery and need for affordable housing. The delivery of affordable housing should, therefore, be an important material consideration in any planning application where it is proposed. Paragraph 61 of the NPPF is of particular importance as it provides a strong focus on delivering a sufficient supply of homes stating:
- “To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, **that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. The overall aim should be to meet an area’s identified housing need, including with an appropriate mix of housing types for the local community.**”* (my emphasis)
- 2.5. Paragraph 63 further clarifies that:
- “Within this context of establishing need, the size, type and tenure of **housing needed for different groups in the community should be assessed and reflected in planning policies.** These groups should include (but are not limited to) **those who require affordable housing (including Social Rent)**; families with children; looked after children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.”* (my emphasis).
- 2.6. The 2024 NPPF also introduced the concept of ‘Grey Belt’ and identifies the provision of enhanced rates of affordable housing as a key component of this new policy position. Once again, indicating the Government’s desire to boost significantly the supply of affordable housing.
- 2.7. The NPPF Annex 2 glossary definition of affordable housing is:

“...housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers)...”.

- 2.8. The glossary further describes the various forms of affordable housing.

Planning Practice Guidance

- 2.9. First published in March 2014, the National Planning Practice Guidance (PPG) supplements the NPPF in that it provides guidance upon the application of national planning policy. The PPG is a material consideration in the determination of planning applications and appeals.
- 2.10. In relation to affordable housing the guidance is largely set out within sections 2a and 67 of the PPG which sets out how a local authority should assess the need for different types of housing. The PPG places significant weight upon meeting affordable housing need stressing that:

“...An increase in the total housing figures included in the plan may need to be considered where it could help deliver the required number of affordable homes.” (PPG ID 2a-024-20190220)

The Development Plan

- 2.11. For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the adopted development plan comprises the Barnsley Local Plan, which was adopted in January 2019. The Local Plan was subsequently reviewed by the Council. The review concluded that an update to the plan was not required. This position was confirmed by the Council on 24th November 2022.
- 2.12. Amongst other things the ‘Vision’ of the Local Plan aims to ‘improve the conditions in which people live, work, travel and take leisure’ and ‘widen the choice of high-quality homes’. It is identified that this will be achieved by ‘enabling the delivery of at least 21,546 homes that provide housing for all, including affordable housing, and maintaining at least a rolling 5-year deliverable supply of new housing’.
- 2.13. Policy LG2: The Location of Growth identifies that priority will be given to development in Urban Barnsley and the Principal Towns. The supporting text (paragraph 7.2) further notes that individual Principal Towns will be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities. They are identified by the Council as being the main local focus for new housing along with Urban Barnsley.
- 2.14. Policy H1: The Number of New Homes to be Built sets out a plan requirement of 21,456 net additional dwellings during the period 2014 to 2033. Supporting paragraph 9.1 of the plan identifies that this gives an indicative annualised figure of 1,134 per annum. This requirement was adopted in recognition of the need to address market and affordable housing needs and to support the economic growth ambitions to be delivered by the plan.
- 2.15. Policy H7: Affordable Housing identifies that housing developments of 15 or more dwellings will be expected to provide affordable housing. The contribution of affordable housing is variable across the plan area, ranging from:

- 30% in Penistone, Dodworth and Rural West,
- 20% in Darton and Barugh, and
- 10% in Bolton, Goldthorpe, Thurnscoe, Hoyland, Wombwell, Darfield, North Barnsley and Royston, South Barnsley and Worsbrough and Rural East.

2.16. The Proposed Development is located within the Principal Town of Hoyland, as such a 10% contribution is required.

2.17. Within its monitoring framework the Local Plan identifies an annual delivery target of 150 affordable homes per annum.

Other Material Considerations

Barnsley 2030: Our Strategy

2.18. Barnsley 2030 (CD 5.11) sets out the Council's long-term vision for Barnsley. It seeks a 'Healthy, Growing, Learning and Sustainable Barnsley'. Increasing the supply and range of attractive and affordable housing and having a wider choice of quality, affordable and sustainable housing, to suit their needs and lifestyle are seen as being critical to this.

Barnsley Housing Strategy 2024–2028

2.19. The Barnsley Housing Strategy 2024–2028 (CD 5.12) sets out the Council's strategic priorities in relation to housing. It correctly identifies (page 3) that:

"Living in good quality, affordable housing supports our health and wellbeing and is something every resident in Barnsley should have access to. Having this foundation helps people support their family, be part of their community and contribute to our economy."

2.20. It also identifies (page 4) that the Council "...must make sure that sufficient affordable housing is available...". The strategy is built upon four pillars of success, each with specific aims and goals. These pillars focus upon the delivery of affordable housing, noting:

- Pillar 1: Maximising existing housing – this pillar includes ensuring 'sustainable and affordable housing to meet need'
- Pillar 2: Supporting strong and resilient communities – including improving 'access to housing for all'
- Pillar 3: Supporting people to live healthy independent lives – by assisting those with particular or bespoke needs.
- Pillar 4: Enabling sustainable housing growth to meet need – by increasing 'housing supply, including in our urban centre and principal towns', enabling 'new affordable housing, first homes and supported housing', and providing 'a range of quality homes'.

2.21. The Housing Strategy 2024–2028 therefore provides a focus upon increasing the supply of affordable housing across Barnsley to meet needs.

Strategic Housing Market Assessment

- 2.22. The Barnsley Local Plan housing requirement and affordable housing policy was supported by the 2017 Barnsley Strategic Housing Market Assessment (SHMA) (CD 5.5B). This document informed the Barnsley Local Plan examination and was an update to the previous 2014 SHMA (CD 5.5A). The update to the 2014 SHMA was made at the request of the examining Inspector of the Local Plan to ensure the plan was based upon the most up to date data (paragraph 46, Local Plan Inspectors Report CD 5.1B).
- 2.23. The 2014 SHMA indicated a net annual shortfall of 295 affordable homes each year. The 2017 SHMA (CD 5.5B) varies only slightly from the previous version suggesting a net affordable housing need of 292 dwellings per annum. This figure was agreed by the Inspector conducting Local Plan examination (paragraph. 49, Local Plan Inspectors Report CD 5.1B).
- 2.24. A subsequent update to the SHMA was provided in 2021 to inform the Local Plan Review (CD 5.5C). This unexamined report identifies a net annual affordable housing need of 190dpa. Despite the reduction in the identified net annual housing need the 2021 SHMA identifies that overall need within Barnsley increased over the 7-years from 2014 to 2021. Rising from 10,705 dwellings in the 2014 SHMA to 12,797 dwellings in the 2021 SHMA (Table C1, both SHMAs). The backlog has, however, slightly decreased from 4,442 dwellings in 2014 to 4,338 dwellings in 2021. A reduction of just 104 dwellings over the seven-year period suggests that delivery levels in the intervening period have had little impact upon clearing this backlog. In all instances the SHMA seeks to deliver the backlog over a 10-year period.
- 2.25. The main differences between the calculations in the 2014, 2017 and 2021 SHMAs are that the 2021 SHMA applies a reduction to the need based upon the extent to which households can afford open market prices or rents, tested against lower quartile prices at sub-area level and household formation.
- 2.26. The unexamined 2021 SHMA identified that the net need for 190 affordable dwellings per annum is not constructed of a homogeneous need across the district. SHMA Table ES1, partially replicated below, identifies a variable geographic net affordable housing need across Barnsley. The area with the greatest need is identified as being the Hoyland, Wombwell and Darfield sub-area with a total net need of 314 affordable dwellings per annum. The Proposed Development is sited within this area of greatest need.

Table 2.1: Affordable Housing net need by sub-area

Sub-area	Net Affordable Housing Need
Bolton, Goldthorpe & Thurnscoe	66
Darton & Barugh	8
Hoyland, Wombwell & Darfield	314
North Barnsley & Royston	-48
Penistone & Dodworth	62
Rural East	10

Rural West	-29
South Barnsley & Worsbrough	-194
Barnsley Net Total	190

Source: 2021 Barnsley SHMA (Table ES1)

Summary and Conclusions

- 2.27. The foregoing discussion clearly demonstrates that the provision of affordable housing is a key national and local priority. It is identified as a fundamental element to ensure the housing needs of the population are met and a tool to assist in addressing the national housing crisis.
- 2.28. The 2021 SHMA identifies a net district-wide need for 190 affordable dwellings. However, the 2017 SHMA which supported the Local Plan and was agreed by the Inspector identified a much greater need of 292 affordable dwellings per annum. Despite this identified need and the Council's clear ambitions within both its corporate and housing strategies the Local Plan only seeks to deliver 150 affordable dwellings per annum, as set out within the monitoring section of the Barnsley Local Plan (section 26, page 292). This policy choice does not replace the clear need identified in the 2021 SHMA and its earlier iteration. The performance against the need identified within the 2021 SHMA and the 2017 SHMA are set out within section 4 of this note.
- 2.29. It is also clear from the 2021 SHMA that affordable housing need varies across the district. The highest net need is experienced within the Hoyland, Wombwell & Darfield sub-area. It would, therefore, be appropriate to increase the weight to be given to the provision of affordable housing delivery within this area. This is the area where the Proposed Development is located.

3. Insufficient Affordable Housing Delivery – Issues

3.1. The housing crisis and the reasons for it are well documented as set out within section 3 of my FYHLS Proof (CD 8.2). This section specifically considers the issues associated with a lack of affordable housing.

3.2. In May 2021 the housing and homeless charity Shelter published a report '*Denied the Right to a Safe Home – Exposing the Housing Emergency*' (CD 10.2). This report sets out the impacts of the lack of affordable housing delivery. At page 15 it identifies that the affordability of housing is the main cause of homelessness concluding (page 33) that:

“...when it comes down to it, there’s only one way to end the housing emergency. **Build more social housing.**” (emphasis by Shelter).

3.3. The NHF within their 2024 publication '*Let’s fix the housing crisis: Delivering a long-term plan for housing*' (CD 10.3). Identifies that the housing crisis ‘didn’t happen overnight and that it will take real, systematic change to address’ (page 2). It notes several impacts of the housing crisis including:

- 310,000 children being forced to share a bed with family members,
- A record number of homeless children,
- Impacts upon mental health,
- Unaffordability of housing for many, and
- Economic impacts of a lack of decent affordable homes.

3.4. To address these issues the report calls for the delivery of 90,000 new social homes every year to keep pace with demand.

3.5. The current Minister for Housing and Planning, Matthew Pennycook MP, has regularly highlighted that the housing crisis is deepening, and action is required. This is typified by the strong message he provided in his address to the Housing, Communities and Local Government Committee on 20th November 2024¹, on the implications of the housing crisis, stating:

“We have a generation now completely locked out of home ownership as a result of the steadily expanding gap between average house prices and average earnings. We have millions of low to middle-income households forced into insecure, unaffordable and far too often substandard private rented housing. We have 1.3 million people languishing on social housing waiting lists. To our utter shame as a nation—I say this everywhere I go—more than 150,000 homeless children right now are living in temporary accommodation. That is the price we have paid for not being serious about house building rates...I would just reiterate to the Committee what a dire situation we are in, in terms of the collapse in supply—particularly affordable supply—that we have inherited. It is going to take some serious measures to turn around.”

¹ committees.parliament.uk/oralevidence/15026/html/

- 3.6. In February 2024 research was provided by the Centre for Economics and Business Research on behalf of Shelter and the NHF (CD 10.4). This research titled “The economic impact of building social housing” identified the need to deliver 90,000 new social rented homes each year to address the housing crisis and help end homelessness.
- 3.7. The report highlights that delivering 90,000 social homes each year not only assists in solving the social problems associated with a lack of suitable social rented homes but also has economic benefits. Identifying such levels of delivery would support circa 140,000 jobs in the first year alone.
- 3.8. It also identified huge savings for the taxpayer through:
- £4.5bn savings on housing benefit,
 - £2.5bn income from construction taxes
 - £3.8bn income from employment taxes
 - £5.2bn savings to the NHS
 - £4.5bn savings from reduction in homelessness
 - £3.3bn savings to Universal Credit
- 3.9. Demonstrating not only social benefits for those securing new affordable homes but wider economic benefits for communities, Council’s, Government and the wider economy.
- 3.10. The commentary above clearly articulates that the lack of affordable housing delivery is a critical component of the wider housing crisis. Those who are currently homeless or living in unsuitable accommodation suffer multiple impacts ranging from health and education to economic and social mobility.
- 3.11. Within section 3 of my FYHLS Proof (CD 8.2) includes several statistics which clearly demonstrate the worsening nature of the housing crisis. It also demonstrates that Barnsley is not immune to the effects of the housing crisis and indeed has an acute and chronic shortage of homes across all tenures. The subsequent sections of this affordable housing note clearly demonstrate Barnsley Council’s failings in the delivery of affordable housing.

4. Affordable Housing Delivery

- 4.1. This section analyses the delivery of affordable housing in the Barnsley Local Plan area. It highlights significant shortfalls in meeting identified needs, illustrating a pressing need for a substantial increase in affordable housing provision across the district.
- 4.2. Table 4.1 below clearly indicates that since the Council began to present monitoring data for affordable housing delivery through its Authority Monitoring Report (AMR) in 2019/20 the levels of delivery have fallen significantly short of the identified need established by the SHMA and the Council's own targets in all but one year. Against the need identified within the 2017 SHMA there has been a cumulative under-delivery of 883 affordable dwellings, this is a significant failing.
- 4.3. Taking account of the more recent 2021 SHMA figure of 190 affordable dwellings per annum, there has still been significant under-delivery of 373 dwellings, representing nearly 40% of the need over the preceding 5-year period.
- 4.4. The continued failure to meet needs will create additional pressures on the housing market within the borough of Barnsley. It should be noted that the SHMA and monitoring data is, however, only one part of the story. As discussed within the subsequent section on the housing register other indicators suggest a deteriorating situation within Barnsley.

Table 4.1: Barnsley Affordable Housing Delivery

Year	Delivery (net)	Delivery against target / identified need		
		Target (150)	2021 SHMA (190)	2017 SHMA (292)
2019/20	203	+53	+13	-89
2020/21	128	-12	-62	-164
2021/22	39	-111	-151	-253
2022/23	69	-81	-121	-223
2023/24	138	-12	-52	-154
Cumulative	577	-173	-373	-883

Source: Barnsley AMR

- 4.5. Within the Hoyland Milton ward, within which the proposed development is set, there has been just 30 affordable housing completions in 2019/20 with no further affordable completions after this date despite continued housing delivery. The adjacent Wombwell ward has fared marginally better culminating in a total of 66 affordable dwellings in this ward.

Table 4.2: Hoyland Milton and Wombwell Ward Housing Delivery

Year	Hoyland Milton Ward		Wombwell Ward	
	Total Delivery (Net)	Affordable Housing Delivery (Net)	Total Delivery (Net)	Affordable Housing Delivery (Net)
2019/20	40	30	74	4
2020/21	31	0	38	8
2021/22	11	0	63	2
2022/23	7	0	41	8
2023/24	4	0	100	44
Cumulative	93	30	316	66

Source: Barnsley Fol response

- 4.6. These figures must also be set within the context of table 2.1 above which indicates an annual net need for 314 affordable dwellings within the area of Hoyland, Wombwell & Darfield. This area has the most acute need for affordable homes of any of the sub-areas identified in the 2021 SHMA.
- 4.7. Whilst the data within tables 4.1 and 4.2 provide useful context upon the delivery of affordable housing this is only a net figure in terms of losses through demolitions or changes of use. It is important to note that it does not take account of Right to Buy ("RtB") sales from existing Council and Registered Provider affordable housing stock. Whilst this is partially off-set by acquisitions made through RtB receipts it inevitably leads to an overall reduction in the overall net additional stock. The loss of affordable dwellings through RtB will ultimately reduce the overall affordable housing stock for eligible households. Within a Written Ministerial Statement on 30 July 2024 entitled 'Building the homes we need'² Angela Rayner noted that:
- "Over the last five years, there has been an average of 9,000 council Right to Buy sales annually, but only 5,000 replacements each year. Right to Buy provides an important route for council tenants to be able to buy their own home. But the discounts have escalated in recent years and councils have been unable to replace the homes they need to move families out of temporary accommodation."*
- 4.8. Table 4.3 below includes RtB stock losses through sales and acquisitions funded through receipts from eligible RtB sales. This demonstrates the 'net' change in affordable housing stock across the Barnsley³ Local Plan area. As demonstrated below once losses through RtB

² <https://questions-statements.parliament.uk/written-statements/detail/2024-07-30/hcws48>

³ This data is not available at ward level

sales are considered the affordable housing stock within Barnsley has actually only increased by 35 dwellings, since 2019/20.

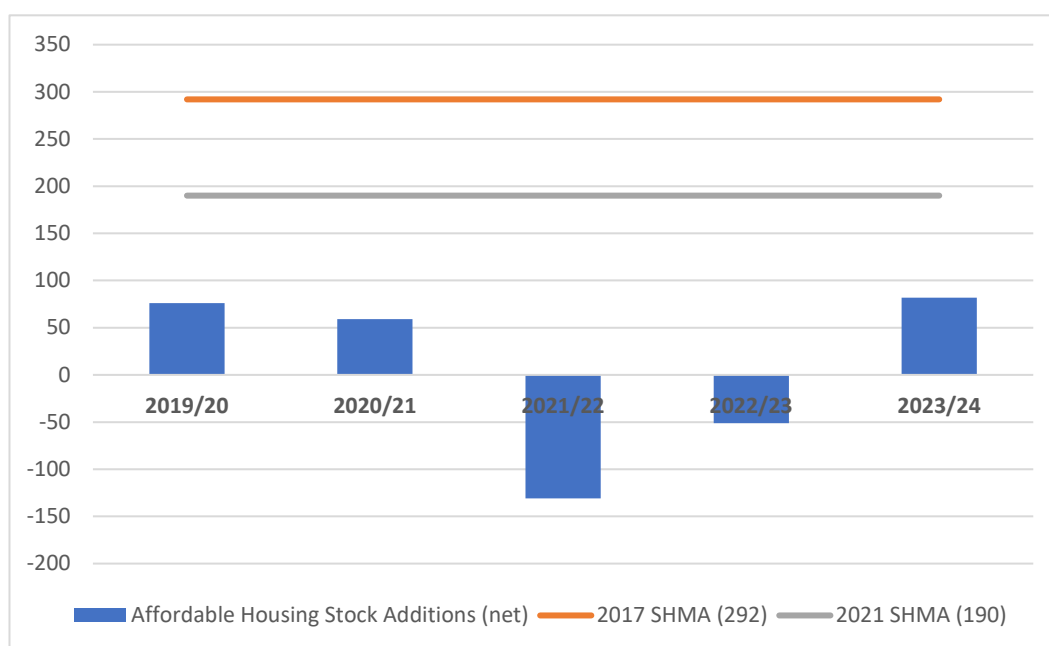
Table 4.3: Net Affordable Housing Additions – taking account of RtB Sales

Year	Delivery	RtB Sales	Acquisitions	Net Additional Stock
2019/20	203	148	21	76
2020/21	128	98	29	59
2021/22	39	183	13	-131
2022/23	69	123	3	-51
2023/24	138	61	5	82
Cumulative	577	613	71	35

Source: Barnsley FOI data and Gov.uk (live tables 691 and 693)

- 4.9. The above evidence clearly demonstrates that RtB sales are depleting the affordable housing stock across Barnsley faster than the replacements from acquisitions. This has led to just 35 net additions to the stock since 2019/20.
- 4.10. Figure 4.1 clearly demonstrates the significant effect RtB sales has had upon meeting the unexamined annual affordable housing need identified in the 2021 SHMA (190 per annum) and the need identified in the 2017 SHMA (292 per annum) which formed part of the Council's evidence base for the adopted Barnsley Local Plan.

Figure 4.1: Net Affordable Housing Stock Additions – taking account of RtB Sales



Source: Barnsley FOI data and Gov.uk (live tables 691 and 693)

Summary and Conclusions

- 4.11. The foregoing evidence clearly demonstrates that across the Barnsley Local Plan area, the delivery of affordable housing has fallen persistently short of meeting identified needs or targets within the Local Plan.
- 4.12. Since the adoption of the plan in 2019, net of Right to Buy, just 35 additional affordable homes have been added to the stock, equating to an average of just 7 affordable dwellings per annum. This is a shortfall of 183 affordable homes per annum against the need identified within the 2021 SHMA and 285 affordable homes per annum against the examined need from the 2017 SHMA.
- 4.13. Given these dire statistics a 'step change' in affordable housing delivery is needed now to address these significant shortfalls within Barnsley and ensure that the future authority-wide needs for affordable housing can be met.
- 4.14. The addition of circa 18 new affordable homes on the Proposed Development will make an important contribution to reducing this deficit and meeting the affordable housing needs of Barnsley.

5. Housing Register

5.1. This section considers evidence on the scale of those on housing waiting lists within Barnsley.

Housing Register

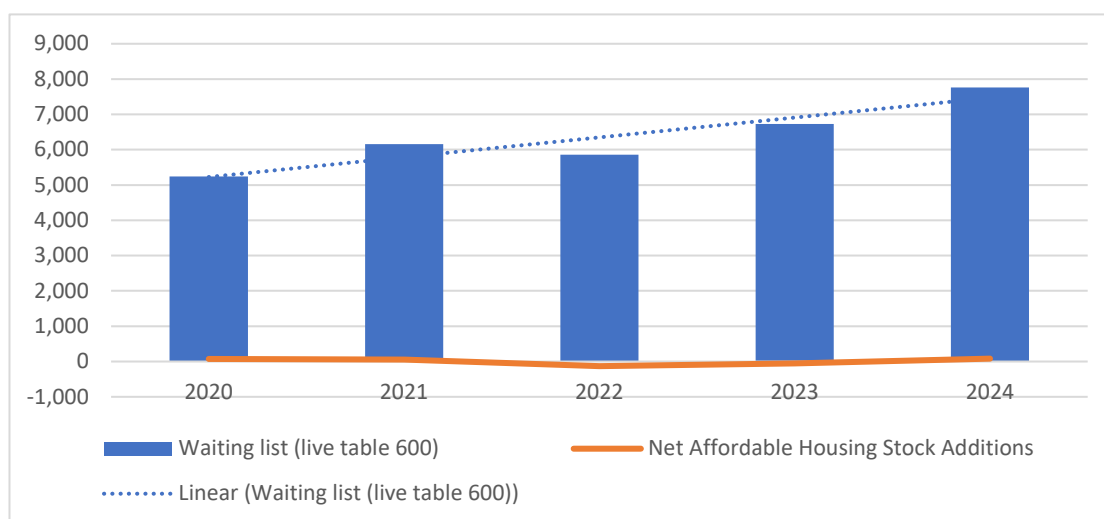
5.2. The Council's Freedom of Information response (appendix 2) confirms that on 31 March 2024 there were 5,714 households on the Housing Register. This is a significant number of households. However, it varies somewhat from the 7,762 identified for the district within Gov.uk Live Table 600⁴. The reason for this variance is unclear.

5.3. Figure 5.1 identifies that based upon the data from Live Table 600 there has been an upward trend in the waiting list since 2020. Between 2023 and 2024 there was a total increase of over 1,000 households representing a 15% uplift in a single year.

5.4. Figure 5.1 also compares the waiting list with net additions to the stock of affordable housing discussed in section 4 of this note. As can be clearly seen the net additions are barely 'scratching the surface' of those waiting for a new affordable home.

5.5. It is important to note that the Housing Register does not include all households who need affordable housing. This is because the housing register does not constitute the full definition of affordable housing need as set out in the NPPF Annex 2 definition i.e. affordable rented, starter homes, discounted market sales housing and other affordable routes to home ownership including shared ownership, relevant equity loans, other low-cost homes for sale and rent to buy, provided to eligible households whose needs are not met by the market.

Figure 5.1: Households on Housing Register Waiting List compared to net Affordable Housing Stock Additions



⁴ Number of households on local authority housing registers (waiting lists)

- 5.6. The Housing Register is an indication of those households in priority need who are eligible to be included on the register. It misses large sectors of the population who may be living in unsuitable accommodation or paying unaffordable rents. It does, however, demonstrate a concerning trend within Barnsley.

Waiting Times

- 5.7. The Council's Freedom of Information response (appendix 2) identifies that average waiting times for affordable properties across the authority are over a year for 1-bed properties and almost a year for 2-bed properties. This is an extremely long time to be left waiting for appropriate accommodation. The Council's Freedom of Information response also identifies that little has improved since 2023. Whilst waiting times for 2 and 3-bed properties have improved by 29 and 50 days respectively they worsened by 70 days for 1-bed properties.
- 5.8. It must also be recognised that the times are averages. Therefore, some households may have had to wait considerably longer than identified in table 5.1 below.

Table 5.1: Average waiting times by property size

Size	Average waiting time 31 March 2024 (days)	Average waiting time 31 March 2023 (days)
1-bed	380	310
2-bed	363	392
3-bed	262	312
4+-bed	None let	None let

Source: Barnsley Fol data

Housing Register Bids

- 5.9. The Council's Freedom of Information response (appendix 2) confirms that on 31st March 2024 there were on average 95 bids for every 1-bed affordable home, 127 for 2-bed and 217 for 3-bed. This needs to be considered in the context that in the monitoring year 2023/24 there were just 40 social housing lettings in Hoyland Milton Ward, according to the Council's data. This means hundreds of households missed out on appropriate properties. Whilst the neighbouring ward of Wombwell fared better in relation to 1-bed properties the situation for 2-bed and 3-bed properties is bleaker.
- 5.10. The evidence within table 5.2 clearly demonstrates a need for additional affordable homes both within Hoyland Milton and Wombwell wards.

Table 5.2: Average bids per affordable home property type

Size	Hoyland Milton Ward		Wombwell Ward	
	No. properties advertised	Average bids per property	No. properties advertised	Average bids per property

1-bed	7	95	14	49
2-bed	19	127	14	137
3-bed	14	217	8	322
4+-bed	0	n/a	0	n/a

Source: Barnsley FoI data

Summary and Conclusions

- 5.11. The foregoing analysis clearly identifies that waiting lists for affordable homes are expanding and waiting times to access suitable properties are lengthy.
- 5.12. It must also be recognised that the Proposed Development is located within the area identified by the 2021 SHMA as being in greatest need of affordable homes. The delivery of just 30 new affordable homes since 2019/20 within the ward will have meant households either could not form or had to go elsewhere to seek appropriate accommodation.
- 5.13. The data presented in this section presents severe issues in relation to a worsening picture for those in need of affordable housing. I consider it is indicative of an acute housing crisis in Barnsley which requires urgent action to address these issues through the delivery of more affordable homes.

6. Affordable Housing Supply

- 6.1. This section considers the potential available supply of affordable homes over the five-year period from 1st April 2024. This date has been chosen as it represents the most recent data for known affordable completions and supply.

Affordable Housing Need

- 6.2. To ascertain if the potential supply of affordable housing is sufficient to meet the identified needs it is first necessary to identify the overall affordable housing need. This includes consideration of any unmet need arising from previous delivery failures.
- 6.3. The 2021 SHMA identifies a net affordable housing need of 190 affordable dwellings per annum. However, the 190 affordable homes per annum is based upon an average requirement of 190 affordable dwellings per annum from the base date of the evidence in the 2021 SHMA (i.e. 2021). As shown within table 4.3 of this note there has been a shortfall in the delivery of affordable housing against the identified need of 190 affordable dwellings per annum since 2021.
- 6.4. The following table calculates the full scale of affordable housing need from 1st April 2024 to 31st March 2029. Within section 3 of this note I discuss the issues involved with not meeting affordable housing need. Given these significant issues it is imperative that the need is met as soon as possible. The following calculation therefore seeks to address the shortfall in affordable housing in the next five-years. A five-year period also corresponds with available evidence relating to deliverable housing supply.

Table 6.1: Affordable Housing Need including under-delivery since the 2021 base date of the 2021 SHMA

	Affordable dwellings (2021 SHMA)	Affordable dwellings (2017 SHMA)
A. Annual Net Need identified in 2021 SHMA	190	292
B. Cumulative Net Need 2021 to 2024 (A*3)	570	876
C. Affordable Housing Delivery 2021 to 2024	246	246
D. Net Additions taking account of RtB	-100	-100
E. Shortfall 2021 to 2024 (B-D)	670	976
F. Net Need 2024 to 2029 (A*5)	950	1,460
G. Total Net Affordable Housing Need (E+F)	1,620	2,436

- 6.5. The above calculation identifies a total need for 1,620 affordable dwellings over the five-year period. This would require a net increase of 324 affordable dwellings per annum. The data within table 4.1 identifies that this has not been achieved in any year since 2019/20. Indeed, the highest recorded single year figure without taking account of RtB is just 203 affordable dwellings in 2019/20. When RtB is taken into account and the far poorer performance in other years, this indicates the enormity of the task for the Council.
- 6.6. It must also be recognised that the above need calculation is based upon the 2021 SHMA conclusions. This document did not form part of the evidence base for the Barnsley Local Plan examination. This was the 2017 SHMA. This document identified a net affordable housing need of 292 affordable homes per annum. Based upon the 2017 SHMA the net need, using the calculation set out in table 6.1 would be 2,436 affordable dwellings over the five-year period.

Future Supply

- 6.7. The Council has provided its assessment of its five-year housing land supply (CD 9.3) alongside its published Statement of Case (CD 9.2). I fundamentally disagree with the Council's position in relation to five-year housing land supply (FYHLS), as discussed within my Five-Year Housing Land Supply Proof (CD 8.2). However, for the purposes of identifying an upper limit to potential supply over the next five-year period (1st April 2024 to 31st March 2029) the Council's assessment provides the Council's optimistic indicator.
- 6.8. The Council's FYHLS consists of the sources of supply identified in table 6.2 below.

Table 6.2 Barnsley FYHLS Sources of Supply

Source	Dwellings
A. Non allocated planning permissions >10 dwellings	239
B. Non allocated planning permissions <10 dwellings	310
C. Local Plan allocations and planning permissions on Local Plan allocations	4,454
D. Windfall Allowance	631
E. Predicted Losses	-45
Total⁵	5,589

Source: Barnsley Council

- 6.9. Policy H7 applies a threshold of 15 dwellings for the delivery of affordable housing and as such category B (310 dwellings) will not deliver any affordable housing. In addition, the windfall allowance will also include sites of less than 15 dwellings. However, in my

⁵ Note the Council discounts some sources due to non-implementation and as such these are maximum values

assessment of the supply I have very generously considered that half of all windfalls could provide affordable housing and provide an average of a 20% contribution.

6.10. Policy H7 also has a variable requirement based upon viability, ranging from:

- 30% in Penistone, Dodworth and Rural West,
- 20% in Darton and Barugh, and
- 10% in Bolton, Goldthorpe, Thurnscoe, Hoyland, Wombwell, Darfield, North Barnsley and Royston, South Barnsley and Worsbrough and Rural East.

6.11. I have applied these percentages to each of the sites identified within the Council's supply within sources A and C above. This analysis is included within appendix 1 of this note. Based upon my assessment a maximum total of 453 affordable dwellings could be delivered over the five-year period. This is just 28% of the total need identified in table 6.1 above and only an average of 91 affordable dwellings per annum.

Table 6.3: Maximum affordable housing delivery based upon Council's FYHLS

Source	Affordable Dwellings
A. Non allocated planning permissions >10 dwellings	23
B. Non allocated planning permissions <10 dwellings	0
C. Local Plan allocations and planning permissions on Local Plan allocations	366
D. Windfall Allowance	64
E. Predicted Losses	0
Total⁶	453

6.12. The figures in table 6.3 are considered an extremely optimistic view of future affordable housing supply for the following reasons:

- It assumes all eligible sites will deliver policy compliant levels of affordable housing,
- It assumes 50% of windfalls will meet the affordable housing threshold and deliver 20% affordable on each site, and
- It does not include any allowance for RtB losses.

6.13. For the reasons stated above it is extremely unlikely that the Council will be able to meet the identified need for affordable homes. This makes it even more important that suitable

⁶ Note the Council discounts some sources due to non-implementation and as such these are maximum values

sites, such as the appeal site, are granted planning permission now to boost the supply of affordable housing.

Summary and Conclusions

- 6.14. It is imperative that the 670-dwelling shortfall⁷ in affordable housing accumulated since 2021 is addressed as soon as possible and in any event within the next five years.
- 6.15. When the shortfall is factored into the 2021 SHMA identified need of 190 affordable homes, the number of affordable homes required to be delivered in the next five-years increases to 1,620 dwellings, or 324 net affordable homes per annum over the five-year period. If the 292 affordable homes per year figure identified in the 2017 SHMA is used the number of affordable homes required to be delivered in the next five-years increases to 2,436 dwellings, or 487 net affordable homes per annum over the five-year period.
- 6.16. The above evidence demonstrates that Council is unlikely to be able to meet its affordable housing needs over the next five years. Generously assuming all sites which meet the threshold in the Council's assessment of its FYHLS would provide policy compliant levels of affordable housing there is a possible supply of just 91 new affordable dwellings per annum.
- 6.17. Consequently, there is a substantial need for more affordable housing now. In light of the Council's poor record of affordable housing delivery and considerable stock losses through RtB there can be no doubt that the provision of circa 18 affordable dwellings on this site to address the District-wide needs of Barnsley should be afforded **substantial weight** in the determination of this appeal.

⁷ Based upon the need identified in the 2021 SHMA

7. Benefits and Weight

- 7.1. This section considers the benefits of delivering affordable housing and the weight which should be attributed to its delivery.

Benefits of delivering affordable housing

- 7.2. Within section 3 of this note I consider the problems associated with a lack of affordable housing supply. Whilst not exhaustive, this includes:
- Homelessness,
 - Inadequate accommodation,
 - Unaffordable housing costs,
 - Health,
 - Education,
 - Social mobility, and
 - Savings for taxpayers
- 7.3. Within sections 4 and 5 I demonstrate the lack of delivery of affordable housing and current issues associated with this within Barnsley. Within section 2 I also identify that the 2021 SHMA identifies a particularly acute need for affordable housing within the Hoyland, Wombwell & Darfield sub-area, within which the Proposed Development is located. It is, therefore, clear that there is a strong need to deliver more affordable housing across Barnsley and particularly within the Hoyland, Wombwell & Darfield sub-area.
- 7.4. The delivery of the scheme will contribute circa 18 affordable homes within the Hoyland, Wombwell & Darfield sub-area which will help alleviate the issues identified within paragraph 7.2 for those families who manage to secure these affordable homes. These 18 homes will provide greater housing security than private rented accommodation in a sustainable location with access to jobs and education. These benefits should not be under-estimated.

Weight Attributed to Affordable Housing Delivery by Council

- 7.5. The planning application was refused by Officers on 11th December 2024, with the following reasons for refusal cited in the Decision Notice:

1. The application site forms part of site SL6, Land North East of Hemingfield and is allocated as Safeguarded Land within the Local Plan. The site is not allocated for development at the present time and planning permission for the permanent development of safeguarded land should only be granted following an update to a plan which proposes the development. The proposal is therefore contrary to the NPPF and Local Plan Policy GB6.

2. In the opinion of the Local Planning Authority, the proposal would constitute piecemeal development. The site forms part of a wider safeguarded site SL6, Land North East of Hemingfield, therefore the development this site would have a

potential impact on the comprehensive development of the wider site, contrary to policy GDI of the Local Plan.

- 7.6. The reasons for refusal do not include any reference to affordable housing provision.
- 7.7. The Officers Report (CD 2.1) considers affordable housing under the heading 'S106 Agreement'. This section simply acknowledges that a policy compliant 10% affordable homes would be provided and that the type of affordable housing provision required would depend on the affordable housing needs at the time of any reserved matters application. It also identifies that an Affordable Housing Statement will also be required as part of the reserved matters submission.
- 7.8. Within section 2 of this note I point out that the 2021 SHMA identifies that the Hoyland, Wombwell & Darfield sub-area, within which the Proposed Development is located has a high need for affordable housing. Within sections 4 and 5 I also demonstrate that the net increase to affordable housing stock has been dire since the adoption of the Local Plan. Despite these clear issues the Officers Report fails to acknowledge that the scheme would provide the benefits of delivering a policy compliant level of affordable housing. There is no discussion within the Officers Report regarding the weight which should be applied to the delivery of affordable housing. I consider this a failing within the Officers Report.
- 7.9. The Council's Statement of Case (CD 9.2), received 14th April 2025, similarly fails to provide any commentary upon the need for affordable housing across Barnsley or acknowledge the benefits accrued by the delivery of affordable housing. Affordable Housing is simply mentioned within section 10 under the heading 'Heads of Terms of S106 Agreement'. This section simply re-iterates the commentary within the Officers Report. However, the Statement of Case and accompanying 'BMBC Five Year Supply Position 2024' (CD 9.3) do at least acknowledge that the Council:
- "...cannot identify a five year housing land supply. The Council therefore accepts that the 'tilted balance' is engaged".*
- 7.10. However, neither document provides any clarity upon what, if any weight, the Council applies to the fact it cannot demonstrate a five-year supply of housing land or indeed the delivery of affordable housing.
- 7.11. I do not consider that the Council have sufficiently assessed the benefits that the delivery of circa 18 affordable homes from the Proposed Development would provide. Given the issues raised throughout this note I consider the delivery of circa 18 affordable homes would provide substantial benefits and assist in addressing the clear need for affordable housing within Barnsley.

Weight to be attributed to be attributed to the delivery of affordable housing

- 7.12. The NPPF paragraphs 61 and 63 clearly articulate the requirement to boost significantly housing supply and meet the needs of differing groups of the community, including those in need of affordable housing.
- 7.13. My analysis of affordable housing delivery clearly demonstrates the authority's dire record of affordable housing delivery. This coupled with high and rising numbers of households on

the Council's housing register and long waiting lists creates a significant need to address these issues now. Given these factors and the Government's clear desire to boost supply and meet needs I have no doubt that the provision of circa 18 affordable dwellings on this site should be afforded **substantial weight** in the determination of this appeal. This position is supported by numerous appeal and Secretary of State decisions. A summary of several appeal decisions relevant to this appeal are included in table 7.1 below.

....continued overleaf....

Table 7.1: Weight afforded to the provision of affordable housing

Decision	Weight afforded	Commentary
Land off Ashland Road West, Sutton in Ashfield (Ref: 3274818)	Substantial weight	A 10% affordable housing contribution was proposed. The Inspector highlighted the need for affordable housing and at paragraph 85 notes: <i>"...Having regard to the Government's objective of significantly boosting the supply of homes, the proposed development would have the benefit of contributing up to 300 dwellings towards the supply of housing in the District. Of those dwellings, the proposed 10% contribution to the local supply of affordable housing would be an added benefit, particularly due to the likely numbers involved and the clear need for such housing in the District. Such combined benefits attract substantial weight, particularly in the scenario whereby the Council is not only unable to demonstrate a 5-year HLS but that the deficit concerned is significant."</i>
Land east of High Street, Silsoe (3170248)	Significant weight	The appellant was providing a policy compliant level of affordable housing to which the Council had applied limited weight (paragraph 65). In considering this the Inspector noted (paragraph 66): <i>"Notwithstanding the view of the Uttlesford Inspector, the fact that the proposals would realise a substantial proportion of affordable units, in a situation where there is a considerable shortfall, means that this would go some way to addressing a pressing pre-existing need; if the development didn't go ahead there would be no such benefit. On this basis, the affordable housing element of the proposals represents a considerable benefit to which I accord significant weight."</i>
Land east of Park Lane, Coalpit Heath, South Gloucestershire (3191477)	Substantial weight	Similar to the Silsoe decision the proposals were delivering policy compliant levels of affordable housing. In considering this the Inspector noted (paragraph 61): <i>"There are three different components of housing that would be delivered: market housing, affordable housing (AH) and custom-build housing (CBH). They are all important and substantial weight should be attached to each component for the reasons raised in evidence by the appellants, which was not substantively challenged by the Council, albeit they all form part of the overall housing requirement and supply. The fact that the much-needed AH and CBH are elements that are no more than required by policy is irrelevant – they would still comprise significant social benefits that merit substantial weight."</i>

Decision	Weight afforded	Commentary
Land South of (East of Griffin Place) Radwinter Road, Saffron Waldon (3296426)	Substantial weight	<p>Once again, a policy compliant amount of affordable housing was proposed. In considering this the Inspector noted (paragraph 68):</p> <p><i>“Turning to consider the benefits of the proposal, there is a general imperative to boost the supply of housing land. The delivery of dwellings in an authority which does not have a 5 year supply of housing sites attracts substantial weight. In addition, the proposal would provide 40% affordable housing as well as 5% custom build housing. The delivery of affordable housing would accord with the objectives of policy H9 of the UDLP. Based on the evidence I heard in relation to this matter, in a district where there is a clear need for such provision to be made, these factors also attract substantial weight.”</i></p>
Land at Junction with Carr Road and Hollin Busk Lane, Sheffield (3267168)	Substantial benefit	<p>This scheme in neighbouring Sheffield proposed 10% of the total GIA was to be provided as affordable. In considering this the Inspector (paragraph 147) states:</p> <p><i>“The proposal would deliver a number of benefits. The Framework emphasises the importance of delivery of housing and the provision of up to 85 new homes will contribute to meeting the current shortfall that I have identified above. This requires me to attach substantial weight to the provision of market housing. Of those new homes, at least 10% GIA of the total GIA of all dwellings would be affordable housing, for which there is an undisputed need both locally and nationally. Such benefit would be consistent with the social dimension of sustainable development and is also a substantial benefit to be weighed in the planning balance.”</i></p>

Appendix 1: Affordable Housing Supply Analysis

Allocations / Allocations with Permission

Ref	Site Address	Area	Indicative Yield	Council Identified yield in five-year period	Total Affordable in five-year period
HS1	Former Woolley Colliery	20%	90	10	2
HS2	Land south of Darton Lane, Staincross	20%	46	46	10
HS3	Former William Freeman site, Wakefield	10%	102	57	6
HS5	Land South of West Street, Worsbrough	10%	70	55	6
HS6	Site South of Coniston Avenue Darton	20%	40	40	8
HS7	Site east of Burton Road, Monk Bretton	10%	218	68	7
HS8	Site west of Wakefield Road	10%	135	40	4
HS9	Site east of Smithy Wood Lane	10%	141	130	13
HS10	Site north of Keresforth Road	10%	175	25	3
HS11	Site south of Bloomhouse Lane, Darton	20%	214	70	14
HS13	Former Priory School site/Land off Rotherham Road, Cundy Cross	10%	51	25	3
HS15	Land to the west of Smithy Wood Lane	10%	38	38	4
HS17	Site west of Wakefield Road	10%	232	52	6
HS23	Land off Highstone Lane, Worsbrough	10%	18	18	2

	Common				
HS30	Land off Leighton Close	10%	18	18	2
HS32	Land off Pontefract Road	10%	147	30	3
HS39	Land west of Three Nooks Lane, Cudworth	10%	41	20	2
HS42	Land south of Lowfield Road, Bolton on Dearne	10%	86	65	7
HS47	Land to the north of Dearne ALC	10%	86	86	9
HS52	Land to the west of Thurnscoe Bridge Lane, south of Derry Grove, Thurnscoe	10%	308	83	9
HS58	Broad Carr Road	10%	52	52	6
HS60	Greenside Lane	10%	22	22	3
HS62	Land off Meadowfield Drive	10%	80	80	8
HS64	Site north of Hoyland Road	10%	598	165	17
HS67	Land at Sheffield Road	10%	17	17	2
HS68	Land between Stead Lane and Sheffield Road, Hoyland Common	10%	227	50	5
HS70	Land north of Barnsley Road	30%	17	17	6
HS74	Land south of Well House Lane	30%	132	30	9
HS76	Land at end of Melton Way	10%	58	58	6
HS78	Land south of Doncaster Road	10%	441	65	7

HS79	Site of former Foulstone School Playing Fields	10%	189	30	3
HS90	Land off High Street, Great Houghton	10%	67	67	7
MU1	South of Barugh Green Road	20%	1700	662	133
MU2	Land between Fish Dam Lane and Carlton Road	10%	152	120	12
MU3	Land off Shaw Lane Carlton	10%	1346	80	8
MU5	Land at Lee Lane, Royston	10%	828	108	11
TCDS2	Southern Fringe Development Site	10%	88	30	3
Total					366

Permissions

Ref	Site Address	Area	Indicative Yield	Council Identified yield in five-year period	Total Affordable in five-year period
2019/0011	LAND TO THE SOUTH EAST OF DEARNE HALL ROAD AND	20%	59	3	1
2019/0225	Land off Sheffield Road, Penistone	30%	28	28	9
2021/1110	18 Regent St, Barnsley	10%	39	39	4
2020/1221	Land south New Smithy Avenue, Thurlstone	30%	28	10	3
2020./1284	South View, Darfield	10%	20	20	2
2022/0778	Sandy Lane, Stairfoot	10%	18	18	2
2021/1519		10%	19	19	2



	Upper Hoyland Road, Hoyland				
Total					23



Appendix 2: FoI Response



Public Health & Communities Directorate
Communities
Phil Hollingsworth, Service Director

By email to:
Matthew Good
<Matthew.Good@pegasusgroup.co.uk>

My Ref: FOI/3699
Your Ref:
Date: 8th January 2025
Enquiries to: Information Requests
E-Mail: informationrequests@barnsley.gov.uk

Dear Matthew,

Re: Request for Information – Freedom of Information Act 2000

I wish to confirm that the Public Health & Communities Directorate has now completed its search for the information which you requested by e-mail on 12th December 2024.

Your questions and my findings are as follows:-

Freedom of Information Request

Questions 1 to 8 of this request relate to data held by Barneslai Homes.
Questions 9 to 11 of this request relate to data held by the Safer Communities.
Questions 12 to 17 of this request relate to data held by the Strategic Housing Team and Planning.

Housing Register

1. The total number of households on the Council's Housing Register at 31 March 2024.
5,714
2. The average waiting times at 31 March 2024 for the following types of affordable property across the Authority:
 - a. 1-bed affordable dwelling; - 380 days
 - b. 2-bed affordable dwelling; - 363 days
 - c. 3-bed affordable dwelling; - 262 days
 - d. 4+ bed affordable dwelling – no lettings of 4+ bed properties were made during March 2024.
3. The average waiting times at 31 March 2023 for the following types of affordable property across the Authority:
 - a. 1-bed affordable dwelling; - 310 days
 - b. 2-bed affordable dwelling; - 392 days
 - c. 3-bed affordable dwelling; - 312 days
 - d. A 4+ bed affordable dwelling - no lettings of 4+ bed properties were made during March 2024

4. The total number of households on the Council's Housing Register at 31 March 2024 specifying the following locations as their preferred choice of location:

Location	Household Preferences (31 March 2024)
Hoyland Milton Ward	1950
Wombwell Ward	1963

5. The number of properties advertised, and the average number of bids per property over the 2023/24 monitoring period for the following types of affordable property in the locations listed below:

Type of affordable property	Hoyland Milton Ward		Wombwell Ward	
	Number of properties advertised	Average Bids per Property	Number of properties advertised	Average Bids per Property
1-bed affordable dwelling	7	95	14	49
2-bed affordable dwelling	19	127	14	137
3-bed affordable dwelling	14	217	8	322
4+ bed affordable dwelling	0	n/a	0	n/a

6. Any changes the Council has made to its Housing Register Allocations Policy since 2011 including:

- The date they occurred;
- What they entailed; and
- Copies of the respective documents

Date	Title	Method provided
2011	Lettings Policy	Attached
2014	Lettings Policy	Attached
2014 (revised 2016)	Lettings Policy 2014 (revised 2016)	Attached
2018	Lettings Policy 2018	Attached
2021	Lettings Policy 2021	Attached
1 st April 2024	Lettings Policy	Available on the Berneslai Homes website: https://www.berneslaihomes.co.uk/media/liiljher/lettings-policy-april-2024.pdf

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Social Housing Stock

7. The total number of social housing dwelling stock at 31 March 2024 in the following locations:

Location	Total Social Housing Stock (31 March 2024)
Hoyland Milton Ward	1026
Wombwell Ward	983

Social Housing Lettings

8. The number of social housing lettings in the period between 1 April 2022 and 31 March 2023; and between 1 April 2023 and 31 March 2024 in the following locations:

Location	Social Housing Lettings	
	1 April 2022 to 31 March 2023	1 April 2023 to 31 March 2024
Hoyland Milton Ward	36	40
Wombwell Ward	37	22

Temporary Accommodation

9. The number of households on the Housing Register housed in temporary accommodation within and outside the Barnsley Metropolitan Borough region on the following dates:

Households in Temporary Accommodation	31 March 2023	31 March 2024
Households Housed within Barnsley Metropolitan Borough		
Households Housed outside Barnsley Metropolitan Borough		
Total Households		

This information is not recorded by the Council.

10. The amount of money spent on temporary accommodation per household within the Barnsley Metropolitan Borough region over the following periods:

- 1 April 2023 to 31 March 2024.

This information is not recorded by the Council.

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11. The amount of money spent on temporary accommodation per household outside the Barnsley Metropolitan Borough region over the following periods:

- **1 April 2022 to 31 March 2023.**

This information is not recorded by the Council.

Housing Completions

12. The number of NET housing completions in the Barnsley Metropolitan Borough region broken down on a per annum basis for the period between 2000/01 and 2023/24.

Housing Completions	Year	Net
The number of <u>NET</u> housing completions in the Barnsley Metropolitan Borough region broken down on a per annum basis for the period between 2000/01 and 2023/24.	2019/20	1067
	2020/21	593
	2021/22	591
	2022/23	687
	2023/24	640

13. The number of NET affordable housing completions in the Barnsley Metropolitan Borough region broken down on a per annum basis for the period between 2000/01 and 2023/24.

Housing Completions	Year	Net
The number of <u>NET</u> affordable housing completions in the Barnsley Metropolitan Borough region broken down on a per annum basis for the period between 2000/01 and 2023/24.	2019/20	211
	2020/21	134
	2021/22	27
	2022/23	61
	2023/24	138

14. The number of NET housing completions in Hoyland Milton Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.

Housing Completions	Year	Net
The number of <u>NET</u> housing completions in Hoyland Milton Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.	2019/20	40
	2020/21	31
	2021/22	11
	2022/23	7
	2023/24	4

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15. The number of **NET** affordable housing completions in Hoyland Milton Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.

Housing Completions	Year	Net
The number of NET affordable housing completions in Hoyland Milton Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.	2019/20	30
	2020/21	-
	2021/22	-
	2022/23	-
	2023/24	-

16. The number of **NET** housing completions in Wombwell Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.

Housing Completions	Year	Net
The number of NET housing completions in Wombwell Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.	2019/20	74
	2020/21	38
	2021/22	63
	2022/23	41
	2023/24	100

17. The number of **NET** affordable housing completions in Wombwell Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.

Housing Completions	Year	Net
The number of NET affordable housing completions in Wombwell Ward broken down on a per annum basis for the period between 2000/01 and 2023/24.	2019/20	4
	2020/21	8
	2021/22	2
	2022/23	8
	2023/24	44

Glossary of Terms

Housing Register	The housing register is a waiting list of households in a given authority area who are eligible and in need of an affordable home.
Affordable Property	Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions: a) Affordable housing for rent b) Starter Homes

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	c) Discounted market sales housing; and d) Other affordable routes to home ownership.^[1]
Housing Completion	A dwelling is counted as completed when construction has ceased, and it becomes ready for occupation. This includes new build dwellings, conversions, changes of use and redevelopments. Housing completions should be provided as net figures.
Net	Net refers to total (gross) figures minus any deductions (for example, through demolitions).
Monitoring Period	From 1 April in any given calendar year through until 31 March in the following calendar year.
Prevention Duty	The prevention duty applies when a local authority is satisfied that an applicant is threatened with homelessness and eligible for assistance.
Relief Duty	The relief duty applies when a local authority is satisfied that an applicant is homeless and eligible for assistance.
Parish	The smallest unit of local government.
Ward	A division of a city or town, for representative, electoral, or administrative purposes.

If you have any queries about this letter, please contact Information Requests Via email. Please remember to quote the reference number above in any future communications.

If you are unhappy with the way the Directorate has handled your request, you may ask for an internal review. Please clearly mark your correspondence 'Complaint' and address it to:

Barnsley MBC
Information Requests Team
PO Box 634
Barnsley
S70 9GG
[email:informationrequests@barnsley.gov.uk](mailto:informationrequests@barnsley.gov.uk)

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Customer Services Team
Information Commissioner's Office
Wycliffe House
Water Lane
Wilmslow
Cheshire
SK9 5AF

Email: <http://www.ico.org.uk/foicomplaints>

Yours sincerely,



Phil Hollingsworth
Service Director – Communities

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