

Barnsley Five Year Deliverable Housing Land Supply Report April 2021 – March 2026



PREPARED BY BARNSELY METROPOLITAN BOROUGH COUNCIL

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Barnsley – the place
of possibilities.



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Metropolitan Borough Council

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Executive Summary

The National Planning Policy Framework (NPPF) is clear that Local Planning Authorities should ‘identify and update annually a supply of specific, deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where strategic policies are more than five years old.’ (Paragraph 73).

Barnsley’s Local Plan was adopted on 3rd January 2019. Local Plan policy H1 states that ‘a minimum five year supply of deliverable sites will be maintained’ for residential development.

The purpose of this note is to set out how the authority determines what the housing requirement is for the relevant five year period and to explain how the supply of housing sites in the borough has been assessed to determine ‘deliverability’ as defined in the glossary of the NPPF.

This document uses the methodology preferred by the Local Plan Inspector for establishing the five year requirement but with a 5% buffer applied to reflect the current NPPF. Based on this, the Local Plan housing requirement for the period 2021/22 – 2025/26 is 6880 net dwellings.

This report shows that 7637 net dwellings can be delivered which equates to 5.6 years supply.

Introduction

1. The National Planning Policy Framework (NPPF) is clear that Local Planning Authorities should ‘identify and update annually a supply of specific, deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where strategic policies are more than five years old.’ (Paragraph 73).
2. Barnsley Local Plan policy H1 states that ‘a minimum five year supply of deliverable sites will be maintained’ for residential development.

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Local Plan Housing Requirement

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

Table 1: Net housing completions April 2014 – March 2021

Year	Gross dwellings	Losses	Net requirement	Net completions	Difference between requirement and delivery
2014/15	644	22	1134	622	-512
2015/16	740	34	1134	706	-428
2016/17	872	16	1134	856	-278
2017/18	1037	29	1134	1008	-126
2018/19	1028	40	1134	988	-146
2019/20	1066	15	1134	1051	-83
2020/21	595	7	1134	588	-546
Total					-2119

6. It is clear from table 1 that the impact of the COVID-19 pandemic has been significant. The net housing completions for the financial year 2020/21, at just 588 dwellings, is the lowest figure in Barnsley this century and is almost 500 fewer net completions than in 2019/20. The impact of the pandemic has been felt by authorities across the country, through a combination of factors including the end of the stamp duty holiday, increase cost of building materials, labour shortages and associated supplies issue affecting the construction industry. It has been recognised by Government and taken account of in their Housing Delivery Test calculations for the years 2020 and 2021.

Table 1 shows that there has been a shortfall of 2119 against the annual requirement since the start of the plan period. This shortfall will be recovered over the plan period of the Local Plan, in line with the ‘Liverpool Methodology’. This equates to an additional 177 dwellings per annum being added to the remaining 12 years of the plan period. The Liverpool method was determined appropriate by the Local Plan Inspector at paragraph 245 of the report of the examination.

This shortfall therefore increases the net requirement for the period 2021/2022 to 2025/2026 by 885 dwellings.

7. The Inspector’s report can be found here

<https://www.barnsley.gov.uk/media/17924/inspectors-report-and-modifications-appendix.pdf>

8. To ‘ensure choice and competition in the market for land’, the NPPF requires local authorities to bring forward at least an additional 5% of the net housing requirement from later in the plan period. Although the Council has backlog against the annualised average local plan target of 1,134 net additional dwellings per year, housing delivery exceeds the targets contained within the housing delivery test as shown in table 2 below.

Table 2 – Barnsley Housing Delivery Test (HDT) Figures

Year	Homes required	Homes delivered	HDT Measurement
2018	2,480	2,565	103%
2019	2,600	2,847	110%
2020*	2,609	3,052	117%

**For the 2020 HDT measurement, the Government made a one month adjustment to the 2019-20 housing requirement, in response to the disruption caused by the COVID-19 pandemic. Authorities have been assessed on delivery for a 48 week period rather than the full 52 weeks in the 2019-20 period.*

9. Performance against housing delivery test targets dictates whether a 5% or 20% buffer should be added to the housing requirement with a 20% buffer required if delivery falls to 85% or below.

Barnsley is comfortably exceeding the Housing Delivery Test target with performance improving year on year since 2018, rising from 110% to 117% in the last year. On this basis, a 5% buffer is applied to establish the 5 year housing requirement (6,880 dwellings at 1376 per year) as shown in table 3 below.

Table 3: Housing Requirement 2021/22 to 2025/26 - Liverpool method 5% buffer

Year	Net requirement	Adjusted net requirement (Backlog 14/15 – 20/21)*	5% NPPF Buffer	Actual Net Requirement
2021/22	1134	1311	66	1376
2022/23	1134	1311	66	1376
2023/24	1134	1311	66	1376
2024/25	1134	1311	66	1376
2025/26	1134	1311	66	1376
Total	5670	6555	330	6880

**calculated as 2119 divided by 12 (remaining years in plan period) = 176.58pa rounded to 177dpa
5% buffer 65.55 rounded up to 66, net requirement 1376.13 rounded to 1376*

The Deliverable Supply

Overall Supply

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

Deliverable: *To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:*

- *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).*
- *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.*

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

Local Plan allocations

12. Some general assumptions have been made for Local Plan allocations. Sites below 20 ha will be built out at 45 dwellings per year. For sites over 20ha it has been assumed that these are likely to be built out by at least two developers and will contribute 90 dwellings per year. Higher build out rates have been assumed on some of the mixed use sites given they are larger in scale. For site allocations that were formerly Green Belt, it has been assumed that they will not come forward until at least year three following Local Plan adoption. Where these assumptions have been departed from, this will relate to landowner evidence, agreements made at the Local Plan examination or other updated evidence.

Sites with planning permission for 10 dwellings or more

13. The NPPF is clear that sites which do not involve major development and have planning permission, and all sites with detailed planning permission should be considered deliverable until the permission expires, unless there is clear evidence that they will not be implemented in the five year period.
14. To ascertain if there was evidence that any of these sites would not be delivered, analysis was undertaken on the sites. Where private market housing sites were commenced, an estimate was made on how many dwellings would be delivered based on recent delivery and advice from local agents and developers in accordance with Planning Practice Guidance. For RSL/Local Authority applications it was assumed all dwellings would be delivered in 5 years.

15. Landowners of Local Plan allocations and sites with outline planning permission included in the five year supply were contacted to see if they had information that would inform the housing trajectory. Where a relevant response has been sent the trajectory has been adjusted accordingly.
16. For planning applications not commenced, and for stalled sites, contact was made with applicants and/or landowners. Non commenced/stalled sites were then subject to a final agreement on delivery by an officer assessment group formed to assess each site based on responses received and local knowledge.

Sites with planning permission for fewer than 10 dwellings

17. 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.

Windfall Allowance

18. The NPPF, at paragraph 70, states that local planning authorities may make an allowance for windfalls in their five year supply 'if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply'. It is important to consider the NPPF definition of windfalls in relation to this paragraph as 'sites which have not been specifically identified as available in the local plan process'.

***Para 71 NPPF:** Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.*

19. Windfalls have historically comprised a significant element of completions in the borough and it is reasonable to include an allowance in the five year supply. Taking account of the NPPF windfall definition, a methodology has been devised which calculates an evidence based windfall allowance.

Full and reserved matters windfall allowance

20. The number of full and reserved matters windfall dwellings (as defined in the NPPF) granted, on new sites, in the last 5 years is shown in table 4 below.

Table 4: Windfall dwellings (Full and Reserved Matters)

Year granted	Windfall Dwellings
2016/17	446
2017/18	319
2018/19	430
2019/20	207
2020/21	190
Annual average of the last 5 years	
Total granted over last 5 years (2016/2017 to 2020/2021) = 1592	
1592/5 = 318.4 (or 318) five year average	

21. The methodology takes an average of the last five years to arrive at an estimate that 318 windfalls will be granted each year up to 2025/26. Evidence shows what percentage of windfalls granted were built out in the subsequent 5 years (Build Out % in table 5 below). When this is applied cumulatively 85% of those granted were built out in 5 years, 85% of those granted were built out in 4 years, 74% in 3 years, 61% in 2 years and 39% in 1 year. When these percentages are applied to the annual 318 windfall figure, we get a total of 1094 new windfall dwellings expected over the next five years. This is demonstrated in table 5 below.

Table 5: Build out rates

Year	Windfalls	Yearly Build Out					Build out %	Build out
		2021/22	2022/23	2023/24	2024/25	2025/26		
2020/21	318	123.731	69.289	43.718	32.995	0.825	38.9	270.558
2021/22	318		123.731	69.289	43.718	32.995	21.8	269.733
2022/23	318			123.731	69.289	43.718	13.7	236.738
2023/24	318				123.731	69.289	10.4	193.020
2024/25	318					123.731	0.3	123.731
Totals		123.731	193.020	236.738	269.733	270.558		1093.778

Outline windfall allowance

22. Calculating the number of windfall outline planning permissions on new sites is more difficult, but is determined by analysis of the number of completions associated with outline planning permissions (that have not been superseded) completed in the last five years. For outline windfalls we assume a much lower total build out rate of 20%. This analysis is shown in the table below.

Table 6: Windfall dwellings (Outline)

Year Granted	Windfall Dwellings
2016/17	18
2017/18	6
2018/19	80
2019/20	15
2020/21	10
Average of the last five years outline completions Total completions in the last five years (2015/2016 to 2020/2021) = 129 $129/5 = 25.8$ (or 29) average granted per annum	

23. Based on the last 5 years data there would be an average of 29 granted per annum. This gives a total of 129 dwellings over the five year period. Assuming a much lower total build out rate of 20% this would give a figure of 29 dwellings.

Total Windfall Allowance

Windfall Dwellings (Full and Reserved Matters) = 1094

Windfall Dwellings (Outline) = 29

The total windfall allowance for this five year supply period is therefore 1123 dwellings.

24. The windfall figure included within the five year supply calculations are predictive, which means they are amended each year reflecting a rolling five year pattern based on the most recent past performance, ensuring they are robust and up to date. The predictive nature of the calculation means that the figure can vary at times significantly from year to year. The higher figure included in this year's calculation can be explained because it includes completions on at least one block of flats.

Dwellings under construction

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

Conclusions on the Deliverable Supply

26. Table 7 below summarises the five year supply situation in Barnsley for the period 2021/22 to 2025/26.

Table 7: Barnsley Five Year Supply Summary (2021/22 to 2025/26)

Five Year Supply Summary	
Category	Deliverable Dwellings
Non allocated planning permissions > 10 dwellings	650
Non allocated planning permissions < 10 dwellings (assumption)	330
Local Plan allocations and planning permissions on local plan allocations	5641
Windfall Allowance	1123
Five Year Deliverable Supply Total	7744
Predicted Losses	107*
Five Year Deliverable Net Supply Total	7637

*Predicted losses arrived at by calculating the average of losses from the last 5 years of the plan period set out in table 1. That gives a figure of 21.4 per annum which is then multiplied by 5.

Overall Conclusion

27. This note has set out the Council’s methodology to determine the five year housing requirement for the period 2020/21 to 2025/26, and the supply of dwellings that can be demonstrated to be deliverable in that period.

Barnsley’s Five Year Housing Supply Position for the period 2021/22 to 2025/26

Five year net housing requirement = 6880 dwellings

Five Year deliverable net supply = 7637 dwellings

In conclusion, 7637 net dwellings can be delivered against a requirement of 6880 net dwellings including a 5% buffer. This equates to 5.6 years supply.

Therefore, the Council can currently demonstrate a supply of specific, deliverable sites sufficient to meet the borough’s housing requirement.

Appendix 1: Local Plan Annualised Housing Trajectory (as at April 2021)

The Local Plan Housing Trajectory (as at April 2021) can be viewed in the 'Housing Reports' section of the website here

<https://www.barnsley.gov.uk/services/planning-and-buildings/local-planning-and-development/our-local-plan/local-plan-research-and-evidence-documents/>