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# **BMBC 2016 ANNUAL MONITORING REPORT**

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UDP	Unitary Development plan
DPD	Development Plan Document
LDS	Local Development Scheme
PDL	Previously developed land
SPG	Supplementary Planning Guidance
UCO	Use Classes Order
SPD	Supplementary Planning Documents
ONS	Officer for National Statistics

# SECTION 1- INTRODUCTION

## Background

This Monitoring Report covers the monitoring year from 1<sup>st</sup> April 2015 to 31<sup>st</sup> March 2016, though some historic figures are provided for comparison. Our monitoring and reporting framework will be further developed to reflect the adopted Core Strategy policies and their monitoring requirements and those associated with the Localism Act 2011.

In the interests of copyright references to/quotations from this report should acknowledge the source.

Further information on this report is available from the contact below in Barnsley Council's Economic Regeneration Service:

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# SECTION 2 – LOCAL PLAN TIMETABLE

## The Statutory Development Plan

Barnsley's current statutory Development Plan consists of the Core Strategy, the Barnsley Education Sites DPD, the Joint Waste Plan, the saved policies of the UDP and associated proposals maps.

Barnsley Council is preparing a new Local Plan which will establish policies and proposals for the development and use of land (including the Town Centre) up to the year 2033. This document, together with the Joint Waste Plan adopted in March 2012 prepared with Doncaster and Rotherham, will be our Local Plan, and once adopted will become the statutory development plan for Barnsley.

## Saved and Superseded UDP Policies

The adopted Core Strategy supersedes a number of the UDP policies. A list of the superseded policies is included at Appendix 4 of the Core Strategy. Until the Local Plan is in place, some parts of the Unitary Development Plan (UDP) are being "saved" to ensure comprehensive planning policy coverage remains in place. A list of the saved policies is available on our website.

Saved parts of the UDP remain in force and will be used in determining planning applications until replaced. In particular policies with associated notations shown on the UDP proposals maps will continue to apply until such time as the proposals maps associated with the Local Plan are adopted. These include the policies and notations relating to such things as the Green Belt and town centres.

## Local Development Scheme

The Local Development Scheme (LDS) is a timetable for the preparation of the Local Plan. The revised Local Development Scheme was approved by the Council's Cabinet meeting on 15 July 2015 and is available on our website ([https://www2.barnsley.gov.uk/media/3741032/local\\_plan\\_lds.pdf](https://www2.barnsley.gov.uk/media/3741032/local_plan_lds.pdf)).

A Service Level Agreement has been signed by the Council and the Planning Inspectorate.

A revised Statement of Community Involvement which specifies how stakeholders and communities are involved in the production of Development Plan Documents and the determination of planning applications, was approved in September 2015.

## Supplementary Planning Guidance and Supplementary Planning Documents

A list of existing Supplementary Planning Guidance and Planning Advice Notes relating to saved UDP policies or national policy and so remaining in use, is available on our website at [www.barnsley.gov.uk](http://www.barnsley.gov.uk)

The following Supplementary Planning Documents (SPDs) have been prepared to supplement Barnsley's Core Strategy. These documents were adopted by the full council on 1<sup>st</sup> March 2012.

- Hot food take-aways
- Barn conversions

- Trees and hedgerows
- Shopfront design
- Advertisements
- House extensions
- Residential amenity and the siting of buildings
- Designing new housing development
- Open space provision on new housing developments
- Parking

A number of SPDs will be produced to give further detail on how Local Plan policies will be applied. An indicative list of documents we intend to produce is set out in appendix 3 of the Local Plan Publication Consultation 2016.

## **Previous Consultations**

### **Local Plan Consultation Draft 2014**

This document was available for consultation between 10<sup>th</sup> November to the 16<sup>th</sup> January 2016.

The document set out the key elements of the planning framework for Barnsley, and the approach to its long term physical development to achieve the Council's vision of what sort of place Barnsley wants to become.

### **Local Plan Additional Consultation 2015**

The Local Plan Additional Consultation was available for consultation for 6 weeks from 30<sup>th</sup> October to 23<sup>rd</sup> December 2015.

This additional consultation was carried out to get views on new sites that have been proposed and some new policies and issues.

### **Local Plan Publication Draft 2016**

The Publication version of the Local Plan follows on from consultations we did in 2014 on the consultation draft and the Additional Consultation we did in 2015.

The comments made on those consultations have informed this Publication version of the Local Plan.

## **Summary**

The current statutory development plan is made up of the Core Strategy, saved policies of the Unitary Development Plan and associated proposals maps, the Joint Waste Plan and the Education Sites DPD. The Council is preparing a Local Plan which once adopted and together with the Joint Waste Plan will become the statutory development plan for Barnsley. Following consultations in 2014 and 2015 and Publication in 2016, the Local Plan will be submitted to the Secretary of State in December 2016.

# SECTION 3 - BACKGROUND

## Introduction

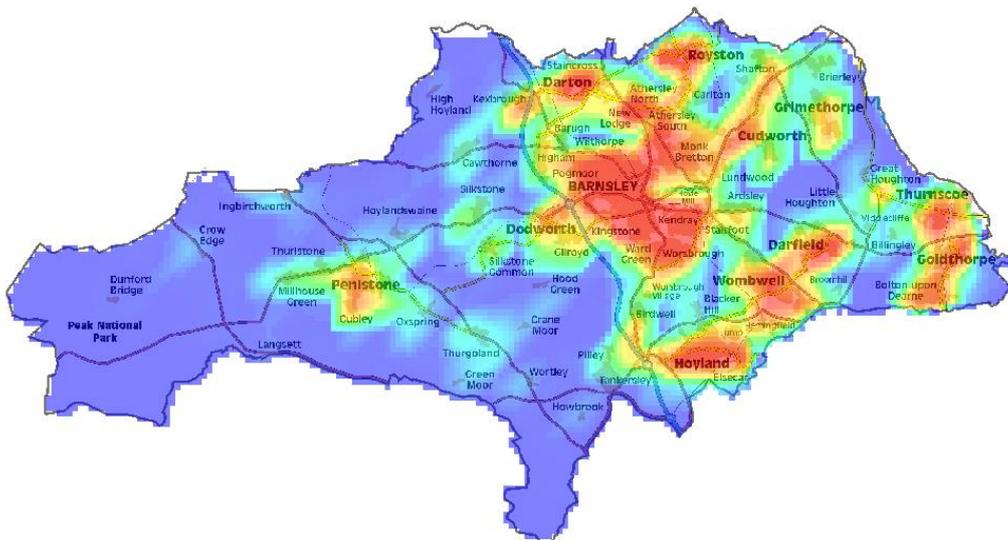
This section contains contextual information on the demographic, housing and economic landscape of Barnsley, to provide a backdrop to the policies and issues that the Local Plan relates to. Data sources are BMBC Development Service unless stated.

## Population

Barnsley's population rose to 239,300 in 2015 from 237,800 in 2014, the 15th rise in successive years. Barnsley's population was in decline prior to 2001, but has now recovered to levels above those seen in the early 1980's. Nationally the population has grown steadily since 1983. Barnsley's recent population growth is forecast to continue, with the population expected to reach 252,000 by 2023.

## Natural & Built Environment

The 2011 Census classified 18.4% of the Borough (including Peak National Park) as 'built up', however 95.7% of the Borough's population live in these built up areas. Conversely only 4.3% of the population live in the 81.6% of the Borough not classified as 'built up'. The map below gives an indication of the concentration of the Boroughs population in the 'built up' areas.

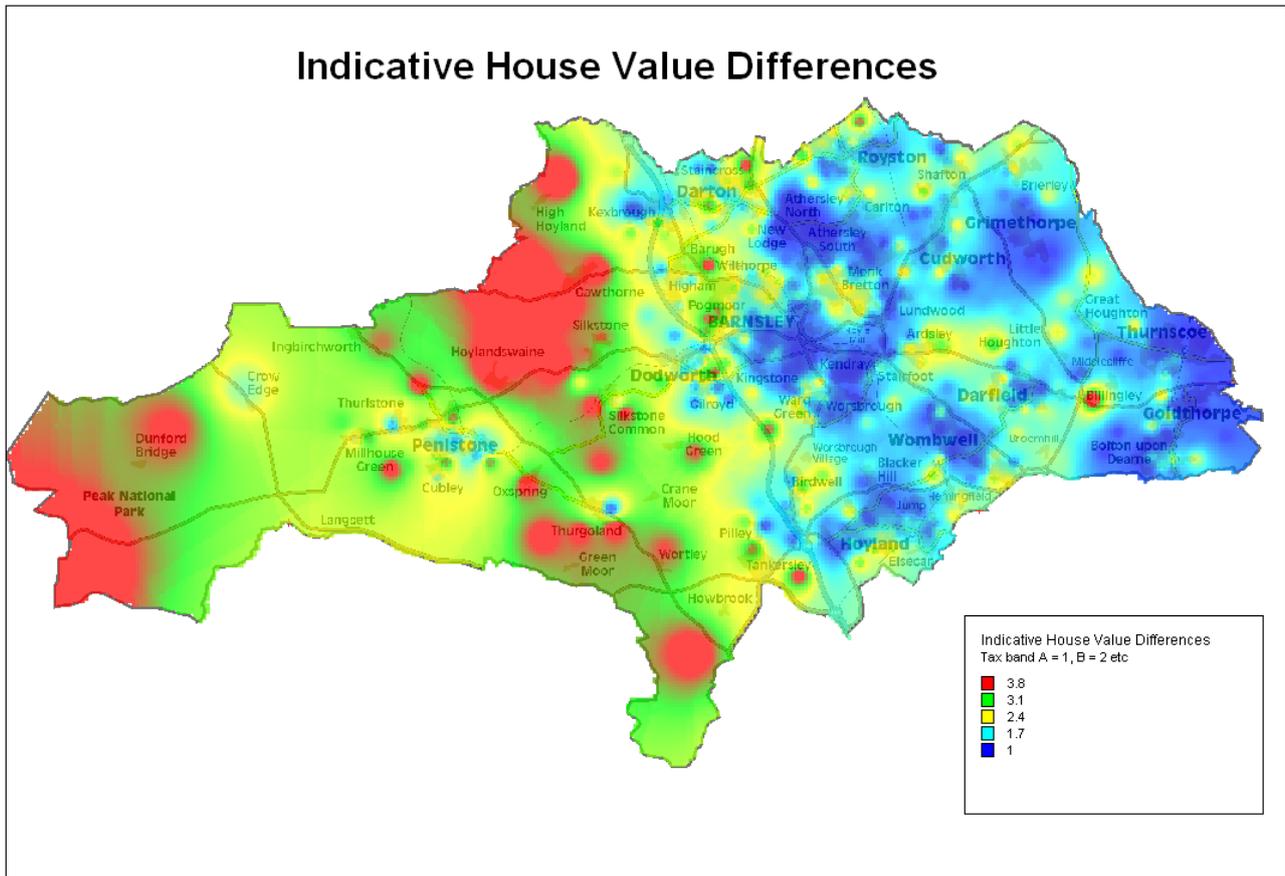


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## House Prices and Sales

The average property cost in Barnsley in 2015 was £106,012, up from £105,365 in 2014. The housing market in Barnsley has picked up in the last 2 years following 6 years of generally declining prices and sales volumes. The credit crunch had a dramatic effect on housing sales volumes in Barnsley, with sales falling by 58% between 2007 and 2009. Sales volumes have generally increased in the last 3 years with 3404 sales in 2015, a 43% increase on 2012. Prices and sales volumes remain significantly below 2007 levels though. As a result house prices fell from 5.2 times the annual full time average salary<sup>1</sup> in 2008 to 4.2 times the average salary in 2015.

There are large differences in house values across the Borough. Many areas to the east consist of mainly council tax A and B properties, particularly in the urban areas. Areas to the west typically have average bands of C or D, though areas such as urban Penistone consist of mainly A band.



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## Vacant Dwellings

The number of vacant dwellings in the borough has been in a general decline since a peak of 4784 in 2008. This trend reflects the national trend. By 2015 the number of vacant dwellings had fallen to 2987.

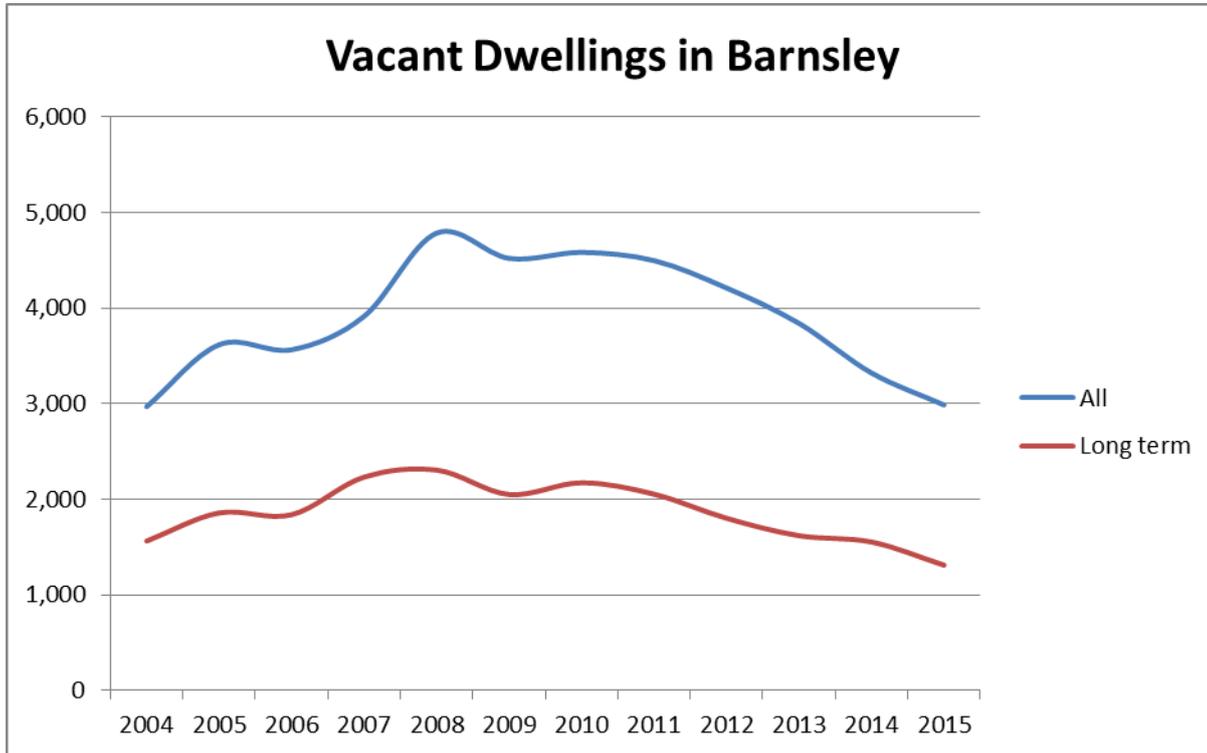
There are a number of possible causes for this fall.

- Increase in dwellings being let in the private sector
- Household growth outstripping dwelling stock growth
- Changes in council tax which penalised vacant properties
- Government / Council action to bring back empty dwellings to use

<sup>1</sup> Full time jobs inc overtime, average of all property prices in year

What is difficult to estimate is the effect of the general housing market on vacancies. Vacancy levels rose between 2004 and 2008, when house sales and prices were rising. Levels have fallen every year from 2008 to 2015 despite an increase in sales and prices 2013-2015.

What is hard to predict is how long this trend could continue without causing problems to the property market. The Regional Spatial Strategy set a target of 3.5%. The Barnsley vacancy rate in 2015 was 2.8% and is now below the 2004 figure, having peaked at 4.7% in 2008.



### The Labour Market

The labour market in Barnsley improved significantly in the year to March 2016 with the unemployment rate (model based) falling to 6.3%, down from 7.1% a year earlier. The gap between local and national (GB) rates rose slightly from 1.1 percentage points higher in Barnsley in 2015 to 1.2 percentage points in 2016.

The gap between local and National (GB) benefit rates for all working age benefits is far higher, with 17.1% of working age people claiming work related benefit in Barnsley in February 2015 compared to 11.8% nationally, a gap of 5.3 percentage points.

# SECTION 4 - HOUSING

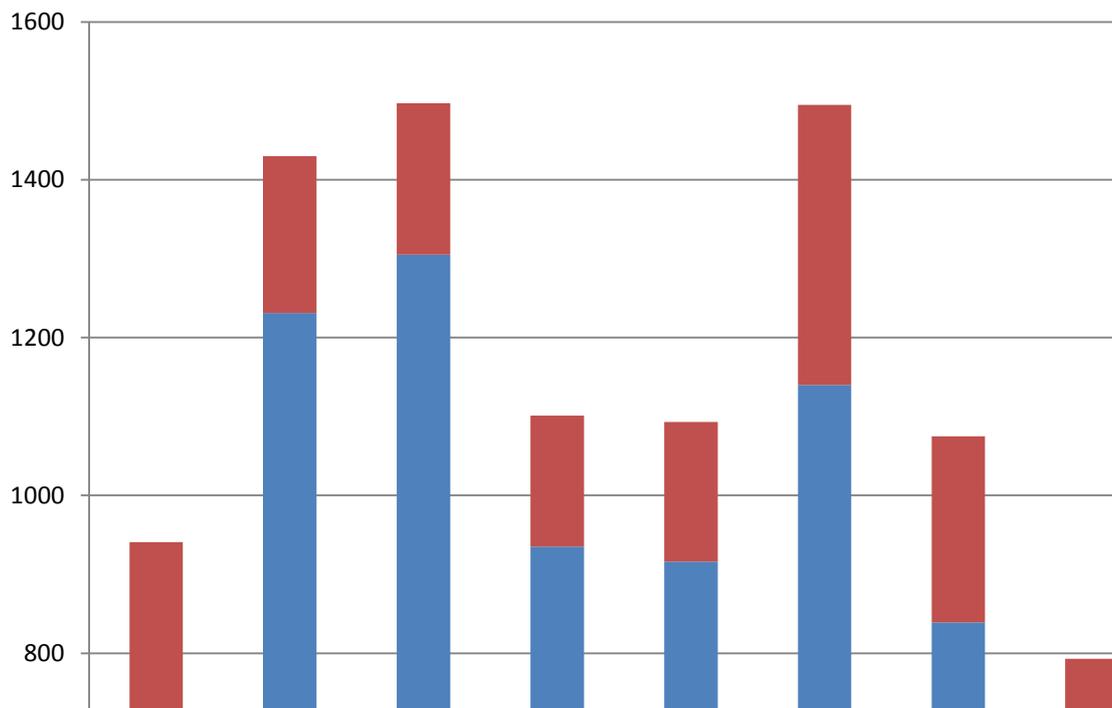
## Introduction

This section takes an in depth look at housing development in Barnsley, a key element of the Local Plan.

## Housing Completions

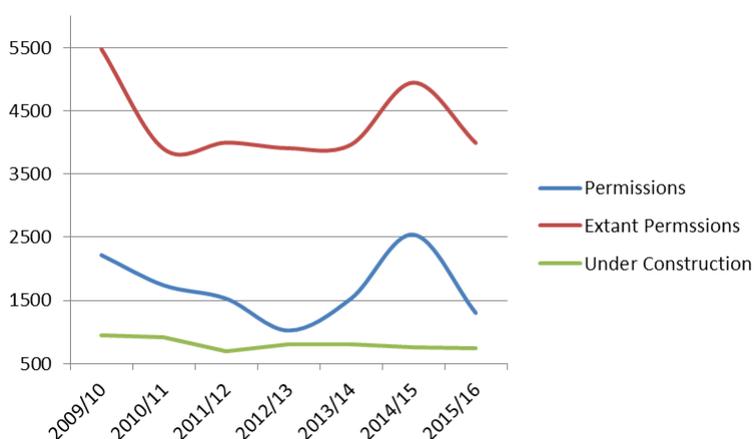
2015/16 saw 740 dwellings completed in the borough, compared to 644 in 2014/15, the 15/16 figure included the completion of the Skyline apartment complex in Urban Barnsley. Completions remain significantly below pre credit crunch levels and below the initial post credit crunch levels.

## Gross and Net Housing



There were 719 dwellings commenced in 2015/16 compared to 583 in 2014/15, the 2015/16 figure was still however the 2<sup>nd</sup> lowest figure on record. The number of dwellings granted planning permission fell following a spike in 2014/15, which may have been due to a number of large applications being submitted ahead of the possible introduction of the Community Infrastructure Levy. In 2015/16 there were 1300 dwellings granted permission compared to 2540 in 2014/15. This anomaly also created a spike in the number of non-commenced dwellings in the borough in 2014/15 with numbers falling back again in 2015/16.

## Housing Supply



## Housing Requirements and Delivery

Core Strategy policy CSP9 includes a requirement for 21514 new homes (net) over the plan period (2008/09 to 2025/26). As the plan period progresses the trajectory is updated with actual completion data. Any surplus or deficit that results from this exercise is then redistributed within the next five years requirement of the plan. For example if a surplus exists this number is divided by 5 and the requirement reduced in each of the 5 years. If a deficit exists the requirement would be increased in each of the 5 years by the relevant amount.

The table below shows actual net completions compared to the net trajectory requirement between the start of the Core Strategy plan period in 2008/09 and 2015/16. For 2008/09 and 2009/10 the net trajectory requirement was calculated using actual data on losses in those years as understood at the time the original trajectory was drawn up. Additional data since this time has led to slight adjustments to the numbers for 2009/10 as shown in the actual net completions column below. From 2010/11 onwards the net trajectory requirement is calculated using an estimate of losses from the gross trajectory requirement. Any difference between the net trajectory requirement and net actual completions needs to be accommodated through the trajectory within the 5 Year Land Supply timeline.

Year	Gross Trajectory Requirement	Net Trajectory Requirement	Net Actual Completions	Difference Between Requirement and Completions
08/09	1096	860	841	-19
09/10	797	546	556	10
10/11	850	700	998	298
11/12	900	800	842	42
12/13	950	862	656	-206
13/14	1100	996	747	-249
14/15	1125	1100	622	-478
15/16	1225	1200	706	-494
<b>Total</b>	<b>8043</b>	<b>7064</b>	<b>5968</b>	<b>-1096</b>

The above table shows that the borough is in a deficit over this period by 1096 dwellings. This increases the net requirement over the period 2014/15 to 2018/19 by 219 dwellings a year for the first 4 years and 220 dwellings for the 5th year. The gross requirement also needs to be adjusted by the same amount. An adjustment has also been made for lower losses based on emerging evidence. The annual loss figure remains reduced from 50 dwellings per annum down to 25.

The table below shows the housing trajectory over the remainder of the plan period taking into account adjustments as laid out above.

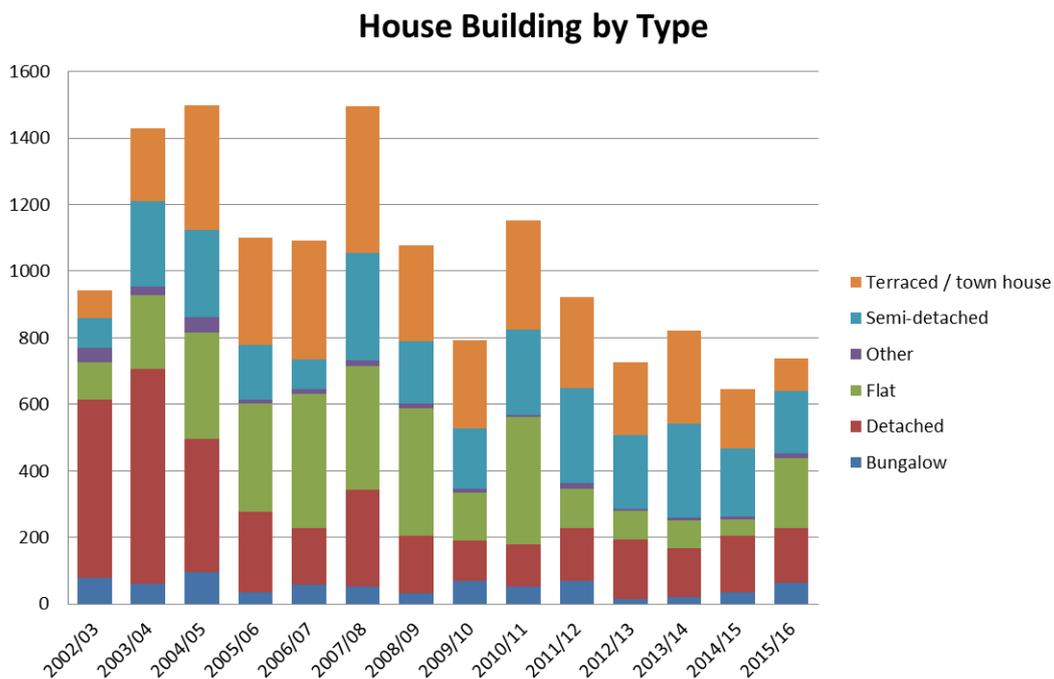
Updated Barnsley Housing Trajectory (2008/09 to 2025/26)			
	Gross Dwellings	Losses	Net Dwellings
2008-09*	1077	236	841
2009-10*	793	237	556
2010-11*	1153	155	998
2011-12*	921	79	842
2012-13*	727	71	656
2013-14*	821	74	747
2014-15*	644	22	622
2015-16*	740	34	706
<b>2016-17</b>	<b>1644</b>	<b>25</b>	<b>1619</b>
<b>2017-18</b>	<b>1694</b>	<b>25</b>	<b>1669</b>
<b>2018-19</b>	<b>1694</b>	<b>25</b>	<b>1669</b>
<b>2019-20</b>	<b>1694</b>	<b>25</b>	<b>1669</b>
<b>2020-21</b>	<b>1695</b>	<b>25</b>	<b>1670</b>
2021-22	1475	25	1450
2022-23	1475	25	1450
2023-24	1475	25	1450
2024-25	1475	25	1450
2025-26	1475	25	1450
2008/26 overall requirement	22666	1158	21514
2016/17 – 2025/26 requirement	15796	250	15546
2016/17-2010/21 five year requirement	8421	125	8296

\* Based on actual recorded completions and losses.

The basic five year requirement for the 2016/17 to 2020/21 period is 8296 dwellings net. The requirement for the remaining plan period between 2012/13 and 2025/26 is 15796 dwellings net.

### House Building by Type

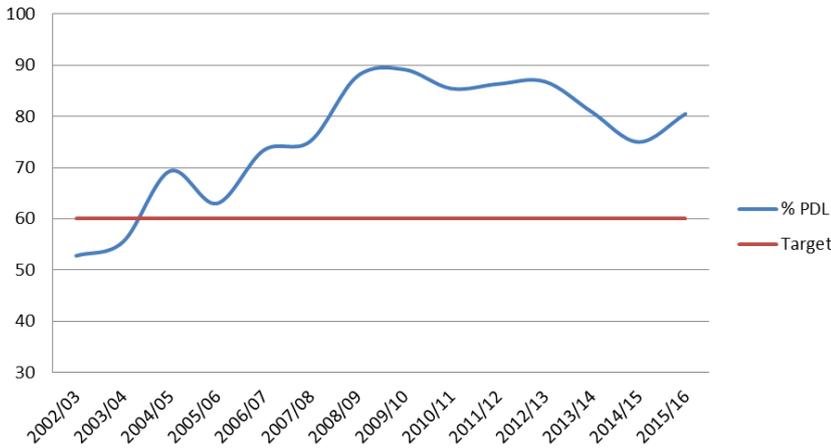
There have been big changes in the type of dwellings constructed in Barnsley over recent years. Detached dwellings made up 57% of the new stock in 2004/05, this fell to 10% by 2010/11, however the figure rose again to 22% in 2014/15. In terms of actual numbers, detached dwellings have proven the most resilient post credit crunch, while other house types saw significant falls in completion numbers. Flats made up 12% of completions in 2002/03, this figure rose 36% in 2008/09 though by 2014/15 flats only made up 7% of new stock. There were spikes in flat completions in 2010/11 and 2015/16 due to the completions of the Gateway Plaza and Skyline developments. Semi-detached and terraced properties, together, made up only 18% of supply in 2002/03 but by 2013/14 this had ridden to 68% despite falls in actual numbers of such properties built, the last 2 years though have seen big falls in the percent of completions made up by these property types.



### Previously Developed Land

The year 2015/16 saw an increase in the proportion of dwellings built on previously developed land (PDL) following 2 years of decline, with a figure of 80%. This is likely to be due to the completion of the Skyline apartment development. This was the 12<sup>th</sup> year in succession that the figure had exceeded 60%, which is the upper target in Barnsley’s Local Plan. In 2000/01 only 44% of homes in Barnsley were on PDL, though by 2004/05 Barnsley had exceeded the target. Barnsley introduced new guidance in 2003 designed to restrict the supply of greenfield land and encourage development on PDL, this has helped make sure Barnsley now exceeds the target.

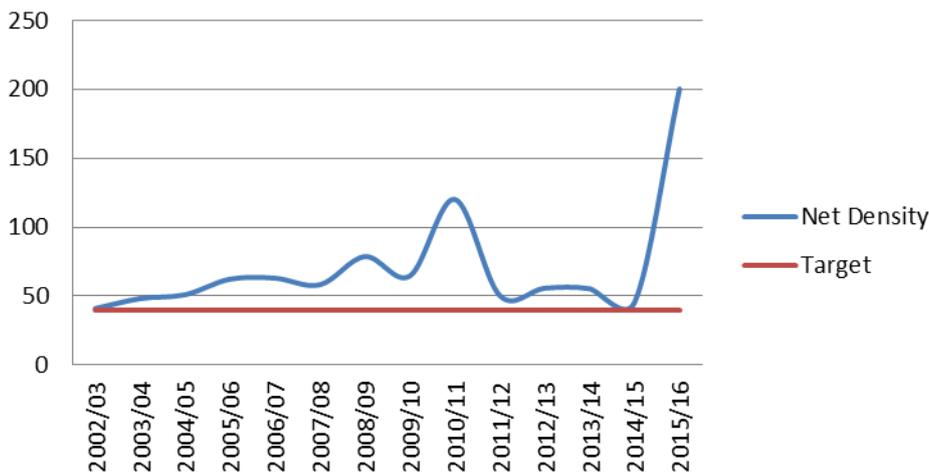
### Percent of Dwellings on PDL



### Housing Density<sup>2</sup>

Barnsley’s Local Plan sets a minimum density target of 40 dwellings per hectare. Barnsley has exceeded the minimum set target for the last 12 years, with a figure of 46.2% in 2014/15. The 2010/11 and 2015/16 figures were unusually high due to the completion of the Gateway Plaza complex and the Skyline development respectively; however the target would still have been exceeded even without these development.

### Completed Dwellings Density per Hectare



### Housing on Employment Land

During 2015/16 there was no employment proposal / policy land developed (defined as planning permission granted) as windfall housing sites.

<sup>2</sup> Based on net density estimates

# SECTION 5 - EMPLOYMENT LAND

## Introduction

This section takes an in depth look at employment land development in Barnsley.

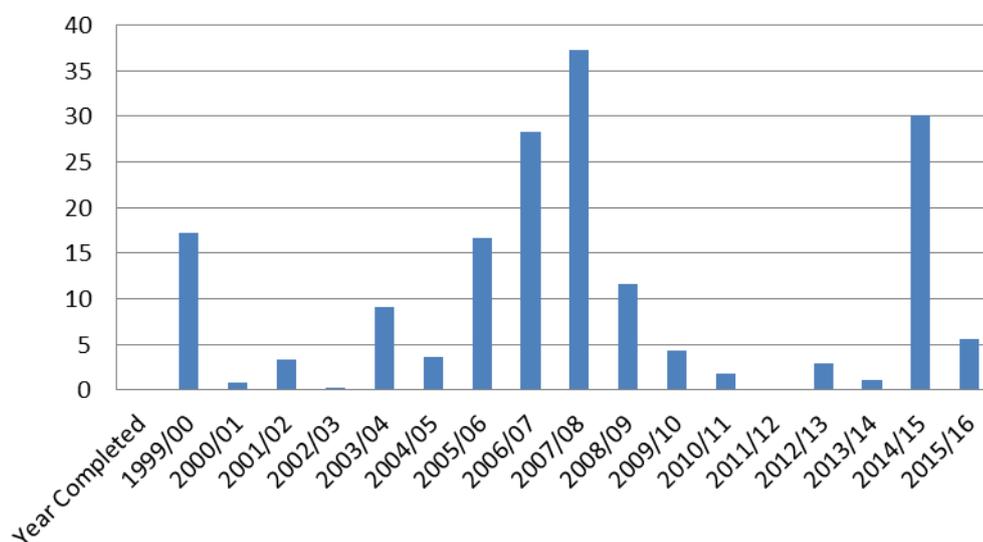
## 2008/09 Employment Land review

BMBC made a comprehensive study of all employment and mixed use land in 2009. As a result there were some slight revisions of data in this section in the 2009 AMR from previous years, and some further small revisions have occurred following further analysis of the Employment Land Review data.

## Land and Floorspace

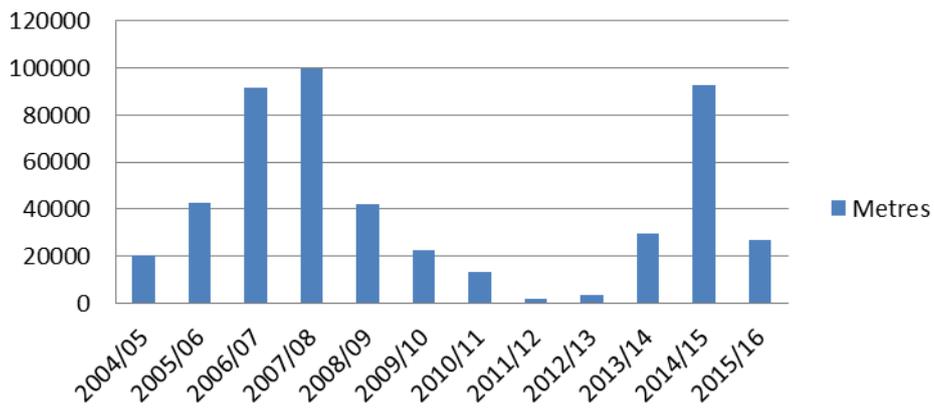
2015/16 saw 5.6 hectares of land developed for B uses in Barnsley, while this is a large fall from the previous year, the 2014/15 figure was mainly due to the completion of the ALDI development at Goldthorpe. The previous 4 years to that had seen an average of just 1.5 hectares per annum being developed. There were 4.1 hectares under construction as at April 2016.

### Hectares Developed for B Uses



2014/15 saw 26,390 square metres of new B use floorspace constructed in the Borough, again this is well below the previous year's figures due to the ALDI development, the 2015/16 figure was mainly due to developments at Shortwood. There were also approximately 7,600 square metres of B use floorspace under construction at April 2016, again mainly due to development at Shortwood.

## B Use Floorspace Constructed



# SECTION 6 - KEY INDICATORS

This section contains statistical information that we monitor for our Local Plan reporting framework. New indicators relating to Barnsley's Local Plan Core Strategy will be added to this section in future years.

## General

What we need to monitor												Target
Percentage of planning appeals against refusal of planning permission dismissed by the Secretary of State												65% - national average
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
84%	82%	83%	62%	79%	79%	86.5%	86.5%	83%	74%	52%	89.2%	92.6%

## Economy

What we need to monitor								Target
Amount of land developed for employment by type (UCO types B1, B2 and B8 defined in terms of completed sq metres gross internal floorspace i.e. excluding external walls)								To be developed
	B1A	B1B	B1C	B2	B8	Spec B1, B2, B8	Total	
2004/05	5626	0	0	2861	5180	7072	20739	
2005/06	5910	1600	0	7024	3360	19403	37297	
2006/07	7221	0	0	23154	56084	5029	91488	
2007/08	4373	4093	0	11756	5395	73995	99612	
2008/09	2431	0	0	30777	0	8862	42070	
2009/10	16492	0	0	5080	851	0	22423	
2010/11	2629	0	0	8465	1564	525	13183	
2011/12	120	0	1047	697	0	0	1864	
2012/13	0	0	0	467	3350	0	3817	
2013/14	2625	135	0	2739	24224	0	29723	
2014/15	2685	0	0	1567	80885	7600	92737	
2015/16	2075	0	111	2430	15736	6038	26390	

What we need to monitor												Target
Amount of employment land lost to residential development (in hectares)												No target
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	
14.9	6.9	12.1	26.9	9.4	0.19	0	0	0	1.3	1.6	0	

What we need to monitor												Target
Percentage of land developed for offices, industry, storage and distribution which is previously developed												65% - to be monitored annually and over lifetime of Local Plan
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	
80.9%	70%	86.3%	81.5%	75%	100%	100%	-	100%	0%	11.2%	57.1%	

### Shopping, leisure and town centres

What we need to monitor													Target
Amount of completed retail, office (use class B1a) and leisure development respectively (defined in terms of completed sq metres gross internal floorspace i.e. excluding external walls)													22,000m <sup>2</sup> by 2016 (LDF target)
	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	
Retail	0	1600	0	345	1297	4558	1045	4478	0	1289	3447	3588	
Office	5626	5910	7221	4373	2431	16492	2629	120	0	2625	2685	2075	
Leisure	0	0	0	0	0	0	0	0	0	0	0	0	

What we need to monitor													Target
Percentage of completed retail, office and leisure development respectively in town centres													95% - LDF target (allows for local shops outside centres and other sites allowed through sequential test)
	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	
Retail	-	0%	-	0%	0%	78.8%	73.3%	69.5%	-	0%	0%	0%	
Office	0%	0%	96%	47%	0%	100%	0%	100%	-	28%	0%	0%	
Leisure	-	-	-	-	-	-	-	-	-	-	-	-	

### Housing

What we need to monitor		Target
<b>Housing trajectory showing:</b>		
(i)	Net additional dwellings over the previous 5 year period or since the start of the relevant DPD period, whichever is the longer	-
	2011/12-2015/16	
	3573	

What we need to monitor		Target
(ii)	Net additional dwellings for the current year	841
	2015/16	
	706	

What we need to monitor		Target
(iii)	Projected net additional dwellings up to the end of the relevant DPD period or over a ten year period from its adoption, whichever is the longer	15546
	2016/17 – 2025/26	
	15546	

What we need to monitor	Target
(iv) The annual net additional dwelling requirement (average)	1555
2016/17 – 2025/26	
1555	

What we need to monitor	Target										
Percentage of new and converted dwellings on previously developed land	Barnsley LDF 55% - 60%										
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
69.3	63.0	73.4	75.2	87.8	89.2	85.4	86.3	86.8	80.9	75.0	80.5

What we need to monitor	Target
Number of people / groups on self-build register	None
2015/16	
0	

What we need to monitor	Target										
Average net density of all new homes built	Current SPG 35 per hectare Local Plan 40 per hectare Govt 30-50 per hectare										
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
51.1	62.4	63.0	58.3	78.7	64.7	120.3	50.5	55.8	55.4	45.5	200.4

#### Natural environment and countryside

What we need to monitor	Target										
Number of planning applications where financial contributions are secured to contribute towards green space provision or enhancement	To be Developed										
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
12	10	22	9	6	5	9	9	9	8	6	7

#### Built Environment

What we need to monitor	Target										
Number of planning applications granted permission for demolition of a Listed Building	Zero										
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
1	2	1	1	0	0	0	0	0	0	0	0

What we need to monitor	Target										
Number of planning applications for residential development approved within Air Quality Management Areas	No target										
2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
1	0	0	3	2	0	0	0	0	1	0	0

**Land**

What we need to monitor						Target
Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence or water quality grounds						Zero
2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	
0	0	0	0	0	0	

What we need to monitor						Target
Hectares of development in Flood Zones 2, 3 and 3b (functional Floodplain) (excluding development related to the improvement of the floodplain function)						Zero
2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	
0	0	0	0.4	0.2	2.1	

What we need to monitor							Target
Amount of domestic waste arising, and managed by management type, and the percentage each management type represents of the waste managed.							To be developed
	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	
Total tonnes	106138	96694	97366	98545	99909	101350	
Landfilled	60.59%	52.85%	47.44%	4.20%	9.1%	7.15%	
Recycled	21.00%	26.91%	26.36%	31.7%	37.1%	31.16%	
Composted	18.39%	17.69%	22.92%	20.5%	17%	17.84%	
Incinerated	0.02%	0.01%	0.01%	0.01%	0.2%	0.02%	
Recovered	0.00%	2.65%	3.56%	43.50%	36.6%	43.83%	