Barnsley Housing Land Availability Study

Methodology:

Consultation
January 2008

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1 Introduction

Introduction

Barnsley Metropolitan Borough Council (BMBC) has appointed consultants to:

- Undertake a Strategic Housing Land Availability Assessment (SHLAA).
- Update BMBC Supplementary Planning Guidance on the sequential test to housing (PAN 30).
- Provide advice on new settlement groupings including a possible expansion to what would be defined as the Barnsley urban area.

BMBC is now undertaking formal consultation on the methodology. **Responses to this consultation should be received by Friday, February 15th, 2008.**

The consultation approach to the SHLAA is to use the Council’s on-line Limehouse software system. A questionnaire is attached to receive these comments. Responses should, therefore, be made through:

- [consult.barnsley.gov.uk/portal](http://consult.barnsley.gov.uk/portal)

This consultation report will form a background document to the final SHLAA report.

The Role of the Strategic Housing Land Availability Assessment

BMBC is currently producing its Local Development Framework and consultation on the Core Strategy Revised Preferred Options will commence shortly. The Core Strategy will set out the key spatial options for the future development of Barnsley until 2026. Government guidance on housing, PPS3, paragraph 11, states that as part of evidence-gathering for LDD production, a Strategic Housing Market Assessment (SHMA) and a Strategic Housing Land Availability Assessment (SHLAA) should be carried out by each planning authority. These assessments should provide information on the level of need and demand for housing and the opportunities which exist to meet it. This requirement came into force on 1 April 2007.

PPS3, Annex 3, sets out what a SHLAA should include:

- Assess the likely level of housing which could be provided if unimplemented planning permissions were brought into development.
- Assess land availability by identifying buildings or areas of land (including previously developed land and greenfield sites) that have development potential for housing, including within mixed use developments.
- Assess the potential level of housing that can be provided on identified land.
- Where appropriate, evaluate past trends in windfall land coming forward for development and estimate the likely future implementation rate.
- Identify constraints that might make a particular site unavailable and/or unviable for development.
- Identify sustainability issues and physical constraints that might make a site unsuitable for development.
- Identify what action could be taken to overcome constraints on particular sites.
Paragraph 54 sets out the purpose of SHLAA in terms of planning policy. It should form a key part of the evidence base to deliver housing in the first five years of a development document. To be considered deliverable, sites should, at the point of adoption of the relevant Local Development Document (LDD) be:

- Available now.
- A suitable location for development now and would contribute to the creation of sustainable, mixed communities.
- Achievable in that there is a reasonable prospect that housing will be delivered on the site within five years.

To be considered developable, sites should be in a suitable location and there should be a reasonable prospect that the site is available, and could be developed at the point envisaged.

As well as identifying a five year supply of housing, paragraph 55 states that local planning authorities should also:

- Identify a further supply of specific, developable sites for 6-10 years and, where possible for years 11-15. Where it is not possible to identify specific sites for years 11-15, broad locations for future growth should be indicated.

Best practice guidance on how to produce a Strategic Housing Land Availability Assessment is provided by the Department for Communities and Local Government (DCLG) issued in July 2007. The methodology, set out at section 3 of this report, takes into account this guidance but paragraphs 6-10 clearly set out the purpose of a SHLAA as to:

- Identify sites with the potential for housing.
- Assess their housing potential.
- Assess when they are likely to be developed.

The outcome of an SHLAA is not to test or provide a final list of sites which the Council proposes to allocate for housing within the LDF. The purpose of the SHLAA is to inform the LDF in terms of establishing current sources of supply and where other new housing land might be available and when.

The SHLAA must at the very minimum identify sufficient specific sites for at least the first 10 years of a plan, from the anticipated date of its adoption, and ideally for longer than the whole 15 year plan period.

**Other Important Considerations for the SHLAA**

The SHLAA study for Barnsley must also be considered in the context of other important strategies which will influence the future growth of Barnsley and the decisions made on this. Therefore, the following documents are reviewed at section 2.0 to establish the strategic context of the study:

- The Department for Communities and Local Government, Homes for the Future: More Affordable, More Sustainable: July 2007. This sets out the Government’s future objectives for housing.
- Recent Government announcements on the Housing and Planning Delivery Grant where funding will be available to communities where more homes are being built if certain criteria are met.
• The emerging Regional Spatial Strategy for the Yorkshire and Humber which sets out the strategic policies which the Barnsley LDF must plan for.
• The continued delivery of housing market renewal and ensuring that all forms of new development contribute towards the objectives of Remaking Barnsley.
• The Barnsley Statement of Community Involvement, Adopted September 2006.
• Other important BMBC background LDF documents and evidence including: Sustainability Criteria; Affordable Housing; Education Sites; Employment Sites; Town Centre Area Action Plan and Settlement Assessment.
• The need to be consistent with other SHLAA studies in South Yorkshire so that together these can be used as a consistent base for monitoring and decision making particularly at the sub-regional and regional level.
• Alignment with the Strategic Housing Market Assessment (see section 2.0).
2 Strategic Context for the SHLAA

Set out below is a brief description of the main strategic considerations which set the strategic context for the study.

National Housing Objectives.

The Housing and Regeneration Bill 2007/2008

The Housing and Regeneration Bill aims to take forward key measures to support the delivery of at least three million new homes by 2020 that are needed to meet growing demand and rising aspirations. The Bill, once enacted, will make it easier for LPAs to build new homes with a target for all new homes to be built with higher environmental standards and to be zero carbon from 2016. The key aim is to deliver new and affordable homes in mixed and sustainable communities. The Bill would also provide an opportunity to modernise powers on establishing new settlements like eco-towns, and simplify the ways in which the newly created Homes and Communities Agency would facilitate delivery of these projects.

The objectives contained in the following papers reflect the Government’s drive to promote an increase in housing delivery:


This sets out the Government's housing objectives and sets substantial targets for delivering more houses. This includes providing three million new homes by 2020 with 2 million of these to be provided by 2016. The objectives are:

- Everyone should have access to a decent home at a price they can afford.
- Well designed and greener homes to reduce our carbon footprint.
- 5 Eco Towns to be built as new town exemplar ‘green developments’.
- More homes to meet demand.
- More affordable homes to buy and rent.
- A Housing and Planning Delivery Grant will direct extra resources to those councils who are delivering high levels of housing and to those councils that have identified at least 5 years worth of sites ready for development.
- Brownfield land should be the priority for development.
- Wider delivery of affordable housing in mixed communities.

Housing Planning and Delivery Grant (HPDG)

In October 2007, the Government released a new consultation document outlining incentives for local authorities to provide more housing. This sets out that funding amounting to £316 million will be available from 2008-2011 for authorities who can demonstrate excelled levels of housing delivery using the level of existing housing stock as a benchmark for this assessment.

Eligibility for HPDG will be dependent on authorities identifying and maintaining a five year supply of housing and this should be demonstrated through a SHLAA. This grant will be
enhanced where an authority can also demonstrate a 15 year supply of housing through its SHLAA. By 31 March 2010, authorities must be able to demonstrate a 15 year supply of housing to be eligible for the Housing Delivery Grant. Progress against this will be monitored annually through the LDF monitoring report and through subsequent updates of the SHLAA.

The consultation is also clear that housing targets set out in Regional Spatial Strategies should not be regarded as ceilings on planning authorities who want to exceed these targets.

**Regional Spatial Strategy (RSS)**

The RSS sets out the future level of housing provision which BMBC must provide land for during the period 2008-2026. It also sets out advice on other important issues such as defining housing market areas and the future levels of affordable housing provision. Barnsley also has an important strategic role and is identified within both the Leeds and Sheffield City Regions.

In terms of future housing land allocations for Barnsley, the existing RSS is currently in the process of being replaced with a new document and the Government Office for the Yorkshire and Humber has now produced proposed changes for consultation. As the LDF Core Strategy Revised Preferred Options will reflect the higher levels of housing in the latest RSS, it will set out the annual target of housing provision which the SHLAA will need to demonstrate is deliverable. The key strategic policies important for the SHLAA are set out below.

**Future Levels of Housing Provision and management of growth**

The RSS approved in 2004 required 810 dwellings to be completed each year in Barnsley between 1998 and 2016, giving a total requirement of 14,580 dwellings to be completed for this 20 year period.

The emerging RSS proposes an increase in the annual target of new dwellings to be provided and is worked out over an extended time period 2004-2026. The figures given in the RSS are set out by giving the total number of new dwellings required and making an additional allowance for the demolition and clearance of unsuitable properties as well as a reduction in the number of vacant properties. Different housing completions rates are provided for the period 2004-2008 and 2008-2026.

Table 2.1 below sets out the emerging RSS requirement.

**Table 2.1: Housing Provision for Barnsley as set out in the emerging RSS.**

<table>
<thead>
<tr>
<th></th>
<th>(1) Net new dwellings Per year</th>
<th>(2) Make an allowance for the clearance of poor quality housing per year</th>
<th>(3) Also take account of reducing vacancy in existing housing</th>
<th>Gross number of new housing based on (1+2-3)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004-2008</td>
<td>840</td>
<td>130</td>
<td>10</td>
<td>960</td>
</tr>
<tr>
<td>2008-2026</td>
<td>1015</td>
<td>130</td>
<td>10</td>
<td>1135</td>
</tr>
</tbody>
</table>

Table 13.1 of the emerging RSS indicates that over the whole plan period the rate of housing completions should broadly remain consistent with the annual rates i.e. that a significant over or under provision should not necessarily occur in any one year.

Paragraph 13.11 indicates that gross house building rates for the Transform South Yorkshire Pathfinder area should be around 1200 per annum. However, this figure is not disaggregated for the four individual authorities (Barnsley, Rotherham, Doncaster and Sheffield). Policy H2 is clear that future housing strategies should support the objectives for Transform South Yorkshire.

Levels of Affordable Housing

Policy H3 states that LDFs may need to set a target that up to 30% of all future housing provided in Barnsley is affordable.

Development on Previously Developed Land

Policy H1 states that the regional target for development on Previously Developed Land is 65% over the period 2004-2026. Paragraph 13.9 states that individual targets should be set in Local Development Frameworks. For Barnsley, the LDF provisionally sets this at 55% as Barnsley has a lower amount of previously developed land than other larger urban authorities.

Barnsley Housing Market Area

As people make different choices about where they live and work, housing market areas are used to define where there are strong relationships between places. Work on defining Yorkshire Housing Markets has been undertaken by DTZ consultants for use in the RSS. This defines Barnsley as being a reasonably self contained housing market with the main cross boundary issues to the north with Wakefield and south with Sheffield. A plan of the Yorkshire Housing Markets is provided at Appendix 1.

As Barnsley is defined as a reasonably self contained housing market, the SHLAA only needs to cover Barnsley.

Further work on identifying sub housing market areas within Barnsley itself has been undertaken on behalf of the Council by David Cumberland. These will be taken into account when recording data within the SHLAA.

Settlement Hierarchy

Policies YH5 and YH6 of the emerging RSS seek to focus new development within Regional and Sub-Regional Cities and then Principal Towns. Figure 4.1 of the RSS provides a settlement hierarchy of the sub-regional towns and principal towns in the Region. The following hierarchy is established for Barnsley:

Table 2.2: Barnsley Settlement Hierarchy

<table>
<thead>
<tr>
<th>Sub-Regional Town</th>
<th>Principal Town</th>
</tr>
</thead>
<tbody>
<tr>
<td>Barnsley</td>
<td>Cudworth</td>
</tr>
<tr>
<td></td>
<td>Goldthorpe</td>
</tr>
<tr>
<td></td>
<td>Hoyland</td>
</tr>
<tr>
<td></td>
<td>Penistone</td>
</tr>
<tr>
<td></td>
<td>Wombwell</td>
</tr>
</tbody>
</table>
The Council has also undertaken work on defining settlement hierarchies through a settlement study completed in 2003 and updated in 2007. This work qualified the role and function of each of these settlements as well as identifying the potential for where future growth might be more sustainable. As part of this study, work was completed to identify potential options to redefine settlement boundaries:

- Extend the area of urban Barnsley to incorporate potential areas for growth and to incorporate settlements which already essentially form part of the urban area.
- Options for wider settlement groupings such as Goldthorpe, Thurnscoe and Bolton-upon-Dearne and Wombwell/Darfield.

The SHLAA will be based on these revised settlement boundaries.

**Summary of other key LDF documents and Supplementary Planning Documents**

There are a number of LDF documents and existing Supplementary Planning Guidance (SPG) which are relevant to completing the Strategic Housing Land Availability Assessment. These are set out in the table below:

**Table 2.3: Relationship of SHLAA with other LDF and SPG documents**

<table>
<thead>
<tr>
<th>LDF Strategy</th>
<th>Implications for SHLAA</th>
</tr>
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<tbody>
<tr>
<td>Barnsley LDF Core Strategy Preferred Options (2005)</td>
<td>Sets out the overall approach to future development within Barnsley.</td>
</tr>
<tr>
<td>Education Sites Submission (2007)</td>
<td>Establishes where new school provision will be provided meaning that some former school sites are likely to become available for housing in the future.</td>
</tr>
<tr>
<td>Barnsley Town Centre Area Action Plan Preferred Options (2005)</td>
<td>Sets out the future strategy for delivering major change and investment in the town centre including identifying new housing opportunities.</td>
</tr>
<tr>
<td>Barnsley Employment Sites Preferred Options (2005)</td>
<td>Identifies the key strategic employment sites which are required to provide for future employment needs.</td>
</tr>
<tr>
<td>Barnsley Housing Sites Preferred Options (2005)</td>
<td>Sets out the preferred options for LDF housing sites based on a detailed site appraisal process of all the housing sites put forward in response to consultation. This included an assessment of access to public transport.</td>
</tr>
</tbody>
</table>

**Supplementary Planning Guidance**

<table>
<thead>
<tr>
<th>Implications for SHLAA</th>
</tr>
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<tbody>
<tr>
<td>Barnsley Planning Advice Note 24: Re-use of employment policy areas.</td>
</tr>
<tr>
<td>Barnsley Planning Advice Note 30: Sequential approach to determining planning applications for residential development.</td>
</tr>
<tr>
<td>Barnsley Planning Advice Note 34: Affordable Housing in New Residential Developments</td>
</tr>
</tbody>
</table>
3 Housing Position at 31 March, 2007

Summary of Barnsley Housing Position at 31 March, 2007

The first stage of the SHLAA is to establish the level of committed housing land as at 1 April 2007 and to establish how much housing still needs to be provided in Barnsley to meet the annual targets set out in the emerging RSS (at table 13.1) for the period 2004 - 2026.

A detailed housing summary position statement as at 31 March, 2007 has been produced by the Council. This is important as it forms the starting position for the SHLAA by establishing how much new housing has already been provided and whether there is a shortfall or ‘over-supply’ when set against emerging RSS targets. This then enables the total amount of new housing which needs to be provided for in the future to be worked out.

The housing position in Barnsley at 31 March 2007 is set out in the table below:

**Table 3.1 Residual Housing Position in Barnsley at 31 March, 2007 (NET additions to existing housing stock)**

<table>
<thead>
<tr>
<th>Year</th>
<th>Completions</th>
<th>RSS annual requirement</th>
<th>Residual: 2007/08-2026</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004/05</td>
<td>1496</td>
<td>840</td>
<td></td>
</tr>
<tr>
<td>2005/06</td>
<td>1112</td>
<td>840</td>
<td></td>
</tr>
<tr>
<td>2006/07</td>
<td>1114</td>
<td>840</td>
<td></td>
</tr>
<tr>
<td>2007/08</td>
<td></td>
<td>840</td>
<td></td>
</tr>
<tr>
<td>2008/09</td>
<td></td>
<td>1015</td>
<td></td>
</tr>
<tr>
<td>2009/10</td>
<td></td>
<td>1015</td>
<td></td>
</tr>
<tr>
<td>2010/11</td>
<td></td>
<td>1015</td>
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<tr>
<td>2011/12</td>
<td></td>
<td>1015</td>
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<td>2012/13</td>
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<td>2015/16</td>
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<td>1015</td>
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<td>2016/17</td>
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<td>1015</td>
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<tr>
<td>2017/18</td>
<td></td>
<td>1015</td>
<td></td>
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<tr>
<td>2018/19</td>
<td></td>
<td>1015</td>
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<td>2019/20</td>
<td></td>
<td>1015</td>
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<td>2020/21</td>
<td></td>
<td>1015</td>
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<td>2021/22</td>
<td></td>
<td>1015</td>
<td></td>
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<tr>
<td>2022/23</td>
<td></td>
<td>1015</td>
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<tr>
<td>2023/24</td>
<td></td>
<td>1015</td>
<td></td>
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<tr>
<td>2024/25</td>
<td></td>
<td>1015</td>
<td></td>
</tr>
<tr>
<td>2025/26</td>
<td></td>
<td>1015</td>
<td></td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>3722</strong></td>
<td><strong>21630</strong></td>
<td><strong>17908</strong></td>
</tr>
</tbody>
</table>

Therefore, at 31 March 2007 and based on new emerging RSS housing rates, the total amount of net additional housing provision for the period 2004-2026 is 21630. As
completions to this date are 3722, this gives a residual provision of 17,908 or 943 net additions per year.

**Potential Future Housing Supply 2007-2026**

At 31 March 2007, 441 dwellings were under construction and planning permission for a further 6026 dwellings had also been granted. The LDF Preferred Options Housing DPD had identified sites for a further 3418 dwellings and further provision for 11,780 on safeguarded sites. This would give a total provision of 21,224 dwellings which would not only meet but exceed the emerging RSS requirement.

The SHLAA needs to provide the detailed analysis which provides the evidence to support the deliverability of this housing trajectory. In addition to this, it also needs to identify other potential sources of housing supply.
4 Methodology

Introduction

This section sets out the methodology to be used in completing the SHLAA. It reflects the following principles:

- Consistency with national planning guidance on planning for new housing and DCLG guidance for undertaking these studies (neighbouring authorities also need to satisfy these requirements).
- The need to reflect the Regional Spatial Strategy (as outlined in 2.0) as the LDF evidence base must reflect higher tier policy documents for it to be considered a sound document by independent Planning Inspectors.
- Reflect specific local policy objectives and decisions such as housing market renewal objectives, new education site provision and new definitions of the urban area and key settlements.

Consultation Question 1:

Methodology

The Consultation Methodology set out below is intended to reflect national guidance on the SHLAA. If you wish to make any comments on any aspect of the methodology and approach to the study, please provide these on the supporting sheet.

Strategic Housing Land Availability Assessment, Practice Guidance, DCLG, July 2007

This document provides guidance for local authorities to follow in preparing SHLAA. Paragraph 14 states that at a minimum the core outputs of an SHLAA should be:

Table 4.1: Requirements of a SHLAA

- A list of sites, cross-referenced to maps showing locations and boundaries of specific site (and showing broad locations where necessary).

- Assessment of the deliverability/developability of each identified site (i.e. in terms of its suitability, availability and achievability to determine when and identified site is realistically expected to be developed).

- Potential quantity of housing that could be delivered on each justified site or within each identified broad location (where necessary) or on windfall sites (where justified).

- Constraints on the deliverability of identified sites.

- Recommendations on how these constraints can be overcome and when.

In terms of the process, a SHLAA must reflect the following:
Table 4.2: Process of a SHLAA

- Survey and assessment should involve key stakeholders including house builders, social landlords, local property agents and local communities.

- The methods, assumptions, judgements and findings should be discussed and agreed upon throughout the process in an open and transparent way and explained in the Assessment report. The report should include an explanation as to why particular sites or areas have been excluded from the assessment.

Section 2 of the guidance provides a flow chart for a standard methodology as illustrated on the next page:
Figure 4.3: Best Practice Methodology

Stage 1: Planning the Assessment

Stage 2: Determining which sources of sites will be included in the Assessment

Stage 3: Desktop review of existing information

Stage 4: Determining which sites and areas will be surveyed

Stage 5: Carrying out the survey

Stage 6: Estimating the housing potential of each site

Stage 7: Assessing when and whether sites are likely to be developed

Stage 8: Review of the Assessment

Stage 9: Identifying and assessing the housing potential of broad locations (when necessary)

Stage 10: Determining the housing potential of windfalls (where justified)

The Assessment Evidence Base

- Regular monitoring and updating (at least annually)
- Informs five year supply of deliverable sites
- Informs plan preparation

Source: Department for Communities and Local Government: Strategic Housing Land Availability Assessment, July 2007.
Paragraph 15 states that

‘The use of this standard methodology is strongly recommended because it will ensure that the assessment findings are robust and transparently prepared. When followed, a local planning authority should not need to justify the methodology used in preparing its assessment, including at independent examination’.

The methodology for Barnsley, as set out below, is consistent with this guidance.

**Barnsley Methodology**

**Stage 1: Planning the assessment**

This stage will involve:

- Establishing the area covered by the assessment.
- Consultation procedures.
- Programme.

**Geographical Area**

As identified above, a background study undertaken for the emerging RSS by DTZ consultants identified that the Barnsley Housing Market area is reasonably self contained. As such, the HMA will only cover the Barnsley local authority area as shown at Appendix 1.

**Housing Market Areas**

In 2005, BMBC commissioned David Cumberland Housing Regeneration Ltd to undertake a Housing Need, Housing Market and Affordability Assessment. This set out in detail the future housing supply of Barnsley in terms of the number and type of housing and established housing market areas within Barnsley.

Although the SHLAA is a distinct study in its own right in that it will identify the level and timing of supply, PPS 3 is also clear that a **Strategic Housing Market Assessment** (SHMA) is also an important part of determining future land requirements. The purpose of this is to:

- Estimate housing need and demand in terms of affordable and market housing.
- Determine how the distribution of need and demand varies across the plan area, for example, as between the urban and rural areas.
- Consider future demographic trends and identify the accommodation requirements of specific groups such as, homeless households, Black and Minority Ethnic groups, first time buyers, disabled people, older people, Gypsies and Travellers and occupational groups such as key workers, students and operational defence personnel.

Arc 4 consultants have been appointed to undertake the SHMA for Barnsley and the timetable for reporting is similar to the SHLAA. Although they will primarily run as separate studies, the database used for this study will be set up so the results can be extrapolated for housing sub market areas. It will then be possible to do some comparative analysis between the results of the SHLAA and the findings of the SHMA.
Settlement Hierarchy

As stated earlier, work to establish settlement hierarchies both through the emerging RSS and LDF has already been undertaken. The following hierarchy of settlements will be used to present the findings of the study:

1. **Urban Barnsley** including Barnsley Town Centre, Ardsley, Worsbrough, Barugh, Higham, Gawber, Darton, including Mapplewell, Kexborough, Staincross, Dodworth, and Gilroyd.
2. **Cudworth** including Shafton
3. **Goldtorpe** including Thurnscoe and Bolton on Dearne
4. **Hoyland** including Blacker Hill, Elsecar, Upper Hoyland
5. **Penistone** including Cubley, Springvale
6. **Wombwell** including Darfield
7. **Grimethorpe**
8. **Royston**
9. **Small villages etc** (including Birdwell, Brierley, Cawthorne, Great Houghton, Green Moor (Hunshelf), Hemingfield, Hood Green, Hoylandswaine, Ingbirchworth, Jump, Middlecliffe, Millhouse Green, Pilley, Oxspring, Tankersley (including lower Pilley), Thurlstone, Silkstone, Silkstone Common, Thurgoland, Weetshaw Lane (near Cudworth), Wortley, Worsbrough Village, Billingley, Broomhill, Carlecotes, Crane Moor, Crow Edge, Dunford Bridge, High Hoyland, Howbrook, Huthwaite, Langsett, Little Houghton, Swaithe, Townhead, Woolley Colliery Village)

* Royston and Grimethorpe are to be treated in the Barnsley LDF as significant centres

Consultation

The SHLAA process will be managed by an internal Council steering group. The best practice guidance is clear that the SHLAA process should also include consultation with key organisations, landowners, agents and housing providers.

From this point of view, the following organisations have been selected as part of the external consultation group:

- Environment Agency.
- Highways Agency.
- Natural England.
- Yorkshire and Humber Assembly.
- Transform South Yorkshire.
- Home Builders Federation (as a distribution point to individual members).
- Council for the Protection of Rural England (CPRE).
- South Yorkshire Passenger Transport Executive.
- Adjoining Local Planning Authorities (Sheffield, Doncaster, Rotherham, Kirklees and Wakefield).

Other consultees will also be contacted as part of the study to determine the deliverability and any constraints on identified housing sites.

The process of consultation will take place through the following mechanisms:

- A launch event for invited stakeholders, setting out the approach to the commission and the opportunities for comment.
• Use of the Councils electronic Limehouse consultation software. This is regarded as a more effective form of consultation given that key organisations are been continually consulted on numerous planning documents within Yorkshire.
• Targeted consultation in the second part of the study to help identify site development constraints.

As this report is placed on the BMBC web-site, it means that as well as the specific external consultation group, other organisations and individuals have had the opportunity to comment on this document.

**Programme**

The timetable is to complete the study so it is published on the BMBC web-site before 31 March, 2007.

A significant amount of preparatory work has already been completed prior to the study commencing. Key dates are:

• Release of methodology and draft database to consultees – 28\(^{th}\) Jan.
• Launch Event: 6\(^{th}\) February.
• End of consultation on methodology and site database February 15th.
• Site survey and assessment: 15\(^{th}\) February-7\(^{th}\) March.
• Production of draft report: 14\(^{th}\) March.
• Final report published: 21\(^{st}\) March.

<table>
<thead>
<tr>
<th>Barnsley Strategic Housing Land Availability Study Programme</th>
</tr>
</thead>
<tbody>
<tr>
<td>TASK</td>
</tr>
<tr>
<td>-------------------------------------------------------------</td>
</tr>
<tr>
<td>Consultation version of methodology finalised</td>
</tr>
<tr>
<td>Draft database and plan of sites finalised</td>
</tr>
<tr>
<td>Methodology and Consultation Questions released to Stakeholders</td>
</tr>
<tr>
<td>Launch event</td>
</tr>
<tr>
<td>Close of consultation on methodology</td>
</tr>
<tr>
<td>Site survey work</td>
</tr>
<tr>
<td>Review and update site database</td>
</tr>
<tr>
<td>Assess suitability and capacity of sites including further consultation</td>
</tr>
<tr>
<td>Produce draft report</td>
</tr>
<tr>
<td>Finalise report</td>
</tr>
</tbody>
</table>

SHLAA Methodology Final/Jan-08
Stage 2: Determining which sources of sites will be included in the assessment.

The second stage of the assessment is to establish the source of supply. This is essential to identify:

- Sites in the planning process which are already a potential source of housing supply.
- Other sites not currently in the planning process which also represent a potential source of housing supply.

**Existing Supply**

There is already an existing supply of housing through dwellings which already have planning permission and those which do not have planning permission but where the principle of housing has already been established, for example existing UDP allocations.

**Potential from existing planning permissions**

This includes:

- Dwellings already under construction.
- Dwellings which already have outline or detailed planning permission including those on mixed use sites.
- Planning permissions awaiting the completion of S106 legal agreements.

The total number of dwellings with planning permission in Barnsley at 31 March, 2007 is 6026. A further 441 dwellings were under construction.

**Potential from unimplemented UDP sites**

This includes sites allocated for housing in the adopted UDP that do not yet have planning permission although this now only represents a small source of supply.

**Other Sources of Supply**

The DCLG guidance is clear that other areas of housing potential also need to be taken into account. Figure 5 of the guidance sets out the potential sources of housing supply and this is repeated below:
Many of the sources of supply identified in the table above are not included in this assessment. This is because:

- They are unlikely to yield a significant amount (if any) of potential sites or other processes which are not already identified through other processes.
- Some of the sources would be regarded as windfall sites if they did eventually come forward for housing but at this stage the guidance is clear that these should not be included.
- In terms of vacant properties, the RSS only requires limited provision for a reduction in properties (10 properties per annum) as part of the overall requirement. Therefore, this does not provide a significant proportion of the gross housing requirement and as such, the level of resources required to obtain this information is not proportionate to the required housing contribution.
• The process of consultation should ensure that potential sites are identified and assessed.

Outlined below are the sources of supply which will be considered by the study.

**Potential from appeal planning applications**

A separate list of planning applications which are currently subject to appeal will be included.

**Potential from LDF housing sites**

This involves assessing the potential of other ‘non-committed’ but possible areas of land for housing development. Sources of supply to be identified are:

• An assessment of possible housing areas identified in the Barnsley Town Centre Area Action Plan and an estimate of the potential number of houses which this could yield.
• Housing sites identified in the Barnsley LDF Housing Sites Preferred Options 2005.
• Land proposed to be safeguarded in the LDF for future development.
• Other housing sites which were also considered but rejected as part of LDF Preferred Options housing site assessment exercise.

**Potential contribution from the Housing Market Renewal Pathfinder and other housing clearance sites.**

Consultation with the Housing Market Renewal Pathfinder will be undertaken to identify if there are any other housing renewal development sites which should be considered in this process.

There are also other sites within UDP housing policy areas where existing housing provision is being demolished and replaced.

**Potential contribution from surplus school sites**

Barnsley is currently planning the replacement of secondary school provision with new Advanced Learning Centres (ALC). This is likely to lead to the availability of some former school sites for housing. The DCLG guidance is clear that any surplus public sector sites should be included in the assessment.

**Potential contribution from other housing providers**

Other Council departments and housing providers will be contacted to identify where:

• The Council or Arms Length Management Organisations (ALMO’s) are seeking to provide new housing as part of redevelopment or additional provision through Government funding.

**Employment Sites**

The Council commissioned Professor Steve Fothergill of Sheffield Hallam University to determine the future levels of employment land. The emerging LDF makes provision for 205ha. of employment land, mainly on strategic sites, many of which have firm commitments for employment and which are close to strategic highway corridors. Evidence
to support the selection of these sites includes the Babtie employment site selection survey in 2003 (undertaken in close association with the Barnsley Development Agency) and the economy background paper. The location of these strategic sites is put forward in the Barnsley Employment Sites Preferred Options and a further reassessment of these sites would not be justified. Therefore, the Council does not propose to put these sites forward as possible housing sites.

The main issue in Barnsley is that areas of land used for existing employment are coming forward as housing windfall sites when employment uses cease. BMBC also has an SPG providing guidance on where the re-use of employment sites for other uses may be acceptable and when housing comes forward on such land they are recorded as windfall sites. Therefore, although this is clearly a potential supply of new housing it is very difficult to identify specific possible housing sites.

**Other Sites**

The consultation at stage 3 also invites comments on the database of sites.

**Stage 3: Producing a schedule of sites**

A master spreadsheet and supporting plans, which identify the list of sites from the above supply sources has been produced using the Councils Housing Monitoring and GIS systems.

**Consultation Question 2:**

A draft schedule of sites for consideration in the SHLAA has been produced and this is provided as a separate Excel Spreadsheet. This is based on the sources of supply identified above. If you consider that any other sites should be added to the list, please provide the following information on the consultation sheet:

- Site Name.
- Grid Reference.
- Briefly tell us why you consider that the site should be included within the SHLAA.

**Stages 4 and 5: Surveying Sites**

The DCLG guidance is clear that site visits should normally be undertaken to determine and record the characteristics of a site. Some site visits may be necessary but where possible, officer knowledge and information from stakeholders should provide most of the information required.

A spreadsheet database has been designed to record and interrogate site information. This is linked to the Councils GIS system which means each site in the spreadsheet is linked to this. The spreadsheet enables the following fields to be recorded for each site:

- Site details in terms of reference and grid reference.
- Contact details.
- Site area.
- Planning status.
- Settlement name
- Position in settlement hierarchy.
• Housing Market Area.
• Greenfield/brownfield status.
• Number of completions to date.
• Density.
• Environmental constraints.
• Physical constraints.
• Comments, constraints or objections from statutory consultees.
• Deliverability in terms of 5, 10 and 15 years.
• Overall suitability for housing.

Stage 6: Estimating the housing potential of each site

To estimate the total supply from these sources, assumptions about capacity based on housing densities need to be made unless the number of houses is specified in an existing planning permission.

Barnsley has already formulated housing densities as part of the Preferred Options Housing background paper using examples both from elsewhere and from actual developments which have taken place. The following density assumptions will be used in the study:

Table 4.5: Density Assumptions

<table>
<thead>
<tr>
<th>Density Assumption Per Hectare</th>
<th>Strategic Location</th>
<th>Main public Transport Corridor</th>
<th>Outside public transport corridor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within Barnsley Town Centre</td>
<td>55</td>
<td>N/A</td>
<td></td>
</tr>
<tr>
<td>Rest of Barnsley Urban Area</td>
<td>45</td>
<td>40</td>
<td></td>
</tr>
<tr>
<td>Within Principal Settlements</td>
<td>45</td>
<td>40</td>
<td></td>
</tr>
<tr>
<td>Within Rural Settlements</td>
<td>40</td>
<td>40</td>
<td></td>
</tr>
</tbody>
</table>

The outcome of this stage will be to provide an unconstrained figure of potential housing supply as at this stage deliverability and sustainability factors have not been taken into account.

Stage 7: Assessing sites

This stage involves a detailed examination of potential supply to determine if a site is deliverable, developable and sustainable in terms of availability, suitability and achievability.

Stage 7a: Assessing suitability for housing

This stage first identifies the suitability of housing from each source of supply:

Sites Already With Planning Permission

Sites already with planning permission are deemed to be already acceptable in terms of their sustainability. This is because these applications have been determined in accordance with the current planning policy framework, including PAN 30, and any unacceptable sites should not have been given planning permission. Furthermore, it is not possible to revoke existing planning permissions. Appeal sites will also be deemed to be suitable for the purposes of this study as this study should not seek to prejudge further decisions on these sites.
Other Sites

The characteristics of other sites will then be assessed to determine their suitability in terms of:

- Relationship to RSS settlement hierarchy in terms of Urban Barnsley, Principal Settlements etc.
- Sequential approach in terms of brownfield and greenfield, particularly the approach set out in PAN 30.
- Restrictive policy constraints such as Green Belt, impact on environmental designations and flood risk.
- LDF and Housing Market Renewal Priorities such as transforming settlements and the need to continue to rebalance housing markets within Barnsley.
- Accessibility including public transport accessibility.

The purpose of this assessment will be to remove sites which do not meet these policy considerations from the next stages of the process. This will be done through applying a sieve to reflect strategic policy objectives. The process of defining the suitability of sites will be defined further as the assessment progresses.

As identified earlier in this report, the purpose of the SHLAA is not to make judgements regarding whether sites should be allocated in the LDF or not. These decisions will be taken by the Council following the completion of the SHLAA.

The purpose of the SHLAA is, however, to indicate the availability and suitability of housing. Removing sites which are considered at this moment in time as being unsuitable and not consistent with emerging policies enables a more accurate assessment of potential supply to be undertaken.

Stage 7b and 7c: Assessing availability and deliverability for housing

In order to determine the availability and deliverability of housing, it will be necessary to indicate the likelihood of existing planning permissions being implemented and also when other sites are likely to come forward. Paragraph 40 of the practice guidance states that the following should be taken into account:

- Market factors, based on existing take up rates and the impact of policy and investment decisions.
- Cost factors including site preparation required to overcome physical constraints.
- Delivery factors such as phasing and multiple developers.

In terms of the first bullet point, this is considered to be at least partially covered elsewhere in that the emerging strategic policies already take into account rebalancing housing markets and the regeneration of the Borough. For example, a balanced approach is required to ensure regeneration and transformation objectives are met and this will be reflected in the overall distribution of housing across the Borough put forward in the LDF Core Strategy. Unless the housebuilding industry does not feel that above-level RSS growth can be supported by the market, then it has to be assumed that the levels of housebuilding in the Borough are deliverable. However, the Strategic Housing Market Assessment will assist in determining any potential market constraints or weaknesses.

This SHLAA will inform any decision to accelerate the level of housebuilding above RSS indicative figures (prompted by the housing green paper authorities, including Barnsley, are considering accelerated levels of housing growth above those in the RSS). Given the
strategic position of Barnsley within both the Leeds and Sheffield City Region, the market for new housing is considered to be relatively strong.

Availability and deliverability will be established in consultation with the relevant Borough planning officers, agents and landowners and other stakeholders involved in the development process. Targeted consultation with relevant bodies will be undertaken at this stage to identify any major constraints to the development of a site.

**Stage 7d: Overcoming constraints**

This stage looks at whether any constraints on sites can be overcome. It will again involve stakeholder contacts to agree views on development constraints affecting sites, the degree of mitigation that can be achieved and the potential yield of sites. It will also include discussions with Council planning.

The outcome of this stage will be to indicate the supply of housing available for the following periods:

- 2008-2013.

**Consultation Question 3:**

The SHLAA must consider any constraints and delivery timescales for the housing sites put forward in the SHLAA. If you are able to provide further information on any of the sites in the database this will help complete the assessment. The questionnaire response asks for any information you can provide on the sites database in terms of:

- Delivery timescale.
- Any constraints which need to be overcome or actions which are required to deliver development on the site.
- Any information on the type and mix of housing.
- Any other information you can provide which may be relevant.
- Other general comments if you have any.

**Stage 8: Review of the Assessment**

Once all the above information has been gathered, it is then necessary to produce a final summary report.

The spreadsheet used to record all the site information will then be analysed to determine the following potential housing supply information by settlement:

**Table 8.1: Final Report Outcome**

<table>
<thead>
<tr>
<th></th>
<th>5 years</th>
<th>10 Years</th>
<th>15 Years</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Brownfield</td>
<td>Greenfield</td>
<td>Brownfield</td>
</tr>
<tr>
<td>Urban Area</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Principal Settlements</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural Settlements</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
This report will also include graphs and summaries of the overall supply against RSS indicative targets and levels of accelerated housing growth.

**Stage 9: Broad Areas of New Housing Growth**

Revised settlement boundaries will need to be considered through the LDF Revised Preferred Options. The potential options which are being considered are:

- Expansion of the boundary of the current urban area to encompass Dodworth, Darton and Royston.
- Extensions and merging of existing settlement boundaries.

The proposed boundary revisions will be used for the purposes of this assessment. As consultation on these boundaries will take place as part of the Core Strategy Revised Preferred Options, the SHLAA may need to be amended at a later date if the final boundaries were different to those used in this assessment.

**Stage 10: Considering Windfall assumptions**

PPS 3 (paragraph 59) states that allowances for windfall sites should not be included in the first ten years land supply unless local authorities can provide robust evidence of genuine local circumstances which prevent specific sites being identified. BMBC consider that windfall sites have historically made an important contribution to housing supply particularly as the availability of previously developed land is generally lower than other authorities. The Yorkshire and Humber Regional Assembly has recently commissioned research into progress on SHLAA in the region. BMBC has requested that clarification on the approach to assessing windfall is set out as part of this research.

The study will therefore also identify completion trends in small windfall sites less than 0.4 ha in size and trends in large windfalls (above 0.4ha). The implications of these trends for future supply will be considered. However, to reflect national guidance on this issue the final SHLAA report will consider two scenarios:

- The 5, 10 and 15 year supply based on Government guidance which does not take into account the potential supply of windfall provision.
- A further assessment of housing supply based on an analysis of potential future windfall trends.

A separate technical note setting out on windfall trends in Barnsley is provided as Appendix 3. This note will be developed further as part of the study.
Planning Advice Note (PAN 30) explains how the Council will implement the requirements of Planning Policy Statement 3: Housing (PPS 3: November, 2006) and the emerging Regional Spatial Strategy (Yorkshire and Humber Plan) regarding the provision of new housing in suitable locations. It has been updated to reflect national planning guidance contained in PPS 3 (Housing, DCLG, November 2006) which replaced PPG 3. Consultation on the revised PAN 30 will be undertaken shortly.

PAN 30 will continue be used as a material consideration in the determination of all new planning applications for residential development.
Appendix 1: Housing Market Areas
Appendix 2: Site Lists

Please see the following documents for this information:

SHLAA List One: Current Sites With Permission and LDF Sites With No Permission
SHLAA List Two: LDF Housing Assessment Considered Sites
SHLAA List Three: Safeguarded Land Sites
SHLAA List Four: Barnsley Town Centre Potential
Appendix 3: Analysis of Windfall Trends in Barnsley

1) Introduction

Over the last few years housing completions in Barnsley have increased and Barnsley is exceeding its housing development targets with 8068 dwellings completed between 1999 and 2006 against an RSS target figure of 6480. Furthermore, 63% of new homes in Barnsley were built on previously developed land and completions on windfall sites accounted for 56% of all completions during 2005/2006. These figures highlight a high degree of confidence as Barnsley as a place to live.

PPS3 states that “Allowances for windfalls should not be included in the first 10 years of land supply unless Local Planning Authorities can provide robust evidence of genuine local circumstances that prevent specific sites being identified. In these circumstances, an allowance should be included but should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends”.

This advice differs from previous guidance and suggests that windfall predictions have not been coming into fruition and that the government is conscious that Local Authorities should not over estimate the potential supply from the windfall source when considering housing land availability. However, this is not the case in Barnsley as the number of dwellings from windfall sites has exceeded estimations over the past years as highlighted in this appendix.

This annex to the Strategic Housing Land Availability Assessment (SHLAA) considers how past windfall trends in Barnsley may impact upon future supply over the next 20 year period. This appendix will look at the base line provision of windfall sites in Barnsley.

2) Purpose of Report

The purpose of this report is to:

- Set out the previous level of completions from windfall sites in Barnsley using information from the period 2004/2007.
- Identify the proportion of total completions in Barnsley from windfall sites over the same period.

3) Definition of Windfall Sites

According to PPS 3, “windfall sites are those that have not been specifically identified as available in the local plan process. They comprise brownfield and greenfield sites that have unexpectedly become available”.

Windfall sites can be split into two categories:

1. Small – under 0.4 ha
2. Large – over 0.4 ha

The sources to be considered as potentially contributing to the small site windfall supply are:

- Subdivision of existing houses.
- Flats over shops.
- Empty homes.
- Intensification of existing areas.
- Redevelopment of existing housing.
- Previously developed vacant and derelict land and buildings (non housing).
- Conversion of commercial land and premises.

The sources to be considered as potentially contributing to the large windfall supply are:

- Intensification of existing areas.
- Redevelopment of existing housing.
- Previously developed vacant and derelict land and buildings.
- Conversion of commercial land and premises.

Where possible large sites are identified as sites likely to come forward for development during the plan period however it is not possible to identify all the large sites that may come forward for residential development and such sites are know as ‘windfalls’.


There has been a big drop in the percentage of completions been built on sites allocated for housing in Barnsley with only 23% of completions falling onto such land in 2005/2006 compared to 46% in 2002/2003. This has occurred due to a rise in housing development on ‘windfall’ sites (land that was not allocated for housing development in the UDP). Windfall sites accounted for 56% of all completions in 2005/2006 compared to 42% in 2002/2003.

The introduction of Planning Advice Note 30, which adopted a sequential approach to housing, is also likely to have influenced the increase in windfall provision. This is because it encourages development on previously developed land rather than greenfield sites. Therefore, it will have influenced the location and distribution of new development towards urban areas and encouraged the re-use of existing land and buildings.

Figure 4.1 shows the total number of housing completions in Barnsley which were either completed or under construction between 2004 and 2007. The total number of completions is 4162 and of this figure 3291 are on windfall sites and 871 represent ‘other’.
Over the 3 year period, out of a total of 3291 windfall completions 2602 were brownfield (large 1421 and small 1181) and 689 were greenfield (large 497 and small 192) as shown in Figure 4.2.

Figures 4.1 and 4.2 highlight the high proportion of overall housing completions which have been provided through ‘windfalls’ between 2004 –2007. This shows that over this period windfall sites have made a significant contribution to the housing supply for Barnsley.
One of the reasons behind the high levels of windfall sites over the past 3 years is because most allocated UDP sites have already been developed. It is, therefore, unlikely that this trend will continue at the same rate once new sites are allocated through the Local Development Framework (LDF) process.

However, sites classed as small windfall sites (below 0.4ha) are less likely to be allocated in the LDF. It is worth noting that these windfall sites accounted for 33% (28% brownfield and 5% greenfield) of the overall housing site completions and those under construction in Barnsley between 2004 and 2007. On average, small windfall sites accounted for 458 completions per annum from a total of 1387 completions and dwellings under construction between 2004 – 2007.

As set out in table 4.1 below, the majority of the settlements within Barnsley have high levels of housing completions on windfall sites. Between 2004 and 2007, a large number of windfall sites have been delivered across Barnsley and these may continue to be a significant source of housing supply in the future.

Table 4.1: Contribution of Windfall Sites by Settlement in Barnsley 2004 - 2007

<table>
<thead>
<tr>
<th>Settlement</th>
<th>Total</th>
<th>Windfall Sites</th>
<th>Percentage on Windfall Sites</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Barnsley</td>
<td>1831</td>
<td>1585</td>
<td>86%</td>
</tr>
<tr>
<td>Cudworth</td>
<td>273</td>
<td>130</td>
<td>48%</td>
</tr>
<tr>
<td>Goldthorpe</td>
<td>479</td>
<td>433</td>
<td>90%</td>
</tr>
<tr>
<td>Hoyland</td>
<td>227</td>
<td>146</td>
<td>64%</td>
</tr>
<tr>
<td>Wombwell</td>
<td>525</td>
<td>313</td>
<td>59%</td>
</tr>
<tr>
<td>Penistone</td>
<td>50</td>
<td>26</td>
<td>52%</td>
</tr>
<tr>
<td>Grimethorpe</td>
<td>188</td>
<td>118</td>
<td>63%</td>
</tr>
<tr>
<td>Royston</td>
<td>66</td>
<td>57</td>
<td>86%</td>
</tr>
<tr>
<td>Other</td>
<td>523</td>
<td>452</td>
<td>86%</td>
</tr>
</tbody>
</table>
5) Outstanding planning permissions on windfall sites.

Windfall sites also make up a large proportion of outstanding planning permissions for housing in Barnsley but which haven’t been started at 31st March 2007.

**Fig 5.1 Proportion of sites with planning permission**

Figure 5.1 shows that out of the 6062 sites that have not been started yet 4988 (83%) of these sites are windfall sites and therefore the future windfall supply will continue throughout the Borough at a high level.

Table 5.1 shows a further breakdown of these findings for windfall sites by settlement, proportion on greenfield/brownfield and large/small.

**Table 5.1 – Windfall sites in Barnsley with planning permission at 31st March 2007**

<table>
<thead>
<tr>
<th>Settlement</th>
<th>Greenfield Small</th>
<th>Greenfield Large</th>
<th>Brownfield Small</th>
<th>Brownfield Large</th>
</tr>
</thead>
<tbody>
<tr>
<td>Urban Barnsley</td>
<td>47</td>
<td>116</td>
<td>820</td>
<td>1236</td>
</tr>
<tr>
<td>Cudworth</td>
<td>9</td>
<td>0</td>
<td>82</td>
<td>3</td>
</tr>
<tr>
<td>Goldthorpe</td>
<td>36</td>
<td>0</td>
<td>147</td>
<td>269</td>
</tr>
<tr>
<td>Hoyland</td>
<td>14</td>
<td>69</td>
<td>125</td>
<td>68</td>
</tr>
<tr>
<td>Wombwell</td>
<td>3</td>
<td>0</td>
<td>192</td>
<td>405</td>
</tr>
<tr>
<td>Penistone</td>
<td>3</td>
<td>0</td>
<td>59</td>
<td>267</td>
</tr>
<tr>
<td>Grimethorpe</td>
<td>3</td>
<td>0</td>
<td>28</td>
<td>319</td>
</tr>
<tr>
<td>Royston</td>
<td>6</td>
<td>0</td>
<td>53</td>
<td>50</td>
</tr>
<tr>
<td>Other</td>
<td>68</td>
<td>78</td>
<td>214</td>
<td>199</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>189</strong></td>
<td><strong>263</strong></td>
<td><strong>1720</strong></td>
<td><strong>2816</strong></td>
</tr>
</tbody>
</table>

The results draw attention to the high levels of remaining future housing supply from windfall sites.

6) Conclusions
The various figures and tables presented in this report show that windfall sites provide a significant source of housing supply in Barnsley at present.