

**Barnsley Five Year 'Deliverable' Housing Land  
Supply Report  
April 2017 – March 2022**



**BARNSLEY**  
Metropolitan Borough Council

PREPARED BY BARNSELY METROPOLITAN BOROUGH COUNCIL

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# **Barnsley Housing Supply – 1<sup>st</sup> April 2016 – 31<sup>st</sup> March 2021**

## **5 Year ‘Deliverable’ Housing Land Supply**

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## **1. Executive Summary**

- 1.1 The National Planning Policy Framework (NPPF) is clear that Local Planning Authorities should 'identify and update annually a supply of specific, deliverable sites to provide five years worth of housing against their housing requirements' (Paragraph 47).
- 1.2 Barnsley Core Strategy policy CSP9 and Local Plan Publication Draft Policy H1 state that 'a minimum five year supply of deliverable sites will be maintained' for residential development.
- 1.3 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 footnote 11 of the NPPF.
- 1.4 For the purposes of the ongoing Local Plan Examination, this note will set out what the current five year supply position is based on the Core Strategy housing target and what the emerging position is based on the proposed Local Plan housing requirement. Please note that this document presents the supply situation at April 2017, and any changes made as a result of the ongoing Local Plan Examination will be reflected in future notes.
- 1.5 The Core Strategy housing target for the period 2017/18 – 2021/22 is 10050 taking into account adjustments due to backlog and the application of a 5% buffer in accordance with the NPPF. This report shows that 8056 net dwellings can be delivered against the target which equates to 4.01 years supply.
- 1.6 The Local Plan housing requirement for the period 2017/18-2021/22 is 6945 taking into account adjustments due to new backlog accumulated post 2014 and the application of a 5% buffer in accordance with the NPPF. This report shows that 9016 can be delivered against the requirement, which equates to 6.5 years supply.
- 1.7 The report concludes that for this five year period the authority cannot demonstrate a 'deliverable' five year supply against the Core Strategy target at the present time. However, should the Local Plan be adopted as submitted, the authority will be able to demonstrate a deliverable five year supply against Local Plan requirements.

## **2. Introduction**

- 2.1 The National Planning Policy Framework (NPPF) is clear that Local Planning Authorities should 'identify and update annually a supply of specific, deliverable sites to provide five years worth of housing against their housing requirements' (Paragraph 47).
- 2.2 Barnsley Core Strategy policy CSP9 and Local Plan Publication Draft Policy H1 state that 'a minimum five year supply of deliverable sites will be maintained' for residential development.
- 2.3 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 footnote 11 of the NPPF.
- 2.4 For the purposes of the ongoing Local Plan Examination, this note will set out what the current five year supply position is based on the Core Strategy housing target and what the emerging position is based on the proposed Local Plan housing requirement.
- 2.5 Site schedules are provided in the appendices to this note setting out the sites with planning permission for ten dwellings or more, remaining undeveloped Unitary Development Plan (UDP) housing proposals, redundant school sites and proposed Local Plan sites. Details of the methodologies used to assess deliverability of different types of site are explained in detail in section 3 of this note.

## **3. Current Supply Situation**

- 3.1 This section of the report sets out the current housing target based on the Adopted Core Strategy (2011) together with the current housing supply situation against those targets. This section of the report concludes that for this five year period the authority cannot demonstrate a 'deliverable' five year supply against the Core Strategy target at the present time.

### **Core Strategy Housing Target**

- 3.2 Core Strategy Policy CSP9 seeks to achieve the completion of at least 21500 net additional homes during the period 2008 to 2026. The housing target is based on a commitment to a housing growth agenda which included RSS targets plus 8 years at 21% above RSS figures and an increment of approximately 1500 dwellings in order to give added robustness to the Core Strategy and allow for a strengthening role for Barnsley in regional and city regional housing strategies.
- 3.3 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.
- 3.4 The table below shows actual net completions compared to Core Strategy annualised targets between the start of the Core Strategy plan period in 2008/09 and 2016/17. The Core Strategy housing trajectory estimated the number of losses expected during the plan period; this table sets out actual losses based on monitoring.

Figure 1: Net housing completions 08/09-15/16

Year	Gross dwellings	Losses	Net Dwellings	Net Requirement	Difference between requirement and delivery
2008-09	1077	236	841	1195	-19
2009-10	793	237	556	1195	-639
2010-11	1153	155	998	1195	-197
2011-12	921	79	842	1195	-353
2012-13	727	71	656	1195	-539
2013-14	821	74	747	1195	-448
2014-15	644	22	622	1195	-573
2015-16	740	34	706	1195	-489
2016-17	872	16	856	1195	-339
				<b>TOTAL</b>	<b>-3596</b>

3.5 The above table shows that the borough is in a deficit over this period by 3596 dwellings. This increases the net requirement over the period 2017/18 to 2021/22 by 719 dwellings per 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 as set out in Figure 2 below.

3.6 The table below shows the annualised housing trajectory over the remainder of the plan period taking into account adjustments as laid out above. This revised and updated trajectory is used to determine the basic net requirement for the 2017/18 to 2021/22 five year period.

Figure 2: Updated housing trajectory

Year	Gross Dwellings	Demolitions	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
2016-17*	872	16	856
<b>2017-18</b>	<b>1939</b>	<b>25</b>	<b>1914</b>
<b>2018-19</b>	<b>1939</b>	<b>25</b>	<b>1914</b>
<b>2019-20</b>	<b>1939</b>	<b>25</b>	<b>1914</b>
<b>2020-21</b>	<b>1939</b>	<b>25</b>	<b>1914</b>
<b>2021-22</b>	<b>1939</b>	<b>25</b>	<b>1914</b>
2022-23	1220	25	1195
2023-24	1220	25	1195
2024-25	1220	25	1195
2025-26	1220	25	1195
<b>2008/26 overall target</b>	<b>22323</b>	<b>1149</b>	<b>21174</b>
<b>2017/18 – 2025/26 target</b>	<b>14575</b>	<b>225</b>	<b>14350</b>
<b>2017/18– 2021/22 target</b>	<b>9695</b>	<b>125</b>	<b>9570</b>

\* Based on actual recorded completions and losses.

3.7 The basic five year net requirement for the 2017/18 to 2021/22 period is 9570 dwellings.

#### NPPF Buffer

3.8 The NPPF requires local authorities to bring forward an additional 5% of the net housing requirement from later in the plan period. This is to 'ensure choice and competition in the market for land'. Where there 'has been a record of persistent under delivery of housing' this buffer should increase to 20%. When assessed against the Core Strategy alone then it would appear that Barnsley has a persistent under delivery of housing, and a buffer of 20% applied. However this is not considered appropriate for the following reasons:-

1. The Core Strategy figures are not Objectively Assessed Housing Need
2. The Core Strategy envisaged significant jobs growth associated with employment land allocations which have not materialised to date.

Linked to the above points, since Core Strategy adoption, the envisaged levels of housing demand has not materialized and this can be evidenced by figure 6 below (table 3.1 in the 2017 SHMA addendum), which shows no increase in either the ratios of house prices or rents to earnings. 3.9 The Housing White Paper indicates an alternative way of assessing whether or not there has been persistent under delivery. This is set out in paragraph 2.48, which states that where a plan is more than five years old, published household projections should be used to determine the appropriate baseline for assessing delivery. Therefore, as the adopted Core Strategy is more than 5 years old it is considered appropriate to also assess housing delivery against published household projections. Whilst it is recognised that this methodology does not form part of current national policy or guidance, it provides a relevant alternative that gives some context to the Core Strategy figures.

3.10 The Housing White Paper suggests assessing delivery over a 3 year period using the most recent household projections. The household projections for Barnsley, based on the 2014 based population projections equate to 797. Figure 3 below sets out delivery against household projections in the period 2014 -2017. It shows that the delivery rate is 91.3%.

Figure 3: Housing delivery against 2014 base household projections (2014-2017)

Year	Net Dwellings	Household Projections	Difference
2014-15	622	797	-175
2015-16	706	797	-91
2016-17	856	797	59
Totals	2184	2391	-207

3.11 For the purposes of assessing whether or not to apply a buffer to the 5 year housing land supply, we have also assessed delivery against household projections over longer periods. The first of these is to assess the Core Strategy plan period in order to provide a direct comparison with Figure 1 above. To determine the appropriate net requirement we have taken the 2008 (974), 2012 (756) and 2014 (797) household projections and used the average figure as the net requirement. This equates to a figure of 842. On this basis the delivery position is set out in figure 4 below. It shows that the delivery rate for the period 2008-2017 is 90.1%.

Figure 4: Housing delivery against household based projections (2008-2017)

Year	Net Dwellings	Net Requirement	Difference
2008-09	841	842	-1
2009-10	556	842	-286
2010-11	998	842	156
2011-12	842	842	0
2012-13	656	842	-186
2013-14	747	842	-95
2014-15	622	842	-220
2015-16	706	842	-136
2016-17	856	842	14
Totals	6824	7578	-754

3.12 In determining an appropriate buffer, best practice advises that authorities should look back over a full economic cycle to determine whether there has been persistent under-delivery. It is therefore considered prudent to look back as far as 2003 prior to the Core Strategy plan period given the sustained economic downturn and unrepresentative circumstances present in the period 2008-2014. The housing market is beginning to recover at both a local and national level which is demonstrated through increased completions since 2015 but this remain below the levels seen between 2003 and 2008 and so the period since 2008 cannot be said to represent a full economic cycle.

3.13 To determine the appropriate net requirement for the period since 2003/04 we have used the same approach as set out in paragraph 3.11 above. Therefore we have taken the 2004 (818), 2006 (1100), 2008 (974), 2012 (756) and 2014 (797) household projections and used the average figure as the net requirement. This equates to a figure of 889. On this basis the delivery position is set out in figure 5 below. It shows that the delivery rate for the period 2003-2017 is 99.2%.

Figure 5: Housing delivery against household based projections (2003-2017)

Year	Net Dwellings	Net Requirement	Difference
2003-04	1231	889	342
2004-05	1305	889	416
2005-06	934	889	45
2006-07	916	889	27
2007-08	1140	889	251
2008-09	841	889	-48
2009-10	556	889	-333
2010-11	998	889	109
2011-12	842	889	-47
2012-13	656	889	-233
2013-14	747	889	-142
2014-15	622	889	-267
2015-16	706	889	-183
2016-17	856	889	-33
Totals	12350	12446	-96

3.14 Tables 3-5 have demonstrated that Barnsley has continued to deliver housing at a rate significantly above the threshold (85%) below which the Housing White Paper suggests a 20% buffer should be applied. Given the concern set out in paragraph 3.8 about relying on

the Core Strategy figures to assess whether or not there has been persistent under delivery, this analysis provides a clear justification for the application of a 5% buffer in accordance with the NPPF.

3.15 As indicated in paragraph 3.14 above a 5% buffer is considered appropriate. The application of a 5% buffer is further supported by evidence from the latest 2017 Strategic Housing Market Assessment (SHMA) Addendum 2017. The updated evidence base shows that the level of housing delivery has been sufficient to avoid price and rent increases that are normally a symptom of under-delivery. This is evidenced in the following extract, table 3.1 of the 2017 addendum.

Figure 6: table 3.1 of the SHMA addendum 2017

Table 3.1 Housing Market Signals											
Price/transaction indicators	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Lower Quartile House Prices	£73,200	£79,950	£85,000	£84,450	£77,000	£75,000	£73,500	£75,000	£74,500	£75,000	£75,000
Median House Prices	£99,950	£105,995	£114,000	£110,000	£102,000	£101,000	£105,000	£105,000	£103,750	£110,000	£110,000
Lower Quartile Rents (per calendar month)						£394	£394	£390	£377	£377	£386
Median Rents (per calendar month)						£425	£446	£433	£425	£425	£425
House Price Ratio (Median Price to Median Earnings)				4.8	4.1	4.2	4.4	4.4	4.3	4.4	4.3
Rental Affordability Ratio (Lower quartile rents to lower quartile earnings)						27.5%	26.9%	25.8%	25.4%	24.9%	26.3%
ONS Table 576 (Lower quartile price to median earnings)	4.60	5.37	5.15	5.19	4.15	4.32	4.11	4.20	4.30	4.39	4.35
ONS Table 577 (Median price to median earnings)	4.50	5.13	5.28	5.04	4.18	4.43	4.45	4.37	4.31	4.74	4.46

3.16 Taking into account the history of housing delivery against household population projections and the latest evidence concerning housing and rent prices, this section provides justification for the application of a 5% buffer in accordance with the NPPF and the Housing White Paper.

3.17 Figure 7 below lays out the net target taking into account an NPPF buffer of 5%

Figure 7: Net housing target following adjustment

Year	Net Target	Adjusted Net Target (Backlog 08/09-16/17)	5% NPPF Buffer	Actual Net Target
17/18	1195	1914	96	2010
18/19	1195	1914	96	2010
19/20	1195	1914	96	2010
20/21	1195	1914	96	2010
21/22	1195	1914	96	2010
<b>Total</b>	<b>5975</b>	<b>9570</b>	<b>480</b>	<b>10050</b>

1. 3596 backlog against Core Strategy annualised target 2008/09-16/17 (719 p.a over 5 years)

3.18 The above table shows that the overall net target for the borough for the five year period 2017/18 to 2021/22 is 10050 net dwellings based on the Core Strategy housing target.

### The 'Deliverable' Supply

#### *Overall Supply*

3.19 The table below lays out the overall gross supply in the borough at 1<sup>st</sup> April 2017 without any adjustments to account for 'deliverability'.

Figure 8: Deliverable housing supply (gross)

Dwellings with Planning Permission on Sites with 10 or more dwellings	Dwellings with planning permission on sites with less than 10 dwellings	UDP Housing Proposal	Redundant School Sites	Additional Sites	Total Supply
4032	707	1735	880	6907	14261

3.20 The NPPF is clear that sites in the forward supply need to be assessed for 'deliverability'. Footnote 11 of the NPPF expands on this and states that:

*'To be considered deliverable, sites 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 and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans'.*

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

*Sites with planning permission for 10 dwellings or more*

3.22 The NPPF is clear that sites with 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.

3.23 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 (code 1 sites on the schedule included at appendices 3-6).

3.24 For planning applications not commenced, and for stalled sites, contact was made with applicants and / or landowners by the Housing Growth Team who then assessed likely delivery based on response and other factors (code 2 sites).

3.25 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 local knowledge.

3.26 The schedule in Appendix 3 sets out these sites.

3.27 Based on the methodology outlined above from the 4032 dwellings with planning permission on larger sites 3203 are considered to be deliverable over the five year period.

*Sites with planning permission for fewer than 10 dwellings*

3.28 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. This was calculated by analysing the 5 year build out rates for dwellings with full planning consent

that had not been completed on the monitoring system in 2010 and 2011. Prior to the recession, they had been fairly constant at a build out rate of 70% which fell to 50% in 2010 and 2011. It is anticipated that the dwellings not completed in 2017 will not have such low build out rates, however to be cautious, a 60% build out rate was applied to all planning permissions for less than ten dwellings on the monitoring system on 1<sup>st</sup> April 2017. At this date there were 728 dwellings with planning permission on smaller sites. With a build out rate of 60% of the total supply this means that 427 dwellings will be deliverable over the five year period.

#### *Undeveloped UDP Housing Proposals*

- 3.29 There are a number of UDP housing proposals in the borough that have not been developed. These have been assessed by the Officer group based upon expectations from sites in the Local Plan, from developer interest and advice from local agents in accordance with Planning Practice Guidance (code 3 sites on the schedule included at appendices 3-6)
- 3.30 The schedule in Appendix 4 sets out these sites.
- 3.31 There is the potential for 1735 dwellings on UDP housing proposals. Based on the methodology outlined above 668 dwellings are considered to be deliverable over the five year period on these sites.

#### *Redundant School Sites*

- 3.32 The borough has a number of large, redundant school sites that may come forward for development in the five year period. As these sites are in Council ownership officers have liaised with colleagues responsible for asset disposal in order to assess deliverability. This market information has been used to demonstrate the deliverable supply on these sites (code 3 sites on the schedule included at appendices 3-6).
- 3.33 The Schedule in Appendix 5 sets out these sites.
- 3.34 There is the potential for 880 dwellings on redundant school sites. Using the methodology outlined above, 313 dwellings are considered to be deliverable over the five year period on these sites.

#### *Additional Sites*

- 3.35 NPPG is clear that provided there are no significant constraints to overcome such as infrastructure, sites not allocated within a development plan or without planning permissions can be considered capable of being delivered within a five year timeframe. It is on this basis that UDP safeguarded sites and Urban Greenspace that have been assessed through the Strategic Housing and Employment Land Availability Assessment (SHELAA) and housing site selection process for the Local Plan are considered for their suitability for inclusion in the 5 year land supply based on likely deliverability. Figure 9 below sets out 'other sites' contribution to the 5 year supply. Further support for this approach can be demonstrated through the Local Planning Authority's recent positive determination of residential applications on UDP Safeguarded land in accordance with the NPPF Presumption (code 4 sites are provided in Appendix 6). The build out rate assumption for these sites are 40 dwellings per annum based on advice from developers in accordance with Planning Practice Guidance. Large sites are assumed to have two or more developers on site and therefore have been adjusted accordingly based on 40 dwellings per annum multiplied by the expected number of developers.

- 3.36 In favour of sustainable development our approach is based on the following:
- a) evidence of willing landowner/complexity of ownership
  - b) evidence of developer interest (through pre application discussions and local plan representations)
  - c) assessment of the sites suitability based on location in Urban Barnsley or Principal Town.
  - d) whether site(s) proposed for allocation in emerging Local Plan and assessment through housing site selection methodology to determine site constraints, viability and ability to overcome constraints without significant intervention.
  - e) an absence of objections to sites (or satisfied that objections are of little substance based on robust housing site selection methodology)

3.37 There is the potential for 6907 dwellings on 'Additional Sites'. This figure does not include any sites that are currently UDP designated Green Belt. Using the methodology outlined above, 3004 dwellings are considered to be deliverable over the five year period on these sites.

3.38 The Schedule in Appendix 6 sets out these sites.

#### *Windfall Allowance*

3.39 The NPPF, at paragraph 48, 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'.

3.40 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.

3.41 The number of full and reserved matters windfall dwellings (as defined in the NPPF) granted, on new sites, in the last 10 years is shown below:

Figure 9: Windfall dwellings (Full and Reserved Matters)

Year granted	Windfall Dwellings
2007/08	1371
2008/09	572
2009/10	686
2010/11	709
2011/12	611
2012/13	508
2013/14	325
2014/15	194
2015/16	386
2016/17	446

Total granted over 5 years 2012/13-2016/17= 1859/5= 371.8 per annum

3.42 The methodology takes an average of the last five years to arrive at an estimate that 372 windfalls will be granted each year up to 2021/22. Evidence shows what percentage of windfalls granted were built out in the subsequent 5 years (Build Out % in the table below). When this is applied cumulatively 39% of those granted in the first year were built out in 5 years, 38.8% of those granted were built out in 4 years, 35.1% in 3 years, 20.9% in 2 years and 3.7% in 1 year. When these percentages are applied to the annual 372 windfall figure we get a total of 512 new windfall dwellings expected over the next five years. This is demonstrated in the table below.

Figure 10: Build out rates

Year	Build Out %	Cumulative	Windfalls	Build Out
2017/18	3.72	39	372	145
2018/19	17.1	38.8	372	144
2019/20	14.3	35.1	372	131
2020/21	3.7	20.9	372	78
2021/22	0.2	3.7	372	14
			<b>Total</b>	<b>512</b>

3.43 Calculating the number of windfall outline planning permissions on new sites is more difficult, but based on the last 5 years data there would be an average of 54 granted per annum. This gives a total 269 dwellings over the five year period. Assuming a much lower total build out rate of 20% this would give a figure of 54 dwellings.

Figure 11: Windfall dwellings (Outline)

year granted	Windfall Dwellings
2007/08	571
2008/09	236
2009/10	39
2010/11	161
2011/12	33
2012/13	40
2013/14	158
2014/15	13
2015/16	40
2016/17	18

#### *Dwellings under Construction*

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

#### *Conclusions on the 'Deliverable' Supply*

3.45 Figure 12 below summarises the 5 year supply situation in Barnsley for 2017/18 to 2021/22

Figure 12: 5 year supply summary

<b>5 Year Supply Summary</b>	
<b>Category</b>	<b>'Deliverable' Dwellings</b>
Planning Permissions >= 10 Dwellings	3203
Remaining UDP Housing Proposals	668
Redundant School Sites	313
Permissions < 10 Dwellings	427
Additional Sites	3004
Windfall Allowance	566
<b>5 Year 'Deliverable' Supply Total</b>	<b>8181</b>
Predicted Losses	125

Conclusion

- 3.46 Section 3 lays out the methodology used by the Council to arrive at the net target for the 2017/18 – 2021/22 period and the supply of dwellings that can be demonstrated to be deliverable in that period. 8056 net dwellings can be delivered against a target of 10050 net dwellings. This equates to 4.01 years supply.
- 3.47 The Council cannot currently demonstrate a supply of specific, deliverable sites sufficient to meet the boroughs housing target. Given that the council cannot currently demonstrate a five year supply of housing, it is considered that applications on safeguarded or ULTRU land, where it can be demonstrated that they are in a sustainable location, will now be determined in line with the NPPF Presumption in Favour of Sustainable Development (paragraph 14 of the NPPF), relevant development plan policies and any other material considerations.

#### 4. Emerging supply situation

- 4.1 Section 4 of the report sets out the emerging Local Plan housing requirement together with the potential supply situation against that requirement should the Local Plan be adopted as submitted. This section of the report concludes that the authority will be able to demonstrate a deliverable five year supply against Local Plan requirements.

#### Local Plan Requirement

- 4.2 Local Plan policy H1 seeks to achieve the completion of at least 20900 net additional homes during the period 2014/15 to 2032/33.
- 4.3 The table below shows actual net completions compared to RSS targets between 2003 and 2008, Core Strategy annualised target between 2008/09 and 2013/14 and Local Plan requirement from 2014 onwards. The housing trajectory estimated the number of losses expected during the plan period; this table sets out actual losses based on monitoring.

Figure 13: Net housing completions 14/15-16/17

Year	Gross dwellings	Losses	Net Dwellings	Net Requirement	Difference between requirement and delivery
2014-15	644	22	622	1100	-478
2015-16	740	34	706	1100	-394
2016-17	872	16	856	1100	-244
				<b>TOTAL</b>	<b>-1116</b>

- 4.5 Figure 12 shows that the borough is in a deficit over this period by 1116 dwellings. This is referred to as 'new backlog' for the purposes of this report. Previous backlog accumulated during the Core Strategy Plan period has not been included in this calculation in line with the approach set out in the Housing Background Paper (BP3) which is based on the High Court Judgement between Zurich Assurance Limited and Winchester City Council/South Downs National Park Authority.
- 4.6 The new backlog increases the net requirement over the period 2017/18 to 2021/22 by 223 dwellings per 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 as set out in Figure 13 below.
- 4.7 Figure 13 shows the annualised housing trajectory over the remainder of the plan period taking into account adjustments as laid out above. This revised and updated trajectory is used to determine the basic net requirement for the 2017/18 to 2021/22 five year period.

Figure 14: Updated housing trajectory (\* Based on actual recorded completions and losses)

Year	Gross Dwellings	Demolitions	Net Dwellings
2014-15*	644	22	622
2015-16*	740	34	706
2016-17*	872	16	856
<b>2017-18</b>	<b>1348</b>	<b>25</b>	<b>1323</b>
<b>2018-19</b>	<b>1348</b>	<b>25</b>	<b>1323</b>
<b>2019-20</b>	<b>1348</b>	<b>25</b>	<b>1323</b>
<b>2020-21</b>	<b>1348</b>	<b>25</b>	<b>1323</b>
<b>2021-22</b>	<b>1348</b>	<b>25</b>	<b>1323</b>
2022-23	1125	25	1100
2023-24	1125	25	1100
2024-25	1125	25	1100
2025-26	1125	25	1100
2026-27	1125	25	1100
2027-28	1125	25	1100
2028-29	1125	25	1100
2029-30	1125	25	1100
2030-31	1125	25	1100
2031-32	1125	25	1100
2032-33	1125	25	1100
<b>2014/2033 overall requirement</b>	<b>21371</b>	<b>472</b>	<b>20899</b>
<b>2017/18 – 2032/33 requirement</b>	<b>19115</b>	<b>400</b>	<b>18715</b>
<b>2017/18– 2021/22 requirement</b>	<b>6740</b>	<b>125</b>	<b>6615</b>

4.8 The basic five year net requirement for the 2017/18 to 2021/22 period is 6615 dwellings.

#### NPPF Buffer

4.9 As set out in section 3 above, it is considered reasonable to apply a 5% buffer to the requirement. If the undersupply was adjusted for the period 2014/15-2016/17 to take into account performance against the Local Plan housing requirement rather than Core Strategy targets this would result in an undersupply of 2287 dwellings between 2003/04-2016/17. This is shown in Figure 14 below.

Figure 15: Housing delivery against RSS, Core Strategy (annualised) and Local Plan targets

Year	Gross dwellings	Losses	Net Dwellings	Net Requirement	Difference between requirement and delivery
2003-04	1430	199	1231	810	421
2004-05	1497	192	1305	840	465
2005-06	1101	166	934	840	95
2006-07	1093	177	916	840	76
2007-08	1497	355	1140	840	302
2008-09	1077	236	841	1195	-354
2009-10	793	237	556	1195	-639
2010-11	1153	155	998	1195	-197
2011-12	921	79	842	1195	-353
2012-13	727	71	656	1195	-539
2013-14	821	74	747	1195	-448
2014-15	644	22	622	1100	-478
2015-16	740	34	706	1100	-394

2016-17	872	16	856	1100	-244
				<b>TOTAL</b>	<b>-2287</b>

1. The net requirement for 2003-04 to 2007-08 is derived from the Yorkshire & Humber Regional Spatial Strategy which has now been revoked but which set the borough's requirement at this time.
2. The net requirement for 2007-08 to 2013-14 is derived from the Core Strategy annualised target
3. The net requirement for 2014-15 onwards is derived from the Local Plan annualised requirement

Figure 16: Net housing requirement following adjustments for new backlog and 5% buffer

Year	Net Requirement	Adjusted Net Requirement (Backlog 14/15-16/17)	5% NPPF Buffer	Actual Net Requirement
17/18	1100	1323	66	1389
18/19	1100	1323	66	1389
19/20	1100	1323	66	1389
20/21	1100	1323	66	1389
21/22	1100	1323	66	1389
<b>Total</b>	<b>5500</b>	<b>6615</b>	<b>330</b>	<b>6945</b>

- 4.10 Figure 15 above shows that the overall net requirement for the borough for the five year period 2017/18 to 2021/22 is 6945 net dwellings based on the Local Plan Housing Requirement.

### The 'Deliverable' Supply

#### *Overall Supply*

- 4.11 Figure 16 below lays out the overall gross supply in the borough at 1<sup>st</sup> April 2017 without any adjustments to account for 'deliverability'. For the purpose of this section, UDP Green Belt sites that have been assessed through the SHELAA and are proposed for allocation in the Local Plan have been included in the additional sites column. A list of Green Belt sites that are included is provided in appendix 7. Other than the inclusion of Green Belt sites within the additional sites assessment, the figures remain the same as set out in section 3. The build out rate assumption for these sites are 40 dwellings per annum based on advice from developers in accordance with Planning Practice Guidance. Large sites are assumed to have two or more developers on site and therefore have been adjusted accordingly based on 40 dwellings per annum multiplied by the expected number of developers
- 4.12 There is the potential for 10772 dwellings on 'Additional Sites', including 3865 from UDP Green Belt sites. Using the methodology outlined in Section 3, 3964 dwellings are considered to be deliverable over the five year period on these sites, which includes 960 dwellings from UDP Green Belt sites.

Figure 17: Deliverable housing supply (gross)

Dwellings with Planning Permission on Sites with 10 or more dwellings	Dwellings with planning permission on sites with less than 10 dwellings	UDP Housing Proposal	Redundant School Sites	Additional Sites	Total Supply
4032	707	1735	880	10772	18126

- 4.13 The table below summarises the 5 year supply situation in Barnsley for 2017/18 to 2021/22 based on the assumption that the Local Plan will be adopted as submitted.

Figure 18: 5 year supply summary

<b>5 Year Supply Summary</b>	
<b>Category</b>	<b>'Deliverable' Dwellings</b>
Planning Permissions >= 10 Dwellings	3203
Remaining UDP Housing Proposals	668
Redundant School Sites	313
Permissions < 10 Dwellings	427
Additional Sites	3964
Windfall Allowance	566
<b>5 Year 'Deliverable' Supply Total</b>	<b>9141</b>
Predicted Losses	125
<b>5 Year 'Deliverable' Net Supply Total</b>	<b>9016</b>

### Conclusion

- 4.14 Section 4 demonstrates that 9016 net dwellings can be delivered against a requirement for 6945 net dwellings. This equates to 6.5 years supply.
- 4.15 If the Local Plan is adopted as submitted, then the Council will be able to demonstrate a 6.5 years supply of specific, deliverable sites in accordance with the NPPF.

### 5. Overall Conclusion

- 5.1 The Core Strategy Housing Target for the period 2017/18 – 2021/22 is 10050 taking into account adjustments due to backlog and the application of a 5% buffer in accordance with the NPPF. This report shows that 8056 net dwellings can be delivered against the target which equates to 4.01 years supply.
- 5.2 The Local Plan Housing Requirement for the period 2017/18-2021/22 is 6945 taking into account adjustments due to new backlog accumulated post 2014 and the application of a 5% buffer in accordance with the NPPF. This report shows that 9016 can be delivered against the requirement which equates to 6.5 years supply.
- 5.3 The report concludes that for this five year period the authority cannot demonstrate a 'deliverable' five year supply against Core Strategy targets at the present time. However, should the Local Plan be adopted as submitted, the authority will be able to demonstrate a deliverable five year supply against Local Plan requirements.

### Appendix 1: Core Strategy annualised housing trajectory

<b>Year</b>	<b>Gross Dwellings</b>	<b>Demolitions</b>	<b>Net Dwellings</b>
2008-09	1431	236	1195
2009-10	1446	251	1195
2010-11	1345	150	1195
2011-12	1295	100	1195
2012-13	1283	88	1195
2013-14	1299	104	1195
2014-15	1245	50	1195
2015-16	1245	50	1195
2016-17	1245	50	1195
2017-18	1245	50	1195
2018-19	1245	50	1195
2019-20	1245	50	1195
2020-21	1245	50	1195
2021-22	1245	50	1195
2022-23	1245	50	1195
2023-24	1245	50	1195
2024-25	1245	50	1195
2025-26	1245	50	1195
2008/26	23039	1529	21510

## Appendix 2: Local Plan annualised housing trajectory

Year	Gross Dwellings	Demolitions	Net Dwellings
2014/15	1125	25	1100
2015/16	1125	25	1100
2016/17	1125	25	1100
2017/18	1125	25	1100
2018/19	1125	25	1100
2019/20	1125	25	1100
2020/21	1125	25	1100
2021/22	1125	25	1100
2022/23	1125	25	1100
2023/24	1125	25	1100
2024/25	1125	25	1100
2025/26	1125	25	1100
2026/27	1125	25	1100
2027/28	1125	25	1100
2028/29	1125	25	1100
2029/30	1125	25	1100
2030/31	1125	25	1100
2031/32	1125	25	1100
2032/33	1125	25	1100
2033/34	1125	25	1100
<b>Total</b>	<b>21375</b>	<b>475</b>	<b>20900</b>