



Summary of Housing Needs & Capacity Assessment Advice notes for Oxspring Neighbourhood Plan

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1. Introduction

Barnsley Metropolitan Council (BMBC) will be publishing for consultation their first draft Local Development Plan at the end of October. Eventually and subject to due process the Local Plan will help to guide the future spatial development of the Borough from 2015 to 2033. A component to the Barnsley's Local Plan and key to the Parish of Oxspring will be our emerging Neighbourhood Plan (NP). Following an external examination and local referendum, our Neighbourhood Plan will be legally adopted "MADE" by the Local Authority, as set out in the Localism Act and National Planning Policy Framework (NPPF). The NP will then become a statutory document used to make decisions on planning applications and proposals for sustainable development in the Parish of Oxspring. The Neighbourhood Plan is being led by the Parish Council **with and for** local residents, local businesses and other key local participants and prepared with the support of local volunteers and planning professionals from Planning Aid England (PAE).

The Neighbourhood Plan seeks to identify and respond closely to local people's needs and aspirations for sustainable development and should be rooted firmly within the parameters set out by the NPPF and the Borough's Local Development Plan; moreover it should be compatible with EU and Human Rights obligations. The plan cannot therefore take a stand against all development per se, it can however influence the type of development and where these developments should go.

A key issue for the NP will be to prepare policies and proposals that will aim to meet housing needs for our Parish for the next nineteen years up to 2033, the lifespan of the NP. This is a significantly difficult task for the Parish Council but one that can be best informed by local experience, local understanding and local knowledge of our Parish with the support of technical expertise and consideration. It is to this end that the Parish Council through PAE has asked consultants URS for specialist advice. Two advice notes were produced during the months of July, August and September. The intent of the advice notes is to help with finding an answer to two key questions, namely: how many homes can and should Oxspring provide to meet its own housing needs and the overall target set for the whole borough by BMBC of 21,500 new homes (Core Strategy 2008-2026);

as well as the number of homes that can be accommodated within sites and land that might become available or viable for development. Such information will help the Parish Council, local residents and local businesses decide where future growth could be located.

Thus the advice note of planning and environmental consultants URS has:

- Firstly, provided a reasoned analysis for calculating and agreeing the **'fair share'** of housing allocations for Oxspring's specific neighbourhood area and the nature of that allocation e.g. starter-homes, homes for the elderly, homes for rent, homes below market value, four-bedroom homes, and so on.
- Secondly, it specified a basic capacity estimate for a maximum of twelve sites. This has been based on existing urban capacity studies, BMBC's SHLAA (Strategic Housing Land Availability Assessment) work in similar contexts, the site context (e.g. conservation area), and using a density multiplier to get a rough estimate for the size of the site. These sites had been put forward only for the purpose of capacity assessment by the Parish Council and local residents. The site capacity assessment advice note does not appraise the appropriateness of the sites considered; neither does it rank these sites for potential development.

2. URS's NP Housing Needs Advice Note- Summary of Key Conclusions & Recommendations

2.1 Estimated number of new dwellings needed

The Core-Strategy based theoretical share for Oxspring has been estimated by URS as being **53 new dwellings** in total between 2008 and 2026, (the Core Strategy period), which equates to the delivery of just under 3 units per year. The figure of 53 is not definitive and Oxspring Parish Council is under no statutory obligation to deliver 53 or indeed any housing units. By contrast, BMBC is under a statutory obligation to deliver its housing target, but this may or may not include sites that come forward within the boundary of Oxspring parish. However, the Local Authority has already identified in key draft consultation documents such as 'Site and Places' (2012) a number of sites for development within the Oxspring Parish boundary.

The Core Strategy's housing figure is based on the (now somewhat dated) Barnsley Strategic Housing Market Assessment (SHMA) and therefore builds in the full range of relevant demographic factors considered by the SHMA at a strategic level, including both natural growth and in-migration.

URS have calculated a further theoretical figure for dwelling numbers based on Oxspring's relative proportion of Department for Communities & Local Government (DCLG) household projections across Barnsley and the Census 2011 household to dwelling ratio, which suggests **68 new dwellings** for the parish between 2008 and

2026. The calculation of this figure took into account National Planning Guidance (NPPG) best practice.

The difference between the figures of 53 and 68 may largely be explained by the fact that the former relies on 2008 population projections and also may take into account political and other constraints, as well a number of units already delivered. The latter figure is a gross, unconstrained figure based on 2012 projections made in the light of 2011 Census evidence showing a rise in population.

URS have taken a mid-point between these two theoretical estimates of net new dwellings for the parish by 2026, namely 53 (Core Strategy-based figure) and 68 (unconstrained household projection based figure). This figure equates to **61 new dwellings**, which compares to a completion rate of just over 3 dwellings per year. This in fact would represent a reduction in the building rate in recent years, where eight dwellings per year were delivered between 2001 and 2011. The advantage of defining the midpoint figure is that it combines the years of evidence gathering, analysis and decision-making that went into the Core Strategy figure with the perhaps less constrained and more up-to-date population and housing projections.





Tables 1 and 2 below have been reproduced from the URS report and as per the consultant's recommendations such information should be used as a basis for **qualitative judgement** rather than **quantitative calculation**. They are designed to form the starting point for the Parish Council, the steering group, local residents and local businesses' decisions on housing policy and proposals for the NP rather than to provide definitive answers.

The consultant's general approach reflects NPPG advice:

- Firstly, to adjust the housing need number suggested by household projections to reflect appropriate 'market signals', as well as other market indicators of the balance between the demand for and supply of dwellings, such as house prices and past build-out rate.
- Secondly, that market signals are affected by a number of factors, and NP makers should not attempt to estimate the precise impact of an increase in housing supply. Rather they should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability, and monitor the response of the market over the plan period.
- Thirdly, appropriate comparisons of indicators (i.e. factors) should be made and that trends uncovered may necessitate adjustment to planned housing numbers compared to ones based solely on household projections. Where

upward adjustment is considered necessary, it should be at a reasonable level. In any instance these tables should be reviewed in the light of the more up-to-date SHMA currently being prepared by Barnsley MBC.

Table1: URS Summary of factors specific to Oxspring with a potential impact on neighbourhood plan housing target

Factor	Source(s)	Possible impact on theoretical share figure	Rationale for judgement
Barnsley MB economic performance and outlook	SHMA, Leeds City Region LEP, Sheffield City Region LEP, Barnsley Employment Land Review.		Barnsley's local economic performance and outlook is below average on a range of indicators, which may suppress demand to some extent; however, Oxspring's housing market seems to have stronger links to Leeds/Sheffield/M1, so the impact is probably less significant.
Dwelling completion rate	Census		Dwelling completion rate and population growth 2001-2011 relatively high, meaning supply rose to match demand during that period; forward projections indicate lower rate of completions possible as a result.
Function as commuter settlement within Leeds-Sheffield corridor	SHMA, Leeds City Region LEP, Sheffield City Region LEP, Census		A range of characteristics, including settlement size and location make Oxspring attractive to the commuter market; this has the effect of increasing demand here and in the surrounding area relative to the eastern part of Barnsley MB and larger settlements. Plans for economic growth at Leeds and (to a lesser extent) Sheffield.
House prices relative to wider area	SHMA		Oxpring is located in an area of more expensive housing relative to the Barnsley MB average, its population is more affluent than average, and SHMA states as a result demand is outstripping supply

Continued Table1: URS Summary of factors specific to Oxspring with a potential impact on neighbourhood plan housing target

Factor	Source(s)	Possible impact on theoretical share figure	Rationale for judgement
Local housing waiting list/need for affordable housing	SHMA	↓	Penistone sub-area has the lowest proportion of households in housing need of all sub-areas in Barnsley SHMA
Low housing demand from existing population	Household survey, Sheffield Hallam University report	↓↓	Household survey indicates low level of need for new housing from existing population; backed up by Sheffield Hallam research
Overcrowding, including concealed families	Census	↓↓	Local trend has been for fewer persons per room, and fewer households in multiple family occupancy, meaning overcrowding not significant issue locally
Population projections, including migration rates	ONS sub-national population projections	↓↓	International migration appears to have little direct impact in Oxspring; Barnsley population growth projection lower than England average
Tenure	Census	↑↑	High demand for owner-occupied housing; demand for rented property appears higher than surrounding area. Taken together, tenure factors indicate continued strong demand locally.
Vacancy rates relative to wider area	SHMA	↑↑	Penistone sub-area has the lowest average vacancy rate of all sub-areas in Barnsley SHMA

Source: URS, based on range of relevant data

Key: ↑ Factor is more likely to increase ↔ Neutral impact on factor ↓ Factor is more likely to decrease

2.2 Characteristics of housing needed

The data gathered in the URS report can also be used to inform thinking on the characteristics of the housing needed. Table 2, below summarises the data provided and collected by the consultant with a potential impact on the characteristics of the new housing needed in Oxspring.

Table 2: URS Summary of local factors specific to Oxspring with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s)	Possible impact on housing needed	Conclusion
Affordable housing (as per the NPPF definition)	SHMA, Barnsley MB Housing Waiting List	Little provision of or demand for social and/or affordable housing (as per NPPF definition), and no evidence to suggest this will change over the Plan period. Neighbourhood Plan must, however, remain in conformity with Barnsley affordable housing policy	Although the household survey indicated support for affordable housing, it is not clear whether this means cheaper market housing or social and intermediate housing, i.e. 'affordable housing' as defined by the NPPF
Ageing population	SHMA, Census, Household survey, Question Time session	Potential for specialist housing, although SHMA notes that 75% of older people in Barnsley MB want to continue living in current home and Census indicates low rate of residents with long-term health problems or disabilities	Provide range of dwelling sizes, including smaller dwellings (1-2 bedrooms) suitable for older people (e.g. detached bungalows with gardens); potential for care home locally but no significant need within Oxspring; with greater range of supporting services and better accessibility, Penistone could be more suitable location for care home in any case.
Demand for larger properties	SHMA, Census, Household survey, Parish vision statement, Question Time session	Market analysis suggests there remains strong demand in Penistone subarea for 3-4 bedroom properties but probable excess of 5+ bedroom properties	Provide 3-4 bedroom properties for families as part of a balanced mix of provision but also to meet the needs of the high proportion of people working from home; significant further provision of 5+ bedroom properties can be avoided
Demand for semidetached and detached housing	SHMA, Household survey, Census	Local demand in Oxspring has in recent years been for semi-detached and detached properties rather than terraces or flats. Little evidence of significant demand for terraces or flats ¹ has been found	Semi-detached and detached properties appear to suit local demand and context, and more likely to meet demand from office-based commuters and those working from home
Growth in and demand for smaller households	SHMA, Census, Parish vision statement, Question Time session	Smaller and/or younger households likely to need and/or afford smaller dwellings; recent completions in Oxspring have been larger than average	Provide range of smaller dwellings (1-2 bedrooms) which the SHMA identifies as being in particular demand in Penistone sub-area, and which will assist local first-time buyers and younger couples/households

Source: URS, based on range of relevant data

¹ It is important to note the need to provide for smaller households is not inconsistent with the lesser degree of support for flats. Housing developers offer a range of accommodation types suitable for smaller households (e.g. smaller houses) meaning providing for smaller households need not mean developing flats.

3. URS’s Oxspring Neighbourhood Plan Capacity Assessment- Summary of Key Conclusions & Recommendations

A second document, identified by the consultant as a separate process to the Housing Needs Assessment was produced by URS. This was to counter any claims that the housing assessment had been driven by site availability rather than needs.

The advice note on *Capacity Assessment* for Oxspring Neighbourhood Plan covered eleven sites. These sites were smaller in scale and closer to or adjacent to already existing built-up areas within the Parish. The choice of such locations was seen as providing alternatives to those been published for consultation in the BMBC’s SHLAA² document. The site capacity assessment advice note does not appraise the appropriateness of these eleven sites; and neither does it rank these sites for potential development. Nevertheless, the process and results will help the Parish Council, the Steering Group, local residents and local key stakeholders to decide on the best options for future growth to be included in the NP.

The approach adopted by Barnsley Metropolitan Borough Council (BMBC) to estimate housing capacity for sites involves applying gross to net ratios and mixed-use ratios to site areas and taking account of any permanent features. BMBC methodology also takes into account the council’s aspirations for a step change in the quality of housing across the Borough, best practice guidance³ and consultations with the local property market.

Table 3: BMBC Density Rate Assumptions

Site Location Characteristics	Density Multiplier (dph)
Identified as appropriate for mainstream housing	35
Identified as appropriate for executive housing	25
Identified as appropriate for high-end executive housing	15

Source: Barnsley Housing Study: Barnsley SHLAA (Volume A – Main Report)

Table 4 below provides BMBC SHLAA housing capacity estimates for sites within Oxspring Parish. These sites are shown on figures A & B of this report.

² Strategic Housing Land Availability Assessment, <https://www.barnsley.gov.uk/services/environment-and-planning/planning/local-development-framework-local-plan/strategic-housing-land-availability-assessment>

³ Peter Brett Associates LLP, January 2014, Barnsley Housing Study: Barnsley SHLAA (Volume A – Main Report), section 4.7.2, pp 14, BMBC. ‘Tapping the Potential’ (DETR 2000)

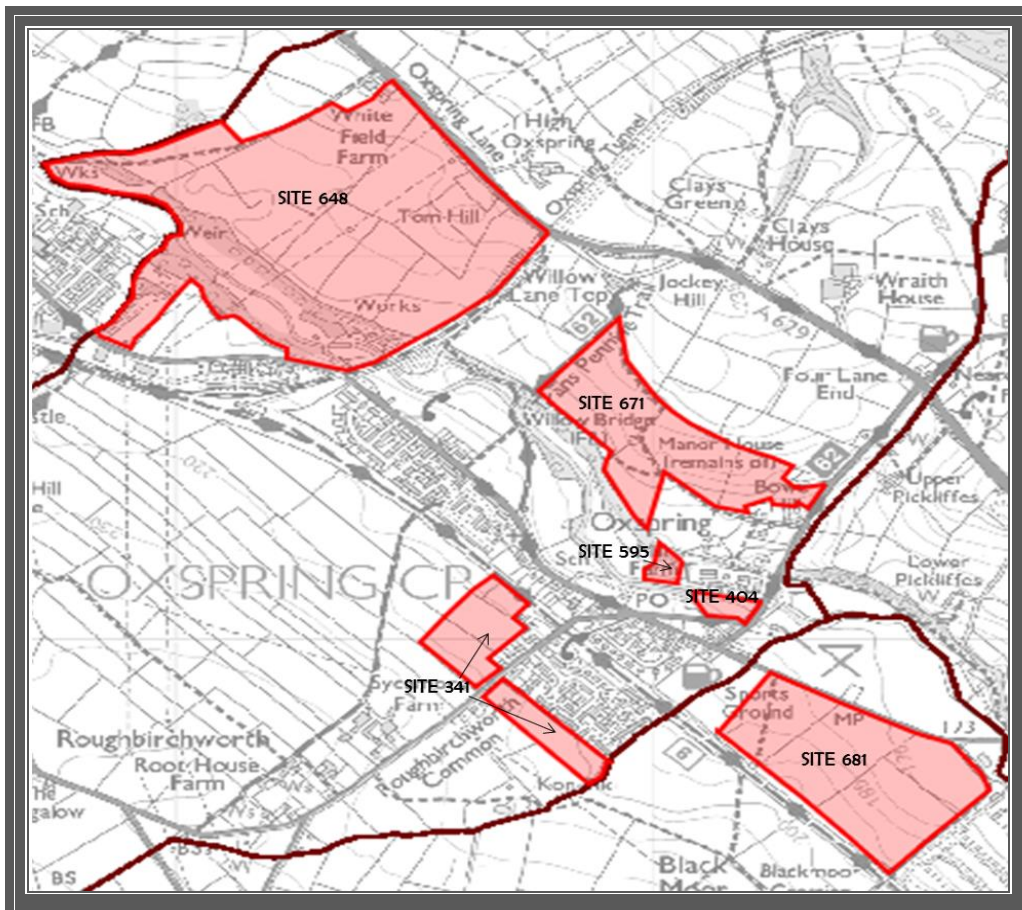
Table 4: BMBC SHLAA Housing Capacity Estimates for Oxspring Sites

SHLAA Ref	Site Location	Ward	Gross Site Area (ha)	Yield Assumption
404	Land at Roughbirchworth Lane	Penistone East	0.65	4
595	Land off Bower Hill	Penistone East	0.80	4
671	Land off Manor Lane	Penistone East	11.49	103
681	Land off Sheffield Road	Penistone East	14.84	107
341	Land south of Roughbirchworth Lane*	Penistone East	5.43	102
648	Oxpring Lane	Penistone East	68.11	511

* In the BMBC Development Sites and Places Consultation Draft 2012 document, the indicative housing yield for land north and south of Roughbirchworth Lane is 111 dwellings.

Source: Barnsley Housing Study: Barnsley SHLAA (Volume B – Appendices)

Figure A: BMBC SHLAA Sites (2013)



Note this map is not to scale and the site boundary lines are indicative, to show the general location. For further detail refer to BMBC SHLAA web page maps 3 & 13.

Table 5 URS Housing Capacity Estimates for Oxspring Sites

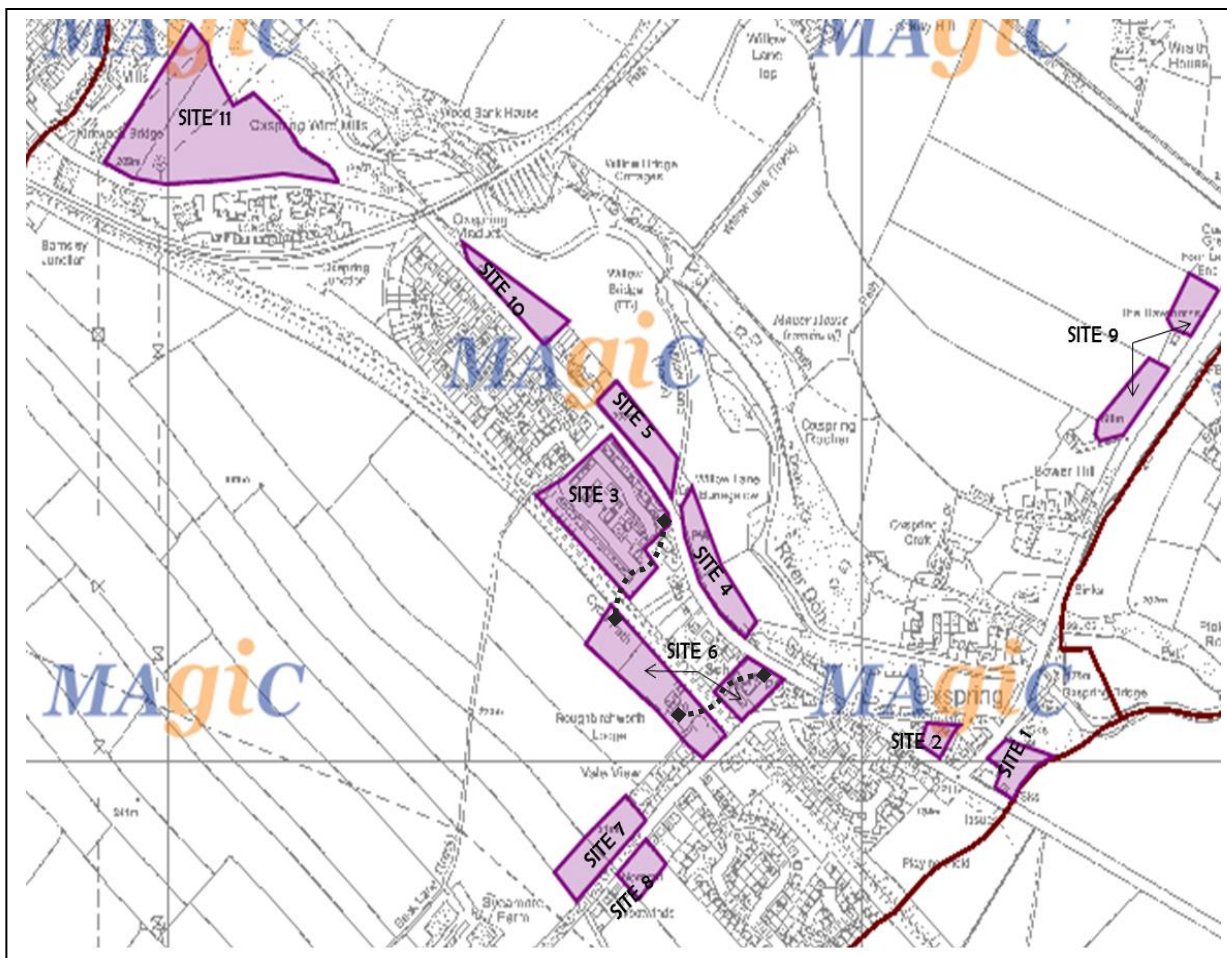
Site Ref*	Gross Area (ha)	Net – Low (ha)	Net – Midpoint (ha)	Net – High (ha)	Capacity - Low	Capacity - Midpoint	Capacity - High
Oxspring Parish NP sites for capacity assessment (2014)							
1	0.33	0.25	0.28	0.30	8	8	9
2	0.13	0.13	0.13	0.13	4	4	4
3	1.88	1.41	1.55	1.69	42	47	51
4	0.32	0.32	0.32	0.32	10	10	10
5	0.51	0.38	0.42	0.46	11	13	14
6	1.56	1.17	1.28	1.40	35	39	42
7	0.67	0.50	0.55	0.60	15	17	18
8	0.25	0.25	0.25	0.25	7	7	7
9	2.61	1.57	1.75	1.93	47	52	58
10	0.51	0.38	0.42	0.46	12	13	14
11	3.07	1.84	2.06	2.27	55	62	68

*Source: URS Calculations. *For site location please see maps included below.*

URS Capacity Assessment methodology to determine housing capacity (also known as yield) for sites is based on the same source 'Tapping the Potential' (DETR 2000) as used by BMBC in the SHLAA. However, the density of development is based on location and context rather than housing type. The five (see previous page), includes a range of net site areas (low, mid-point and high) to which the housing density multiplier for sites located in an 'adjoining urban area' has been applied. This provides a range of capacity estimates for each site, as shown in the table 5, above.

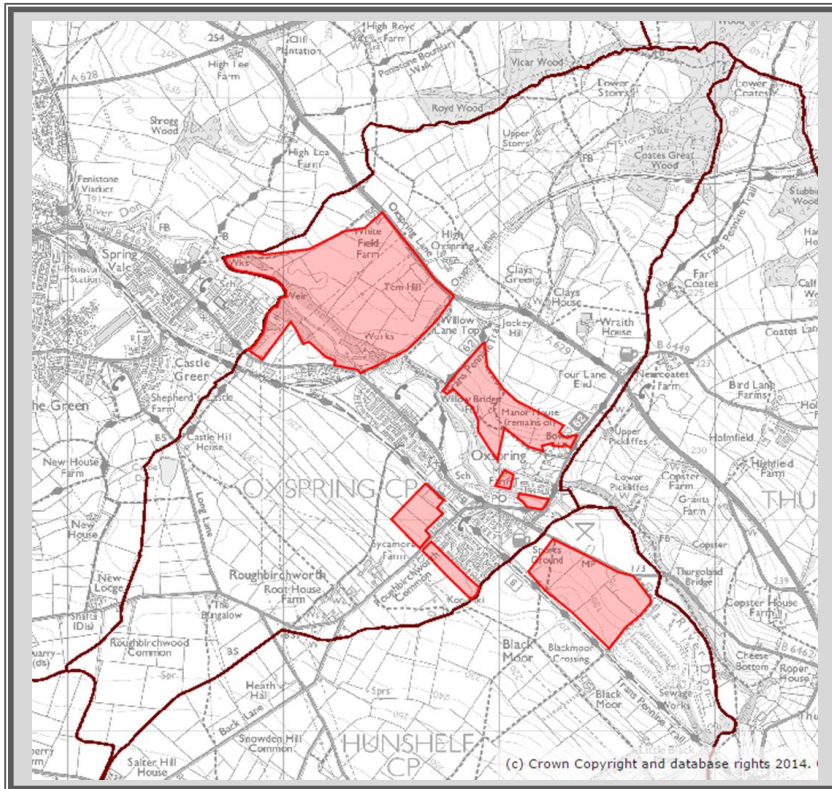
Figure B below shows the approximate boundary for these locations.

Figure B: Location for alternative NP housing site availability assessment



Note this map is not to scale and the site boundary lines are indicative, to show the general location.

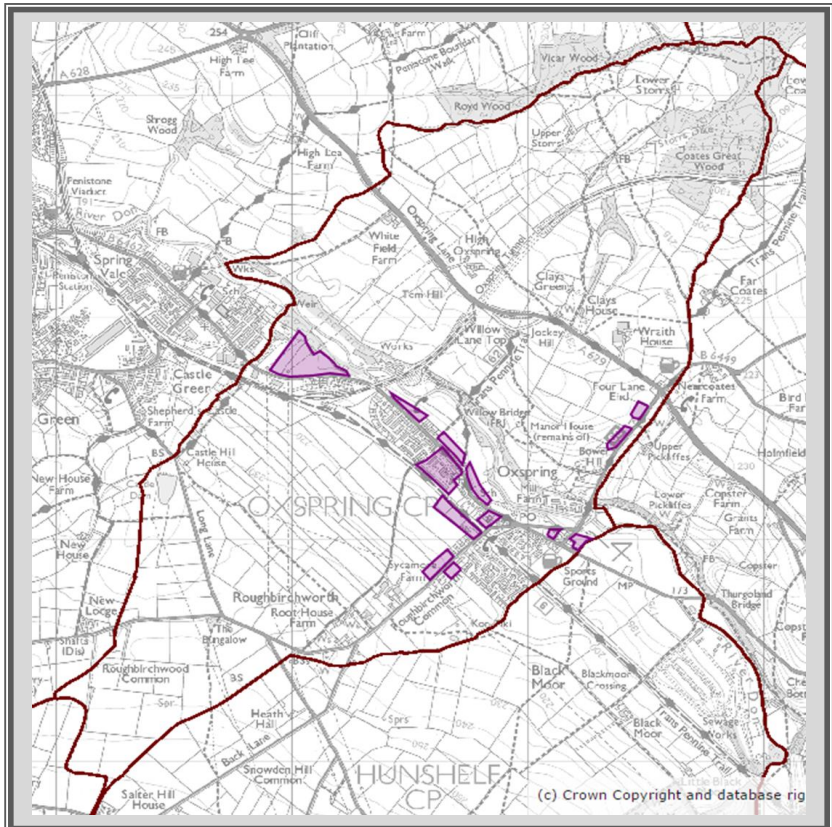
Figure A1 BMBC Strategic Housing Land for Availability Assessment (SHLAA)



Please note figure A1 is not to scale. The outline boundaries for the sites shaded in red are only indicative and based on information provided by BMBC (14 Oct 2014). These sites are part of a consultation document identifying land put forward on a speculative basis by land owners, developers and others. The BMBC's SHLAA consultation document does not suggest that all or any of these sites will and could be developed.

The Parish Council through the NP will have the opportunity to comment on the merit of such sites and indicate alternative areas for consideration.

Figure B1 Oxspring NP Alternative sites for Availability Assessment



Please note figure B1 is not to scale. The outline boundaries for the sites shaded in purple are only indicative.

These sites have been put forward by Oxspring PC & residents following initial consultation events. The sites are identified only for assessment. It is not proposed that all or any of the sites are viable for development. These sites aim to meet the restrictions & suggestions set by the household questionnaire (April 2014) and could provide an alternative to BMBC's SHLAA.

Figure C: Overlay of Oxspring NP & BMBC's Strategic Housing Land for Availability Assessment



Please note this map is not to scale & the outline boundary for each shaded area of land is only indicative.

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