Barnsley Strategic Housing Market Assessment 2021

Barnsley Metropolitan Borough Council

Final Report

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Main Contact: Dr. Michael Bullock
Email: michael.bullock@arc4.co.uk
Telephone: 0800 612 9133
Website: www.arc4.co.uk

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Registered Address: arc4, 41 Clarendon Road, Sale, Manchester, M33 2DY
Email : businessteam@arc4.co.uk Web : www.arc4.co.uk
arc4 Limited, Registered in England & Wales 6205180 VAT Registration No: 909 9814 77
Directors Helen Brzozowski and Michael Bullock

Executive Summary

Introduction

The Barnsley Metropolitan Borough Council (MBC) strategic housing market assessment (SHMA) 2020 provides the up to date evidence to inform the five-year review of the Local Plan (2014-2033) and the council's Housing Strategy (2014-33).

The key purpose of the SHMA is to provide detailed, robust and defensible evidence to the Council. It considers the need for affordable housing and the size, type and tenure of housing need for specific groups within the borough. This research provides an up-to-date analysis of the social, economic, housing and demographic characteristics of the area.

The SHMA (2020) method incorporates:

- extensive review, analysis and modelling of existing (secondary) data;
- a comprehensive household survey (1,383 responses were received representing an 10.4% response rate); and
- an online survey of stakeholders which included 18 representatives from strategic and local organisations.

The evidence base for the SHMA has been prepared in accordance with the requirements of the February 2019 National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG) and the findings provide an up-to-date, robust and defensible evidence base for policy development, in accordance with Government policy and guidance.

For the purpose of clarity, the term 'Barnsley' used in this report refers to the Barnsley MBC local authority area.

Housing market context

House prices

Median house prices in Barnsley have consistently tracked below those of the Yorkshire and the Humber region since the year 2000 (source: Land Registry Price Paid Data). Compared to England, Barnsley's median prices have been considerably lower, and the gap has widened over time. During 2019, median prices in Barnsley were £127,500, compared with £159,950 across Yorkshire and the Humber and £235,000 across England (source: Land Registry Price Paid Data).

Dwelling stock and household profiles

According to the Valuation Office Agency (VOA), in 2019 there was a total of 111,570 dwellings (source: 2019 VOA) in the borough. There was an estimated 2,163 (source: 2019 Council Tax. This compares with a MHCLG vacant dwelling stock estimate of 2,868 in 2018), dwellings (1.9%) which were not occupied. This compares with a national vacancy rate of 2.5% (source: 2017 MHCLG dwelling stock estimates and 2018 MHCLG vacant stock estimates). Accordingly, this study uses a base of 109,459

households across Barnsley (source: 2014-based ONS household projections for 2020).

Based on the 2020 household survey data, the tenure profile of Barnsley is:

- 64.3% owner occupied (38.3% owned outright and 26.0% owned with a mortgage or loan);
- 21.4% affordable (16.9% rented from the council, 3.8% rented from a Housing Association and 0.7% intermediate tenure (rent to buy, and shared ownership)); and
- 14.4% private rented or living rent free.

The Valuation Office Agency (2019) reports that the housing type and size profile of Barnsley is:

- 21.6% 1 or 2-bedroom houses;
- 44.5% 3-bedroom houses;
- 11.0% 4 or more-bedroom houses;
- 7.4% 1 or 2-bedroom flats;
- 0.1% 3 or more-bedroom flats;
- 10.4% 1 or 2-bedroom bungalows; and
- 5.0% 3 or more-bedroom bungalows.

Demographic drivers

The Office for National Statistics (ONS) 2016-based population projections estimate a 7.9% increase in population over the period 2019-2033, from 247,400 people in 2019 to 267,000 people in 2033 (source: ONS 2016-based Subnational Population Projections).

The projections reveal a marked increase in the number and proportion of older residents living in Barnsley. The population aged 65+ years is expected to increase by 34.2% from 48,200 in 2019 to 64,700 in 2033 (source: ONS 2016-based Subnational Population Projections). This compares with an increase of 40.1% across England over the same period. Population projections feed into official household projections which form the basis of the standard method for calculating future housing need. However, the do not take into factors such as economic development initiatives which may lead to higher population and household growth.

Economic drivers

Across Barnsley, the household survey (2020) indicated that 51.5% of Household Reference People (source: The term ‘household reference person has replaced the term ‘head of household’ in ONS outputs) are in employment; a further 31.4% are retired; 8.6% are permanently sick or disabled; 5.6% are either looking after the home or provide full-time care; 2.6% are unemployed and available for work and 0.3% are in full-time education or training.

The ONS identifies that across Barnsley, residents' incomes are similar to regional but lower than national averages. Full-time lower quartile earnings in 2019 were £20,401 each year, and in the Yorkshire and the Humber region were £20,575. The lower quartile earnings for England were £22,014.

Full-time median resident incomes in 2019 were £26,464, compared with a regional median income of £27,856 and a national median income of £30,661 (source: ONS 2019 Annual Survey of Hours and Earnings).

Dwelling need, type and mix

The additional dwelling requirement for Barnsley is at least 21,546 additional over the plan period 2014-2033 or 1,134 each year (source: Barnsley Local Plan Adopted January 2019). Over the past five years (2014/15 to 2018/19) an annual average of 894 net new dwellings have been built in the borough, delivery has been on average 240 completions short each year since April 2014 compared to the council's target. Over the previous five years, 25.1% of completions have been affordable dwellings.

Affordable housing need

The scale of the **affordable housing requirements** has been assessed using household survey evidence and further evidence from the Council's housing register. Modelling has been employed in accordance with Planning Practice Guidance (PPG).

For house purchase, modelling assumes a 3.5x household income multiple and any savings/equity available and compares this with the cost of a dwelling priced at the average lower quartile price point across Barnsley. For private renting, modelling has considered the affordability of lower quartile rents and assumes that a household should spend no more than 25% of household income on rents.

On this basis, there is currently an annual flow of 1,672 households in affordable need which is referred to as 'gross' need. Once annual supply through shared ownership sales, social and affordable relets of 1,482 is taken into account, there is a 'net' shortfall of affordable housing of **190** households each year.

Table ES1 shows the breakdown of affordable need by dwelling type, size and sub-area based on gross shortfall. This takes into account existing and newly forming household requirements by sub-area, and those who cannot afford to buy on the open market. The table also shows the net shortfall which takes into account supply through relets and newbuild.

Table ES1 Affordable dwelling type and number of bedrooms required as a proportion (%) of GROSS affordable need

Dwelling type/size	Sub area								BARNSLEY TOTAL
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	
1 and 2-bedroom house	0.0	30.4	16.6	23.0	72.9	20.9	50.1	71.1	38.3
3-bedroom house	90.2	12.8	54.3	48.0	2.9	0.0	0.0	14.7	29.5
4 or more-bedroom house	0.0	0.0	0.0	0.0	0.0	0.0	46.8	0.0	0.8
1-bedroom flat	0.0	41.9	0.0	0.0	4.0	0.0	3.1	9.0	7.6
2 and 3-bedroom flat	0.0	1.4	12.7	0.0	13.6	43.3	0.0	1.5	10.0
1 or 2-bedroom bungalow	9.8	9.2	14.3	29.0	6.0	18.7	0.0	3.7	11.4
3 or more-bedroom bungalow	0.0	4.4	2.1	0.0	0.5	17.1	0.0	0.0	2.5
Other (eg. older persons specialist accommodation)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total gross need	213	147	586	187	153	152	65	170	1,672
Total net need	66	8	314	-48	62	10	-29	-194	190

Source: 2020 household survey

Note: When reviewing need at the sub-area level, it is important to recognise there is a gross shortfall across all sub-areas. The net shortfall is variable and based on available data on lettings and newbuild activity which can vary on an annual basis. Therefore, any negative net need figures should not be interpreted as there being no need in those areas.

There is therefore an overall imbalance between the scale of affordable housing that is needed and the scale of supply on an annual basis. This imbalance justifies the need for a robust affordable housing policy to deliver suitable housing to meet this annual level of unmet need. The actual scale of affordable delivery will be linked to government funding, council funding, housing association development programmes, affordable housing contributions from private housebuilders and the economic viability of development sites.

PPG asks councils to compare their current stock of affordable housing with future need (source: Affordable housing paragraph: 023 Reference ID: 2a-023-20190220). Table ES2 shows that the largest proportion of the current affordable stock is 2-bedroom dwellings, yet the level of need is a greater by 9.9%. The proportion of 1-bedroom dwellings in the stock is some 9.3% greater than the need for them. Sub areas with the greatest concentrations of 1-bedroom dwellings are Bolton, Goldthorpe and Thurnscoe, South Barnsley and Worsbrough. This data is presented as it is a requirement of PPG but it may not reflect the levels of re-let supply generated by the stock.

Table ES2 Comparison between current stock and annual gross need

Number of bedrooms	Current Stock	%	Annual gross need %	Variance
1-bedroom	834	22.7	13.4	9.3
2-bedroom	1,723	47.0	56.8	-9.9
3-bedroom	1,011	27.6	27.8	-0.2
4-bedroom	98	2.7	1.5	1.2
5-bedroom	3	0.1	0.5	-0.4
Total	3,669	100.0		

Sources: Regulator of Social Housing Statistical Data Return 2019 (current supply) and household survey 2020

The latest evidence on an appropriate affordable tenure split is presented in Table ES3 alongside the current splits detailed in the Affordable Housing Supplementary Planning Document (May 2019). The SHMA would suggest that an overall target of at around 60% social and affordable rented housing and 40% intermediate tenure housing should be applied, subject to viability. This is based on the tenure preferences of existing and newly forming households. Sub-areas have significantly different requirements to the borough average.

Table ES3 Affordable tenure split by sub area					
	Affordable tenure preferences			SPD split	
Settlement	Affordable/ social rented	Intermediate tenure	Total	Affordable/ social rented	Intermediate tenure
Bolton, Goldthorpe and Thurnscoe	48.0%	52.0%	100%	80%	20%
Darton and Barugh	72.3%	27.7%	100%	50%	50%
Hoyland, Wombwell and Darfield	65.8%	34.2%	100%	80%	20%
North Barnsley and Royston	87.2%	12.8%	100%	80%	20%
Penistone and Dodworth	91.8%	8.2%	100%	67%	33%
Rural East	35.8%	64.2%	100%	80%	20%
Rural West	20.7%	79.3%	100%	67%	33%
South Barnsley and Worsbrough	63.5%	36.5%	100%	80%	20%
Barnsley Total	**62.1%**	**37.9%**	**100%**		

Source: 2020 household survey

Overall mix of housing

The overall market mix by dwelling type, size and tenure is summarised in Tables ES4 (by number of dwellings). This is based on a detailed assessment of the relationship between households and dwellings and how this is expected to change over the plan period to 2033 which is explained fully in the main report. The tables illustrate the mix based upon the adopted Local Plan for Barnsley that 1,134 dwellings would be required each year, and assuming that 80% are market, 12% are affordable and 8% are intermediate, subject to viability testing. Analysis indicates the following overall dwelling mix: 1-bedroom (5%), 2-bedroom (32.0%), 3-bedroom (47.5%) and four or more-bedroom 15.5%. Regarding dwelling type, analysis suggests a broad split of 77.1% houses, 7.9% flats, 14.4% bungalows or level-access accommodation and 0.6% other.

Table ES4 Overall dwelling type/size and tenure mix under baseline demographic scenario					
Dwelling type/size	**Tenure**			**Total number**	**Total %**
	Market (80%)	Affordable (12%)	Intermediate (8%)		
1-bedroom house	1	0	0	1	0.1
2-bedroom house	170	52	2	225	19.8
3-bedroom house	393	40	40	473	41.7
4+ bedroom house	152	1	23	176	15.5
1-bedroom flat	22	10	1	33	2.9
2-bedroom flat	35	14	7	56	4.9
3+ bedroom flat	1	0	0	1	0.1
1-bedroom bungalow	20	1	1	22	1.9
2-bedroom bungalow	55	14	13	83	7.3
3+ bedroom bungalow	52	3	4	59	5.2
1-bedroom other	1	0	0	1	0.1
2-bedroom other	0	0	0	0	0.0
3 + bedroom other	6	0	0	6	0.5
Total	907	136	91	1,134	100.0
Dwelling Type	Market (80%)	Affordable (12%)	Intermediate (8%)	**Total number**	**Total %**
House	716	93	65	874	77.1
Flat	58	24	8	90	7.9
Bungalow	127	19	18	163	14.4
Other	7	0	0	7	0.6
Total	907	136	91	1,134	100.0
Number of bedrooms	Market (80%)	Affordable (12%)	Intermediate (8%)	**Total number**	**Total %**
1	41	13	2	57	5.0
2	263	78	22	363	32.0
3	451	43	44	539	47.5
4	152	1	23	176	15.5
Total	907	136	91	1,134	100.0

Source: 2020 household survey

Note rows and columns may not sum correctly due to the rounding of decimals

The housing requirements of other groups

According to official household projections the number of households headed by someone aged 60 and over is expected to increase by 29.8% by 2033.

According to household survey data just over half of older people aged 65 and over (51.8%) wanted to continue to live in their current home with support when needed. 12.5% were planning to move in the next five years. Information from the household survey reveals a need to build smaller dwellings, particularly flats and bungalows or level access accommodation for older people in the general market and specialist older persons housing provision.

Reasons for older people wanting to move include health problems and not being able to manage the existing property as it is too big, which increases as a reason with ageing.

The preference of older people varies across Barnsley. Two-bedroom flats are a popular choice for all older households and particularly for those wanting to move to Darton and

Barugh and Hoyland, Wombwell and Darfield. According to the household survey (table 6.1) bungalows of any size are not a popular choice. In Bolton, Goldthorpe and Thurnscoe there is a clear preference for 2-bedroom houses. The above remarks regarding bungalows applies to the preferences of older people. Many younger households consider a bungalow to be a popular choice. This is a feature of Barnsley's local housing market which has a high proportion of bungalows generally (15% of all dwellings) compared to the rest of England (10% of all dwellings). Some of Barnsley's sub-areas have 25% of the local stock in the form of bungalows. In some sub-areas, the bungalow is the predominant house type

Across Barnsley, there are currently around 3,671 units of specialist older persons accommodation. It is estimated that an additional 893 units of specialist older person (planning use class C3) and 789 units of residential care (use class C2) will be required by 2033; 1,681 in total. The SHMA does not specify the precise nature of specialist older person dwellings to be built. This is to allow flexibility in delivery and PPG states that 'any single development may contain a range of different types of specialist housing' (source: PPG June 2019 Paragraph: 010 Reference ID: 63-010-20190626).

A key conclusion is that there needs to be a broader housing offer for older people across Barnsley and the SHMA has provided evidence of the scale and range of dwellings needed.

Regarding housing for people with a health or disability related need, the 2020 household survey indicates that 31.7% of all residents have an illness/disability. This compares with 24.4% residents having bad/very bad health reported in the 2011 Census.

High proportions of households with health problems or disabilities want to continue living in their own home and renting from the council is also a popular option. Around 7.4% of households currently live in dwellings that have either been purpose-built or adapted for someone with an illness or disability. There is expected to be an increase of around 905 dwellings needing major adaptation across all households to 2033.

Given the ageing population of the area and the identified levels of disability amongst the population, it is recommended that 6% of new dwellings are built to wheelchair accessible M4(3) standard and a minimum of 25.6% all new dwellings are built to M4(2) accessible and adaptable standard.

Although it is a challenge to quantify the precise accommodation and support requirements, the SHMA has helped to scope out where needs are arising and has provided indicators of specific needs across various needs groups.

1. Introduction

Background, aims and objectives

1.1 The Barnsley Metropolitan Borough Council (MBC) Strategic Housing Market Assessment (SHMA) has been commissioned by the council to inform the five-year review of the Local Plan (2014-2033) and the council's Housing Strategy (2014-33). The SHMA will provide detailed, robust and defensible evidence of housing need in the borough to the council.

Aims

1.2 The aims of the SHMA are to:

- provide a breakdown of housing by type, tenure and size (bedrooms) and whether or not there is a surplus or shortfall of dwellings of various types/tenure/sizes across the sub-market areas;
- provide a breakdown of overall affordable housing need by type, tenure and size (bedrooms) and whether or not there is a surplus or shortfall of dwellings of various types/tenures/sizes across the sub-market area;
- determine an appropriate mix of affordable housing across affordable rent, shared ownership and affordable homeownership; and
- produce evidence of the need for certain types of housing and the needs of different groups, including but not necessarily limited to:
  - new build/family private rented sector housing;
  - supported/adapted housing requirements;
  - town centre living demand;
  - need/aspirations for larger family units;
  - need/aspirations for older persons accommodation (retirement, sheltered, extra care);
  - houses in Multiple Occupation (HMO) and
  - community housing need in villages.

Geography

1.3 Barnsley is a metropolitan borough within South Yorkshire located in the Yorkshire and Humber region in England. For clarification, the terms 'Barnsley MBC' and 'Barnsley' are used in this report to refer to the local authority district which includes Barnsley town itself and the surrounding smaller settlements.

1.4 Barnsley MBC is located at the midpoint between the two main cities in the region: Leeds to the north and Sheffield to the south. Barnsley is also a gateway to the Peak District National Park.

1.5 The resident population of Barnsley is estimated to be **245,199** (source: 2018 mid-year estimate, ONS) in 2018.

1.6 Map 1.2 illustrates the geographical context of Barnsley MBC and the neighbouring local authorities.

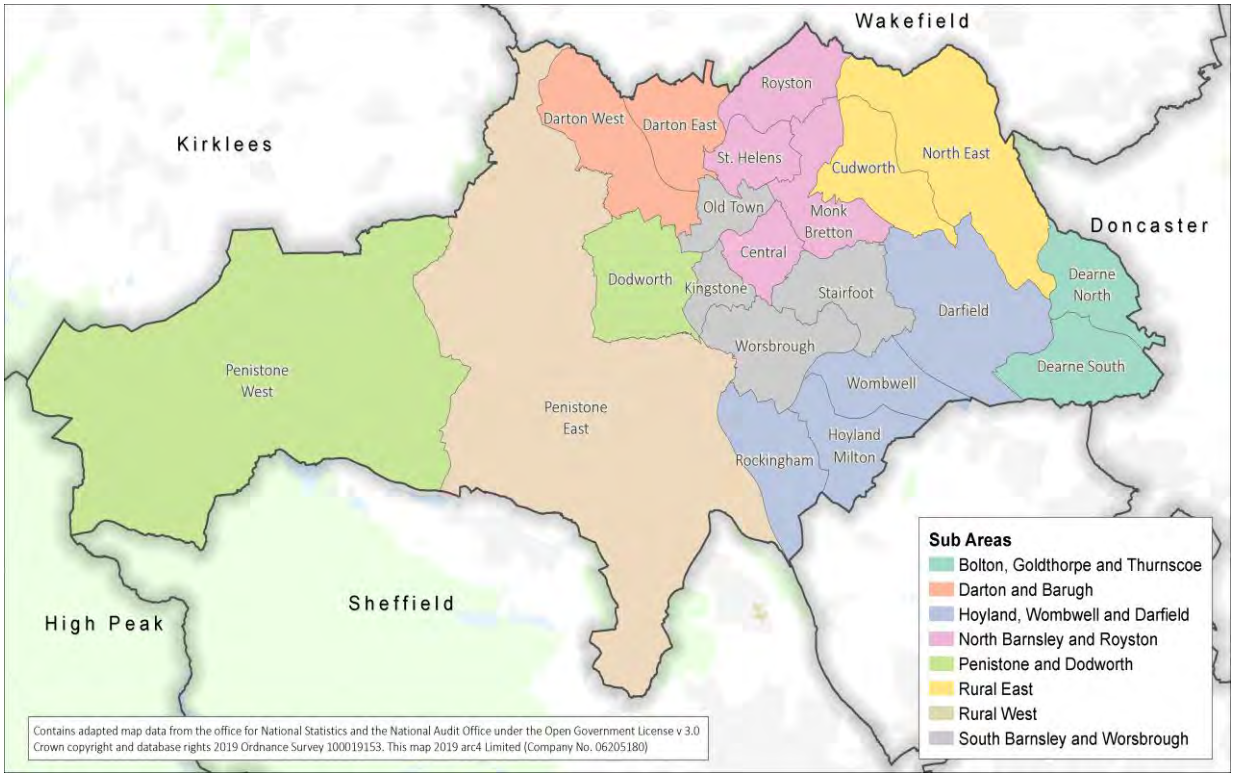
1.7 Barnsley consists of eight sub-market areas which can be seen on Map 1.1. These are:

- Bolton, Goldthorpe and Thurnscoe;
- Darton and Barugh;
- Hoyland, Wombwell and Royston;
- Penistone and Dodworth;
- Rural East;
- Rural West; and
- South Barnsley and Worsbrough.

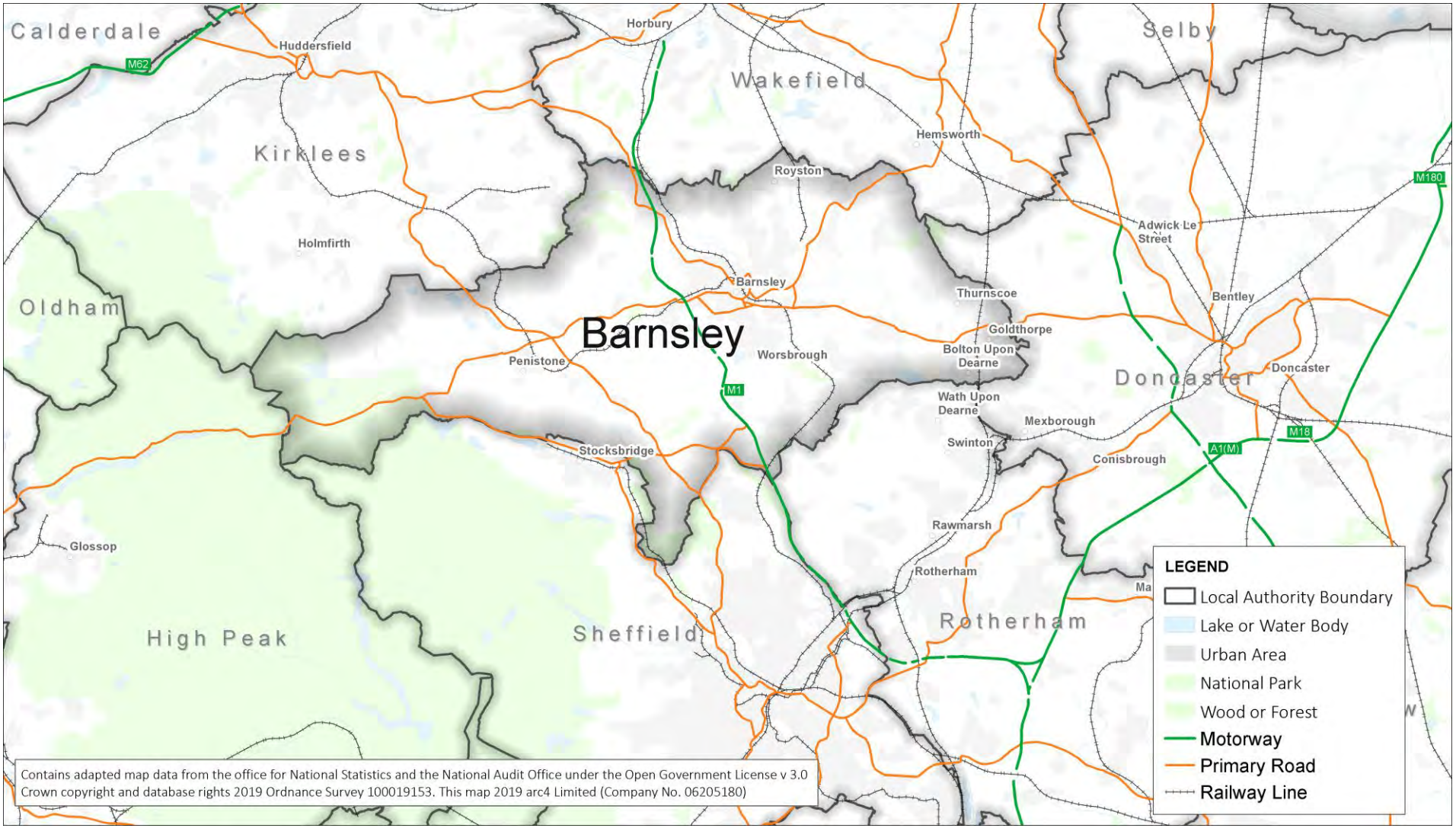
1.8 Household survey data is available down to postcode level, and for the purposes of this report, data has been presented based on the eight areas outlined above. These will be referred to as sub-areas in this report.

1.9 Lower Super Output Areas (LSOAs) have been used to present data on housing market activity as this provides detail at a small area level.

Map 1.1 Barnsley MBC wards and sub-areas



Map 1.2 Barnsley MBC geographical context



Research methodology

1.10 A multi-method approach has been adopted, which contains:

- a sample survey of households across Barnsley. 13,336 households in Barnsley were contacted during January and February 2020 and invited to complete a questionnaire. 1,383 questionnaires were returned and used in data analysis. This represents an 10.4% response rate overall and a sample error of +/-2.6% at the borough level;
- an online survey of stakeholders which included 18 representatives from strategic and local organisations;
- a review of relevant secondary data including the 2011 Census, house price trends, ONS sub-national population projections and 2014 MHCLG household projections, CORE lettings data and MHCLG statistics; and
- modelling of data.

1.11 Further information on the research methodology is presented in Appendix A.

Presentation of data

1.12 Data presented in this report is based on the 2020 household survey carried out as part of the SHMA, unless otherwise stated. Where possible, data are 'triangulated' which means several sources are drawn upon to establish robust output.

1.13 It is important to note that survey responses have been weighted to correct for response bias and then grossed up to reflect the total number of households and this process is explained in Appendix A. All survey information presented in this report is for weighted and grossed responses which are rounded up where appropriate. When survey responses are reported, base numbers can vary due to the number of respondents who choose to answer each question.

Report structure

1.14 The Barnsley MBC SHMA 2020 report is structured as follows:

Chapter 2 reviews the national and regional policy context within which the research needs to be positioned.

Chapter 3 considers the main features of the housing market dynamics including house price and rental trends, migration and travel to work patterns.

Chapter 4 reviews the current housing stock and provides a detailed analysis of the main tenures.

Chapter 5 considers the need for affordable housing.

Chapter 6 considers household groups with particular housing needs including those with a disability and additional needs.

Chapter 7 sets out an assessment of dwelling type and mix for future housing development; and

Chapter 8 concludes the report with a summary of findings and a consideration of strategic issues.

1.15 The report includes a technical appendix, which provides detailed material that underpins the core outputs of the SHMA. The technical appendix material includes:

- Research methodology (Appendix A).
- Policy review (Appendix B).
- Affordable housing need calculations (Appendix C).
- Dwelling type and mix modelling (Appendix D).
- Stakeholder survey (Appendix E).
- Affordable housing definitions (Appendix F).

2. Policy and strategic review

2.1 The purpose of this chapter is to set out the policy and strategic context for housing delivery in Barnsley MBC.

National Planning Policy Framework

2.2 The latest National Planning Policy Framework (NPPF) was published in February 2019 which is supported by Planning Practice Guidance (PPG). The NPPF 2019 sets out the Government's planning policies for England and how these are expected to be applied. Appendix A sets out the paragraphs of the NPPF relevant to this study. The SHMA focuses in particular on the size, type and tenure of housing need for different groups of the community as set out in paragraph 61 of the NPPF.

2.3 The NPPF 2019 also sets out definitions relating to affordable housing which can be found at Appendix F of the SHMA.

Local context

Strategy and Policy

2.4 The council's Corporate Plan for 2017-2020 (https://www.barnsley.gov.uk/media/4264/corporate-plan-2017-20.pdf) has three priorities:

- a thriving and vibrant economy;
- people achieving their potential; and
- strong and resilient communities.

2.5 It provides an ambitious plan for change, improvement and growth to achieve the vision, 'working together for a brighter future, a better Barnsley'.

2.6 The Barnsley Local Plan (https://www.barnsley.gov.uk/media/9924/local-plan-adopted.pdf) was adopted in January 2019. It guides future development up to 2033. The plan contains five objectives to deliver substantial and sustainable economic growth with a focus of growth in urban Barnsley and its principal towns. The objective relating to housing is to, 'Widen the choice of high-quality homes'.

2.7 The key policies to note from the Housing section of the plan are:

- Seek to achieve the completion of at least 21,546 net additional homes during the period 2014 to 2033 (policy H1).
- Housing proposals will be expected to include a broad mix of house size, type and tenure to help create mixed and balanced communities. Homes must be suitable for different types of households and be capable of being adapted to meet the changing needs of the population (Policy H6); and
- Housing developments of 15 or more dwellings will be expected to provide affordable housing. 30% affordable housing will be expected in Penistone and Dodworth and Rural West, 20% in Darton and Barugh, 10% in Bolton,

Goldthorpe, Thurnscoe, Hoyland, Wombwell, Darfield, North Barnsley and Royston, South Barnsley and Worsbrough and Rural East (Policy H7).

2.8 New and updated Supplementary Planning Documents (SPD) have been produced following the adoption of the Local Plan. The SPD Affordable Housing (https://www.barnsley.gov.uk/media/10927/affordable-housing-spd.pdf) (May 2019) currently sets an affordable housing tenure split between affordable homes for rent and home ownership. The percentage allocated for affordable homes to rent varies between 67% and 80% according to sub-area.

2.9 The council's Housing Strategy 2014-2033 has five strategic objectives:

- support new housing development;
- build high quality, desirable and sustainable homes;
- make best use of and improve existing housing stock;
- develop strong and resilient communities; and
- support younger, older and vulnerable people to live independently.

Previous SHMAs

2.10 Barnsley's latest Strategic Housing Market Assessment (SHMA) was published in 2014. A SHMA addendum was published in 2017 focused on revising the objectively assessed housing need (OAHN) figure. The addendum concluded a jobs-led scenario based OAHN figure of 1,134 homes per annum.

2.11 Given that the Local Plan has recently been adopted, the scope of this 2020 Strategic Housing Market Assessment does not include revisiting the Objectively Assessed Housing Need or associated work to establish if the Housing Market Area warrants being adjusted. The focus of this SHMA has been outlined in paragraph 1.2 above.

Concluding comments

2.12 The main purpose of this chapter has been to consider the general policy and strategic context within which this research needs to be positioned. The Government has established its housing and planning priorities within the context of local decision-making and accountability, reduced capital expenditure on housing, made fundamental changes to welfare, a changing role for social rented housing, and a need for future housing investment to support economic growth.

2.13 The importance of having robust and up-to-date information to help inform decision making at local authority level is evermore essential. In a challenging economic climate, this SHMA provides the council with an excellent range of material to inform the five-year review of the Local Plan (2014-2033) and the council's Housing Strategy (2014).

3. Understanding housing market dynamics in Barnsley

Introduction

3.1 The purpose of this chapter is to assess the geographical context of the housing market in Barnsley and its inter-relationships with other areas. By reviewing house prices, migration and travel to work patterns, a picture of the dynamics of the Barnsley local housing market emerges.

3.2 This chapter considers house price trends, relative affordability, household migration, travel-to-work patterns and dwelling completions data for the borough.

House price trends

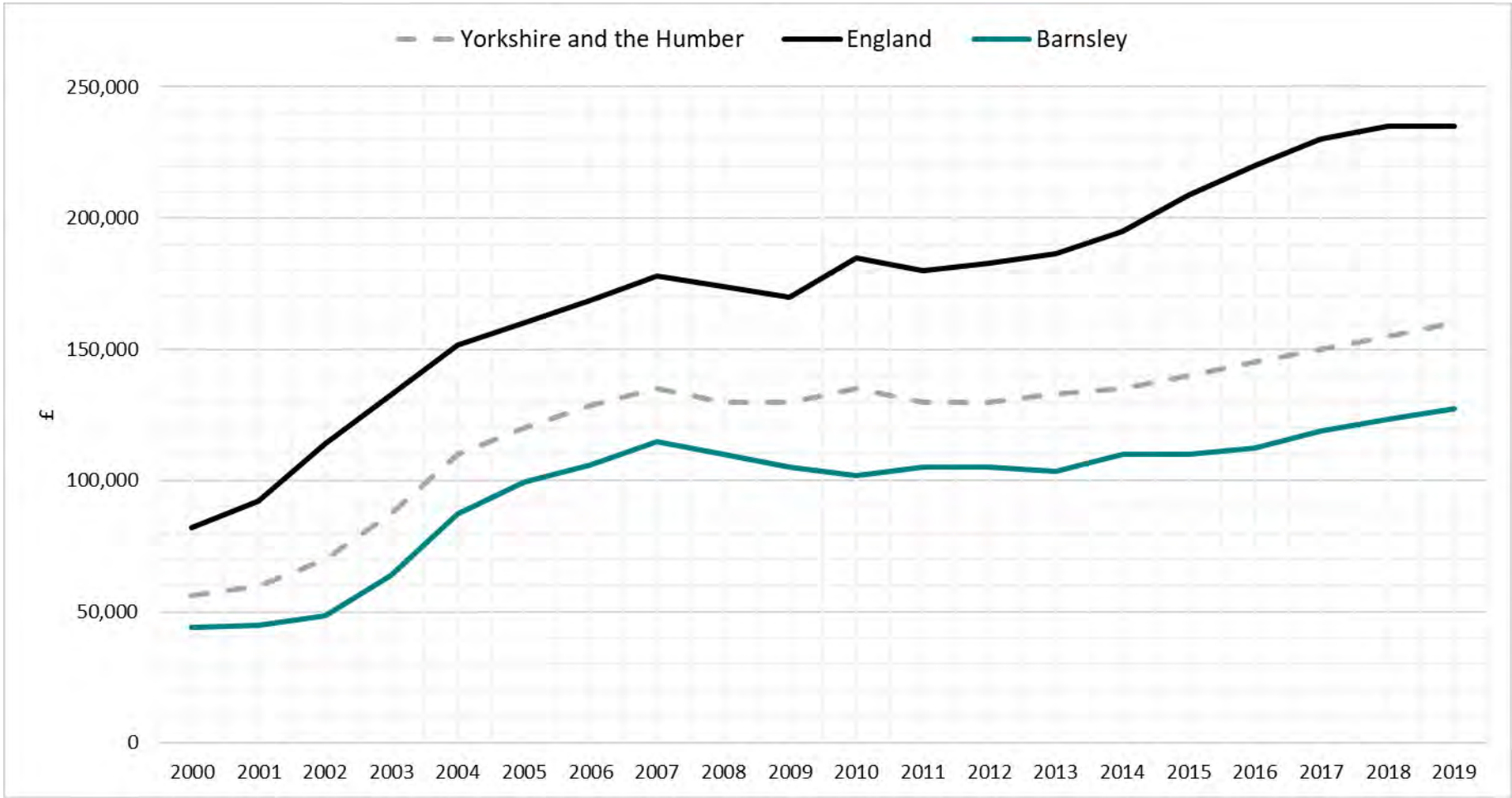
3.3 Figure 3.1 shows how house prices in Barnsley have changed over the years 2000 to 2019, based on full-year Land Registry price paid data. This is compared with Yorkshire and the Humber and England.

3.4 Median house prices in Barnsley have consistently tracked below the Yorkshire and the Humber region since 2000. Compared to England, Barnsley's median prices have been considerably lower, and the gap has widened over time.

3.5 Median house prices in Barnsley increased by more than two and half times in the period 2000-2007, rising from £44,000 in 2000 to £114,700 in 2007. The next five years saw price decline and stagnation, reflecting regional and national trends, with prices overall falling from £112,000 to £105,000. Since 2012 prices have continued to fluctuate with an overall trend of growth since 2015. The median prices in 2019 are the highest reported locally at £127,500.

3.6 In 2000, Barnsley had the lowest median house prices amongst the group of six neighbouring areas and in 2019 Barnsley was second lowest to Doncaster. This is set out in Table 3.1 alongside percentage change. Overall, median prices have increased from £44,000 in 2000 to £127,500 in 2019, an increase of +189.8%. The rate of growth in Barnsley is the second highest amongst the neighbouring authorities. The growth in Barnsley has been slightly higher than that experienced across the Yorkshire and the Humber region (+185.6%) and England (+186.6%).

Figure 3.1 Median house price trends 2000 to 2019: Barnsley, Yorkshire and the Humber and England



Source: MHCLG (2000 to 2010) and Land Registry Price Paid (2011 onwards)

Table 3.1 Comparative median house price change 2000 2019 with neighbouring authorities, Yorkshire and the Humber region and England

Location	Median price (£)		% Change 2000 2019
	2000	2019	
Sheffield	53,000	156,515	195.3
Barnsley	**44,000**	**127,500**	**189.8**
High Peak	64,000	185,000	189.1
England	**81,995**	**235,000**	**186.6**
Yorkshire and the Humber	**56,000**	**159,950**	**185.6**
Kirklees	53,000	150,000	183.0
Wakefield	53,500	150,000	180.4
Rotherham	49,000	137,000	179.6
Doncaster	46,000	125,000	171.7

Source: MHCLG (2000) and Land Registry Price Paid (2019)

3.7 Table 3.2 examines lower quartile (LQ) prices. Overall, lower quartile prices have increased from £30,000 in 2000 to £85,000 in 2019. Barnsley experienced the lowest LQ values amongst the neighbouring areas for both time points.

3.8 The rate of growth in Barnsley (+183.3%) is ranked second lowest amongst its neighbours. The growth in Barnsley has been below that experienced across England (+184.3%) and the Yorkshire and the Humber region (+187.0%).

3.9 Whilst Barnsley has experienced comparatively low LQ and median prices compared to its comparators, median prices have performed better than LQ prices in terms of rates of increase. It is of note that LQ prices in Doncaster are £6,000 higher than Barnsley in 2019.

Table 3.2 Comparative lower quartile (LQ) house price change 2000 2019 with neighbouring authorities, Yorkshire and the Humber region and England

Location	LQ price (£)		% Change 2000 2019
	2000	2019	
Sheffield	38,000	113,000	197.4
High Peak	48,500	142,000	192.8
Doncaster	31,200	91,000	191.7
Kirklees	37,500	108,000	188.0
Yorkshire and the Humber	**38,500**	**110,500**	**187.0**
Wakefield	38,500	110,000	185.7
England	**53,995**	**153,500**	**184.3**
Barnsley	**30,000**	**85,000**	**183.3**
Rotherham	35,000	96,000	174.3

Source: MHCLG (2000) and Land Registry Price Paid (2019)

3.10 As outlined above, during 2019, median prices in Barnsley were £127,500 and LQ prices were £85,000. Taking 2007 as a baseline, median house prices have increased by +11.2% as a whole and lower quartile prices have remained the same. Tables 3.3 and 3.4 set out comparative house price change by sub-area between 2007 and 2019.

3.11 The analysis for median house price change indicates that whilst all areas have experienced increases there has been variation across the area. South Barnsley and Worsbrough has experienced little growth (+0.3%) and along with Rural East (+8.4%) are the two sub-areas which have seen lower growth than Barnsley as a whole. Darton and Barugh has experienced the largest growth at +30.8%. Rural West had the highest median prices in 2007 and 2019, and prices have increased by +14.0% over this time.

Table 3.3 Comparative median house price change 2007 2019 for LA and at sub area level

Location	Median price by year (£)		% change 2007 2019
	2007	2019	
Bolton, Goldthorpe and Thurnscoe	82,750	94,000	13.6
Darton and Barugh	129,950	169,998	30.8
Hoyland, Wombwell and Darfield	107,750	120,000	11.4
North Barnsley and Royston	107,000	123,750	15.7
Penistone and Dodworth	153,750	180,000	17.1
Rural East	112,500	122,000	8.4
Rural West	208,500	237,750	14.0
South Barnsley and Worsbrough	107,725	108,000	0.3
Barnsley	**114,700**	**127,500**	**11.2**

Source: Data produced by Land Registry © Crown copyright 2019

3.12 The analysis for LQ price change indicates that whilst Barnsley as a whole experienced no change, both increases and decreases were experienced at the sub-area level. North Barnsley and Royston saw little change (-0.1%), similar to the area as a whole. Whereas in South Barnsley and Worsbrough prices saw the largest decrease; almost ten percent (-9.6%). In Darton and Barugh and Rural West prices increased by the largest amount in the borough; +19.6% and +18.2% respectively.

Table 3.4 Comparative LQ house price change 2007 2019 for LA and at sub area Level

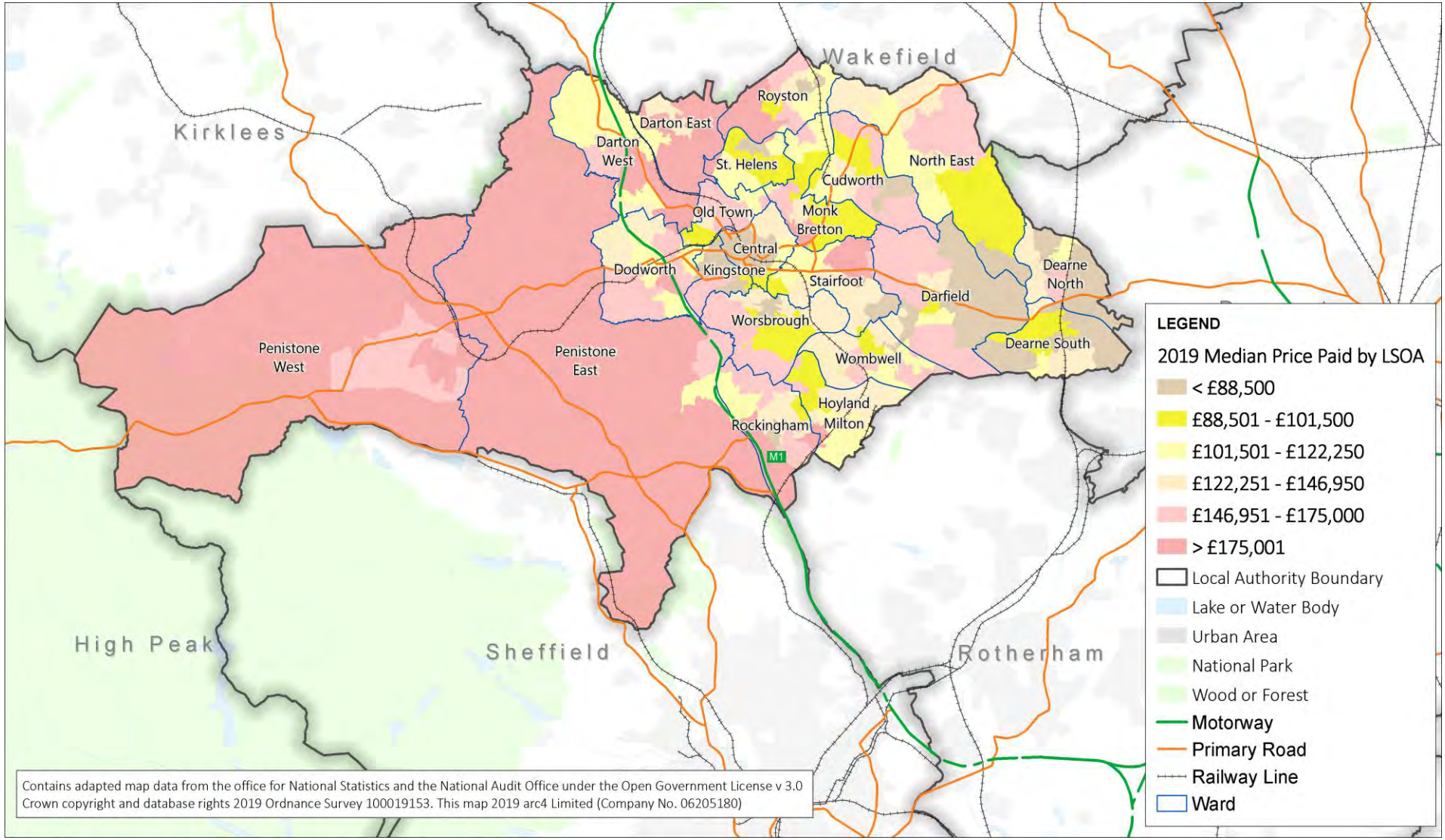
Location	LQ price by year (£)		% change 2007 2019
	2007	2019	
Bolton, Goldthorpe and Thurnscoe	66,748	64,000	-4.1
Darton and Barugh	102,000	122,000	19.6
Hoyland, Wombwell and Darfield	82,950	85,000	2.5
North Barnsley and Royston	85,125	85,000	-0.1
Penistone and Dodworth	119,950	131,000	9.2
Rural East	86,000	88,000	2.3
Rural West	146,000	172,500	18.2
South Barnsley and Worsbrough	83,000	75,000	-9.6
Barnsley	**85,000**	**85,000**	**0.0**

Source: Data produced by Land Registry © Crown copyright 2019

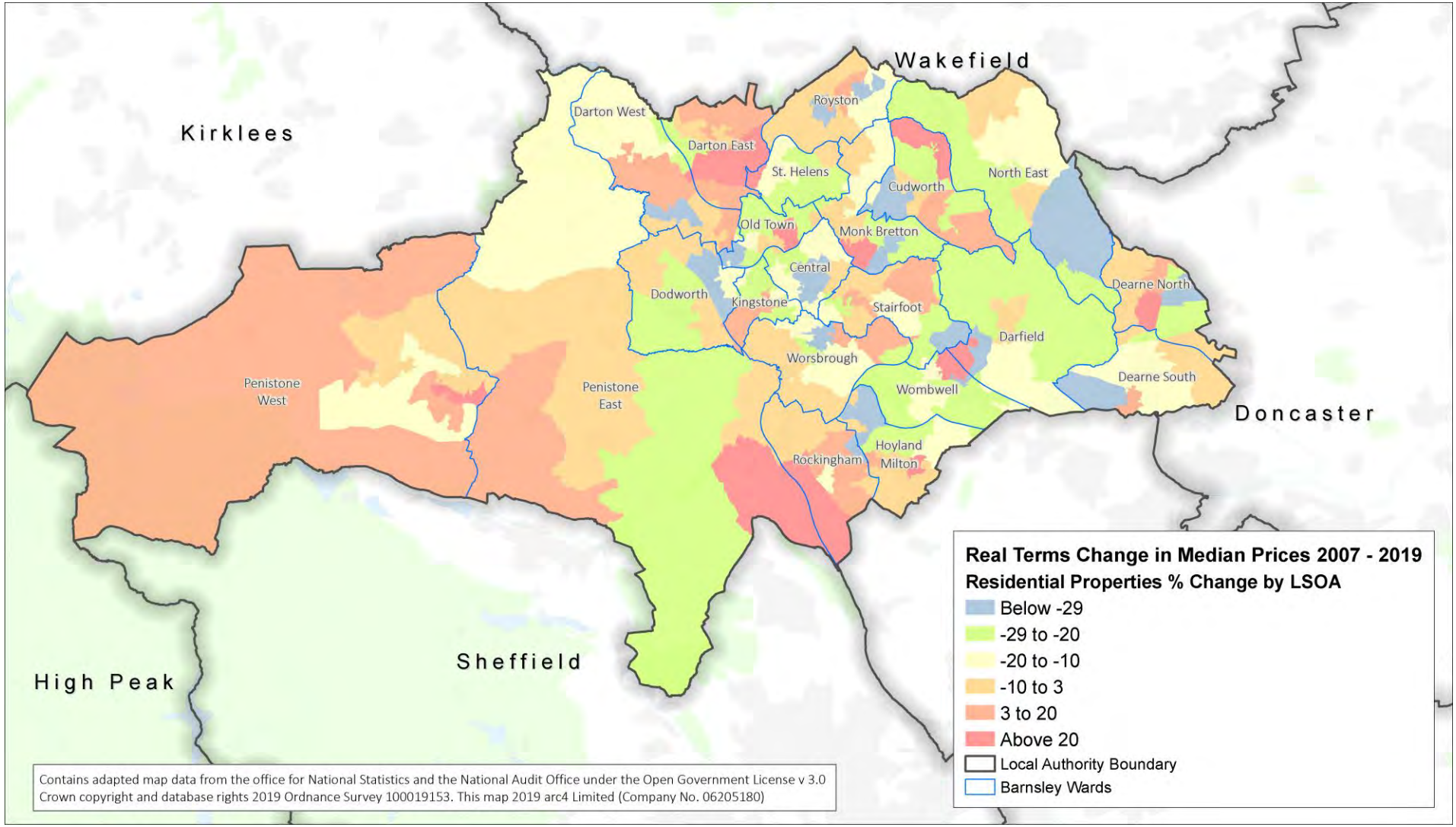
3.13 Further detail on median sale prices, visualised at a small area level (Lower Super Output Areas) can be found in Map 3.1. This shows that higher value sales dominate in the western side of the borough whereas mid and lower value sales are found in the east. The eastern side of the borough does contain a mix of values across the scale; there are no blocks of wards which only contain median sales of below £101,500 (the lowest two bands). The far eastern corner of the borough (the wards of Darfield, Dearne North and Dearne South) contains the highest concentration of median sales below £88,500.

3.14 Map 3.2 explores real house price change over a 12-year period, 2007 to 2019, in the borough. It uses the treasury Gross Domestic Product (GDP) deflator and median prices. The map indicates that there is a geographical spread across the borough of both increasing and declining house prices, particularly in the east. In the east, geographical neighbours have experienced very different outcomes in terms of real house price change There are more areas which have seen a real terms decline in median prices of more than minus 29% than those which could be considered ‘hotspots’ at more than a plus 20% increase.

Map 3.1 Median house prices 2019 by within the LSOAs of Barnsley



Map 3.2 Median real house price percentage change, 2007 to 2019, within the LSOAs of Barnsley



Relative affordability

3.15 The relative affordability of open market dwellings in Barnsley is compared with the other neighbouring local authorities, the region and England. Tables 3.5 and 3.6. produced by ONS, are based on a ratio of gross earnings to house prices using Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.

3.16 Relative affordability of lower quartile (LQ) price to LQ earnings is ranked, based on 2018 least-to-most affordable ratios in Table 3.5. The table presents both the ratio for people who work in Barnsley (workplace-based) and those who live in Barnsley (residence-based). For both ratios, Barnsley is ranked bottom in the table, Barnsley is more affordable than all of its six neighbouring authorities, the region and England. Barnsley has a LQ house price to income ratio in 2018 of 4.66 (workplace-based), i.e. lower quartile house prices are 4.66x LQ gross earnings. The ratios show that LQ prices are more affordable to Barnsley workers than Barnsley residents, although the differences are small.

Table 3.5 Relative affordability of lower quartile (LQ) prices by local authority area, Yorkshire and Humber and England, workplace based and residence based, 2016 2018.

Area	Workplace based			Area	Residence based		
	2016	2017	2018		2016	2017	2018
High Peak	7.11	7.35	7.98	**England**	**7.16**	**7.26**	**7.29**
England	**7.16**	**7.26**	**7.29**	High Peak	6.61	6.37	7.04
Sheffield	5.43	5.57	5.85	**Yorkshire & Humber**	**5.63**	**5.73**	**5.82**
Yorkshire and Humber	**5.63**	**5.73**	**5.80**	Sheffield	5.51	5.6	5.78
Kirklees	5.59	5.36	5.48	Wakefield	5.32	5.69	5.6
Wakefield	5.32	5.64	5.42	Kirklees	5.34	5.09	5.18
Rotherham	5.14	5	5.21	Rotherham	5.26	5.15	5.18
Doncaster	5.16	5.33	4.75	Doncaster	5.17	5.29	4.93
Barnsley	**4.45**	**4.43**	**4.66**	**Barnsley**	**4.42**	**4.44**	**4.58**

Sources: ONS Ratio of house price to workplace-based and residence-based earnings

3.17 Table 3.6 shows the relative affordability based on median prices and earnings. For median prices Barnsley is ranked second bottom in the table. It is more affordable than the region, England and five of the neighbouring authorities but is less affordable than Doncaster. The district has a median house prices to income ratio of 5.14x (workplace-based).

Table 3.6 Relative affordability of median prices by local authority area, Yorkshire and Humber and England, workplace based and residence based, 2016 2018

Area	Workplace based			Area	Residence based		
	2016	2017	2018		2016	2017	2018
England	**7.72**	**7.91**	**8.00**	**England**	**7.72**	**7.91**	**8.00**
High Peak	7.07	7.28	7.81	High Peak	6.65	6.28	6.65
Yorkshire and Humber	**5.78**	**5.89**	**5.95**	**Yorkshire and Humber**	**5.78**	**5.90**	**5.95**
Kirklees	5.68	5.69	5.75	Wakefield	5.6	5.82	5.77
Sheffield	5.22	5.52	5.7	Sheffield	5.37	5.58	5.71
Wakefield	5.51	5.79	5.54	Kirklees	5.47	5.36	5.55
Rotherham	5.35	5.2	5.38	Rotherham	5.43	5.15	5.32
Barnsley	**4.64**	**4.92**	**5.14**	**Barnsley**	**4.81**	**4.88**	**5.12**
Doncaster	5.07	5.19	4.81	Doncaster	5.08	5.22	4.81

Sources: ONS Ratio of house price to workplace-based and residence-based earnings

Household migration

Recently formed households

3.18 The 2020 household survey identified that 30.8% of households had moved home in the preceding five years.

3.19 In terms of the tenure of households who moved home in the previous five years:

- 38.2% previously lived in owner-occupied housing;
- 31.9% previously lived in private rented or tied housing;
- 16.5% had been living with family or friends;
- 11.6% had lived in affordable housing (including social rented, shared ownership and shared equity); and
- 1.9% had been living in another tenure.

3.20 Of households who moved home in the previous five years the main reasons for moving home were (respondents were asked to tick all that apply):

- 30.5% wanted a nicer house;
- 18.4% wanted a garden or bigger garden;
- 17.8% wanted off street parking or a garage;
- 17.1% wanted to live in a nicer area; and
- 16.5% said they were forced to move

3.21 30.4% said they are planning to move home again within the next five years, with 4.2% stating they would like to move but are unable to.

3.22 Of those planning to move home again:

- 82.5% would like to move home to a house;
- 16.4% to move home to a bungalow; and

- 1.1% wanted to move home to a flat.

3.23 Of those planning to move home again,

- 41.5% thought they would most likely move into a home where they would be an owner-occupier;
- 31.6% said that they were most likely to move to affordable housing; and
- 26.9% said they were most likely to rent privately.

Moving households

3.24 The 2020 household survey found that 22.8% households plan to move in the next five years. A further 6.8% of households would like to move but are unable to. Over half of these households said that this is because they cannot afford to move (54.8%).

3.25 The household survey identified the following characteristics relating to those households planning to move in the next five years:

3.26 In terms of the number of bedrooms:

- 41.8% of households would like 3-bedrooms in their next home;
- 30.4% would like 2-bedrooms as a minimum;
- 24.3% would like 4 or more-bedrooms; and
- 3.5% would like 1-bedroom home.

3.27 Regarding type of dwelling:

- 54.2% of households would like a detached house;
- 31.3% would like a bungalow; 7.2% would like a semi-detached house; 4.6% would like a flat or apartment; and
- 2.7% would like a terraced house.

3.28 Regarding type of tenure:

- 58.9% stated they were most likely to live as owner-occupiers;
- 26.6% were most likely to move into affordable housing (including social rented, shared ownership, shared equity, help to buy and rent to buy); and
- 14.5% into private renting/tied accommodation.

3.29 The main reasons why households plan to move are wanting a nicer house (13.3%). 8.8% wanted to move because they cannot manage their existing house and/or stairs.

3.30 Table 3.7 sets out the stated first-choice destination of households planning to move in the next five years. The majority of people (79.7%) want to remain living within Barnsley. Of those planning to move outside of Barnsley, 14.6% of households said they would like to move within Yorkshire.

Table 3.7 First choice destination of households planning to move home in the next five years	
Destination	**% stating as first preference**
Bolton, Goldthorpe and Thurnscoe	6.2
Darton and Barugh	7.0
Hoyland, Wombwell and Darfield	18.4
North Barnsley and Royston	14.1
Penistone and Dodworth	10.6
Rural East	3.5
Rural West	7.6
South Barnsley and Worsborough	12.1
Yorkshire	14.6
Elsewhere in UK	5.9
Outside UK	0.5
Total	100.0
Base (valid responses)	23,878

Source: 2020 household survey

Past trends in housing delivery

3.31 Over the period 2008/09 to 2018/19 there was an average of 828 completions (net) each year across Barnsley and 894 annually over the past five years (Table 3.8). Compared to the Local Plan target of 1,134 completions each year, delivery has been on average 240 completions short each year since April 2014. Over the previous five years, 25.1% of completions have been of affordable housing.

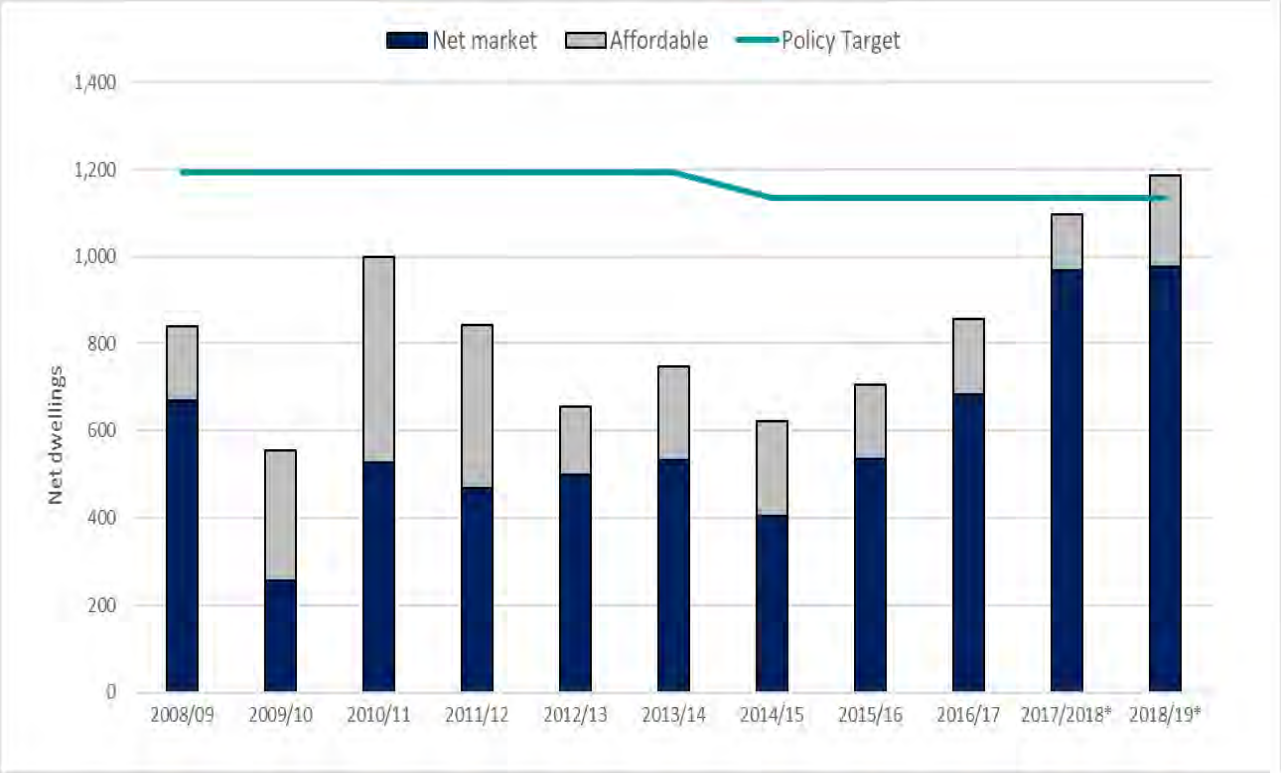
Table 3.8 Dwelling completions 2009/10 to 2018/19				
Year	Market	Affordable	Net	Target
2008/09	671	170	841	1,195
2009/10	256	300	556	1,195
2010/11	526	472	998	1,195
2011/12	468	374	842	1,195
2012/13	499	157	656	1,195
2013/14	532	215	747	1,195
2014/15	405	217	622	1,134
2015/16	537	169	706	1,134
2016/17	684	172	856	1,134
2017/18	968	130	1,098*	1,134
2018/19	977	209	1,186*	1,134
Grand total (11 years)	6,523	2,585	9,108	12,834
Annual average (past 11 years)	593	235	828	1,167
Grand total (past 5 years)	**3,571**	**897**	**4,468**	**5,670**
Annual average (past 5 years)	**714**	**179**	**894**	**1,134**

Notes on table 3.8:

1. Source completions: Barnsley Five Year 'Deliverable' Housing Land Supply Report April 2017 – March 2022; MHCLG Table 1011 Affordable Completions.
2. *Figures for 2017/2018 and 2018/2019 net completions are taken from Examination Consultation Update Housing Trajectory Background Paper https://www.barnsley.gov.uk/media/7497/bp4-bmbc-30-examination-consultation-housing-trajectory-update.pdf
3. Targets: Core Strategy (2008-2026) and Local Plan (2014-2033).
4. This table incorporates MHCLG data on affordable completions to derive a market completion figure based on net completions minus affordable completions.

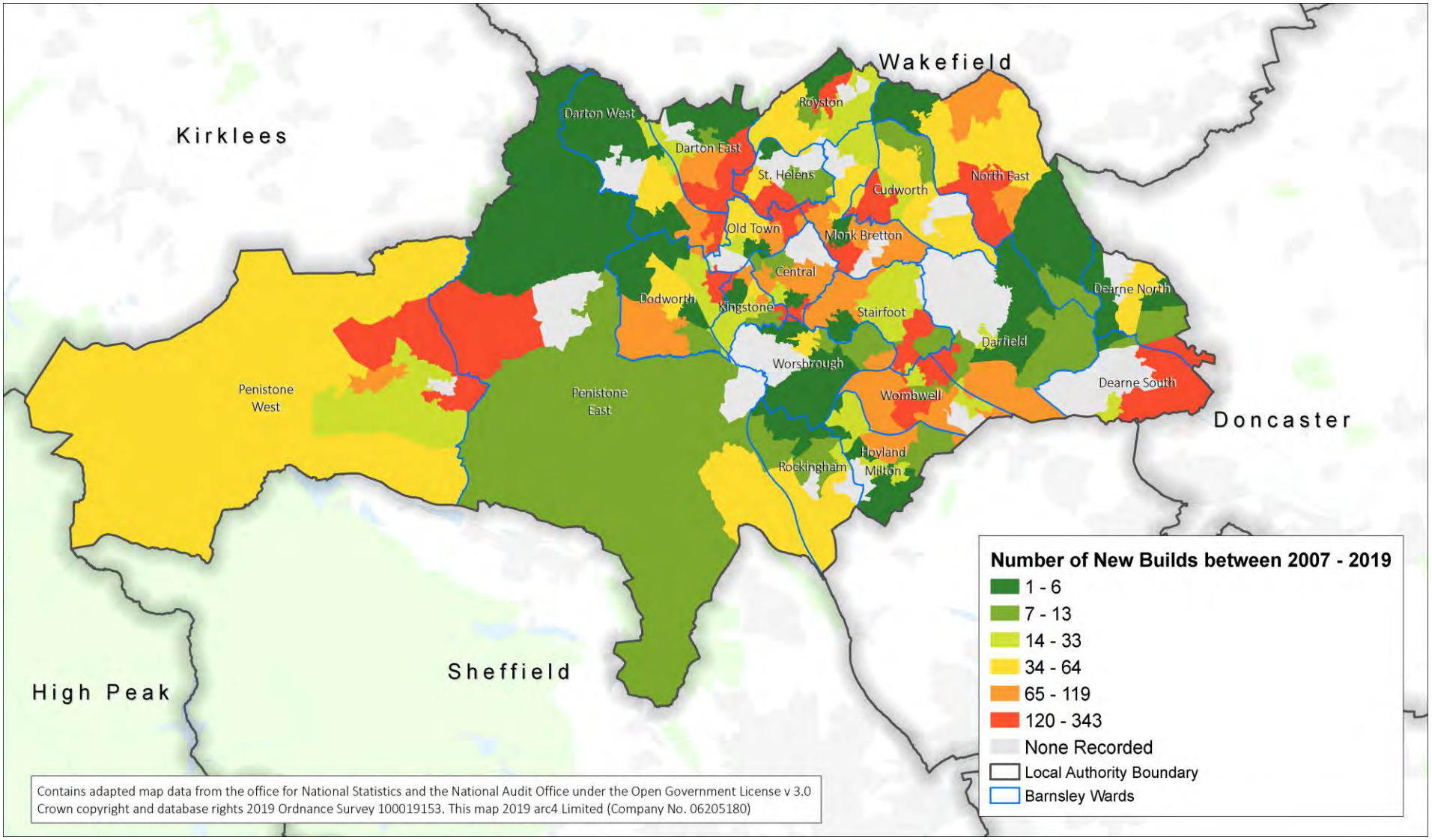
3.32 A comparison of annual completions with annual targets is presented in Figure 3.2.

Figure 3.2 Net dwelling completions, compared with annual targets, 2008/09 to 2018/19



3.33 Map 3.3 shows where newbuild activity has taken place over the period 2007-2019 by Lower Super Output Area (LSOA). There is a geographical concentration of development to the north of the centre of the borough; where around half of the LSOAs have seen at least 65 new builds over the period.

Map 3.3 Newbuild development in Barnsley 2007-2019



Economic data

3.34 The following data provides a broad overview of the economic landscape of Barnsley:

- the 2020 household survey reported that 51.5% of Household Reference People (HRP) (the term 'household reference person has replaced the term 'head of household' in ONS outputs) are in employment; a further 31.4% are retired; 8.6% are permanently sick or disabled; 5.6% are either looking after the home or provide full-time care; 2.6% are unemployed and available for work and 0.3% are in full-time education or training;
- according to the Office for National Statistics (ONS) Annual Survey of Hours and Earnings, full-time lower quartile resident earnings in 2019 across Barnsley were £20,401 each year and, in the Yorkshire and the Humber region, £20,575. The lower quartile earnings for England were £22,014;
- full-time median resident incomes in 2019 were £26,464, compared with a regional median income of £27,856 and a national median income of £30,661; and

3.35 The 2020 household survey identified that across Barnsley:

34.1% of households receive less than £18,200 gross per year;

48.9% receive between £18,201 and £49,400 per year;

14.7% receive between £49,401 and £101,400 per year; and

2.3% receive more than £101,401 per year.

Stakeholder views on Barnsley's housing market

3.36 Stakeholders responding to the online survey were asked to identify what they perceive to be the strengths and weaknesses of Barnsley's housing market. Stakeholders gave a range of views on this which are outlined below. A full analysis of the findings of the online stakeholder survey is set out in Appendix E.

3.37 Strengths identified included:

- a growing market, where demand exceeds supply and there is a relatively good supply of lower cost accommodation. There are good investment properties;
- connectivity and good commuting patterns with surrounding areas and a high proportion of people live and work in Barnsley. It is well placed within the city region areas;
- little multi-storey housing;
- council and rented housing sector companies work well together. There are good opportunities for landlords to let to both the PRS and those on benefits. Social housing management is good;
- good demand for rented property;
- land is cheap; and

- some good value and rural areas which attract people. Particularly some attractive areas in Rural West and Darton, with good links to north-south and reasonable north-east, south-east road links.

3.38 Weaknesses identified included:

- there is a shortage of housing; particularly affordable housing, and shortage of quality specialist accommodation for families/ individuals with support needs (disability/mental health etc.);
- the single person accommodation that is available is in areas that are unsuitable for vulnerable adults with high support needs/challenging behaviour;
- affordable housing is lacking in certain areas and there is some council housing in low demand areas;
- some very poor, low value housing areas in former coalfield and much is in need of repair and renovation. Developing new homes for any tenure is difficult in these areas. In some areas, values are too low to support shared ownership and a fully affordable rented scheme has to be delivered instead - which is not encouraging tenure diversity;
- little demand for our over 55's flats. Feedback suggests older persons are holding out for a bungalow instead;
- too many expensive properties in some rural areas;
- poor quality expensive private sector;
- it is not a district with many higher end, larger employers, except in the town of Barnsley; and
- in many areas, households are reliant on having cars.

Concluding comments

3.39 The purpose of this chapter has been to consider the general housing market context of Barnsley and its inter-relationships with other areas. By reviewing house prices, relative affordability, and dwelling completions, a picture of the market dynamics of the borough emerges.

3.40 Median house prices in Barnsley have consistently tracked below the Yorkshire and the Humber region since 2000. Compared to England, Barnsley's median prices have been considerably lower, and the gap has widened over time. During 2019, median prices in Barnsley were £127,500, compared with £159,950 across the Yorkshire and the Humber and £235,000 across England. In 2019, the median house price in Barnsley was second lowest of all the neighbouring local authority districts. Since 2000, median house prices increased by +189.8%, this is the second highest increase when ranked amongst neighbouring local authority districts.

3.41 Relative affordability, taking account of average earnings, shows that Barnsley is an affordable local authority area compared with neighbouring local authorities. For lower quartile and median house prices, Barnsley is more affordable than Yorkshire and the Humber and England.

3.42 Over the past five years there has been an average of 894 dwelling completions (net) each year across Barnsley. Compared to the Local Plan target of 1,134 completions each year, delivery have been on average 240 completions short each year since April 2014. Over the previous five years, 25.1% of completions have been affordable.

4. Housing stock review

Introduction

4.1 The purpose of this chapter is to explore the characteristics of Barnsley's housing stock, focusing on the current stock profile, house condition and tenure characteristics. This includes a detailed analysis of the major tenures: owner occupation, private rented sector and affordable housing.

Estimates of current dwellings in terms of size, type, condition, tenure

4.2 There are several sources of data that estimate the scale and attributes of Barnsley's dwelling stock. The most recent data available relating to dwelling stock and households is reported in Table 4.1.

Table 4.1 Dwelling stock and household estimates

Data source	Dwellings	Source
2019 Valuation Office Agency total dwellings	**111,570**	VOA Table CTSOP3.0
2019 Valuation Office Agency identifiable (excluding Annex and Unknown)	109,550	VOA Table CTSOP3.0
2018 MHCLG Dwelling Stock Estimates	110,390	MHCLG Live Tables on Dwelling Stock Table 100
2019 Council Tax (raw address file)	109,201	Council
Data source	**Households**	**Source**
2014-based DCLG household projections 2019 figure	108,604	DCLG
2014-based DCLG household projections 2020 figure	**109,459**	DCLG
2016-based ONS household projections 2020 figure	109,996	ONS

4.3 The latest Valuation Office Agency (VOA) data reports a total of **111,570** dwellings in Barnsley and this is used as the baseline for the SHMA. The latest DCLG household projection for 2020 is used for the total number of households for the purposes of the household survey analysis; **109,459**. Baseline dwelling and household statistics for each of the sub-areas is set out in Table 4.2.

Table 4.2 Dwellings by sub area

Sub area	Dwellings	Households
Bolton, Goldthorpe and Thurnscoe	11,112	10,828
Darton and Barugh	10,387	10,263
Hoyland, Wombwell and Darfield	20,440	20,049
North Barnsley and Royston	17,774	17,413
Penistone and Dodworth	6,779	6,692
Rural East	10,627	10,446
Rural West	6,929	6,879
South Barnsley and Worsbrough	27,522	26,889
Total	111,570	109,459

Source: VOA 2019 (dwellings), 2020 household survey (households)

4.4 According to 2019 Council Tax statistics, there are an estimated 2,163 vacant dwellings in Barnsley (this compares with a MHCLG vacant dwelling stock estimate of 2,868 in 2018), representing 1.9% of the dwelling baseline of this SHMA (111,570). This is below the national vacancy rate of 2.5%. The vacancy rate in Barnsley is also below the 'transactional vacancy level' of 3%, which is the proportion of stock normally expected to be vacant to allow movement within the market.

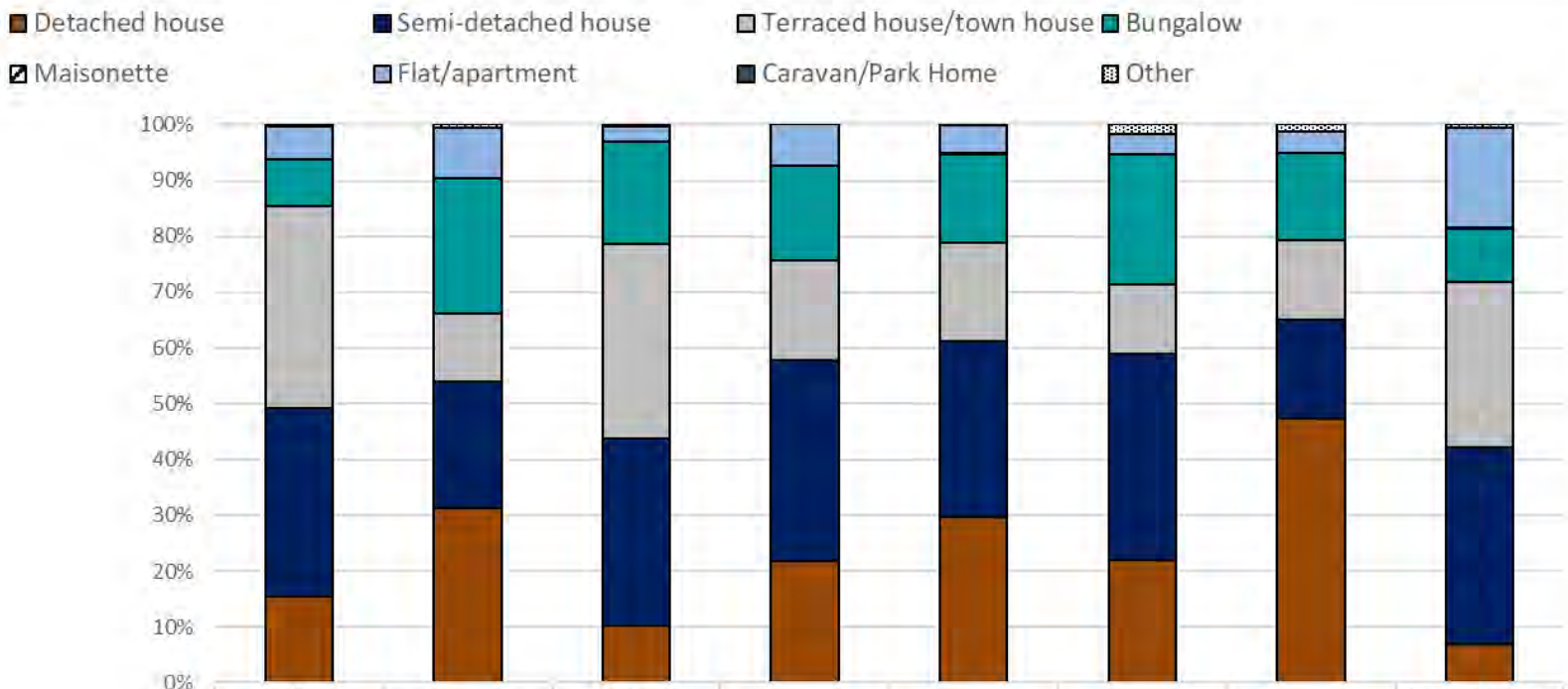
Dwelling type and number of bedrooms

4.5 Figures 4.1 and 4.2 shows dwelling type and size information for the each of the sub areas, based on the findings of the household survey. Map 4.1 illustrates the predominant dwelling type and size by LSOA based on 2019 Valuation Office Agency data.

4.6 The majority (75.3%) of occupied dwellings are houses, of which 18.5% are detached, 32.5% are semi-detached and 24.3% are terraced/town houses). 15.7% of other occupied dwellings are bungalows, 8.4% are flats/apartments/maisonettes and 0.6% are other types of dwelling.

4.7 Of all occupied dwellings, 6.4% have one bedroom/bedsits, 31.9% have two bedrooms, 45.7% have three bedrooms and 16.0% have four or more bedrooms.

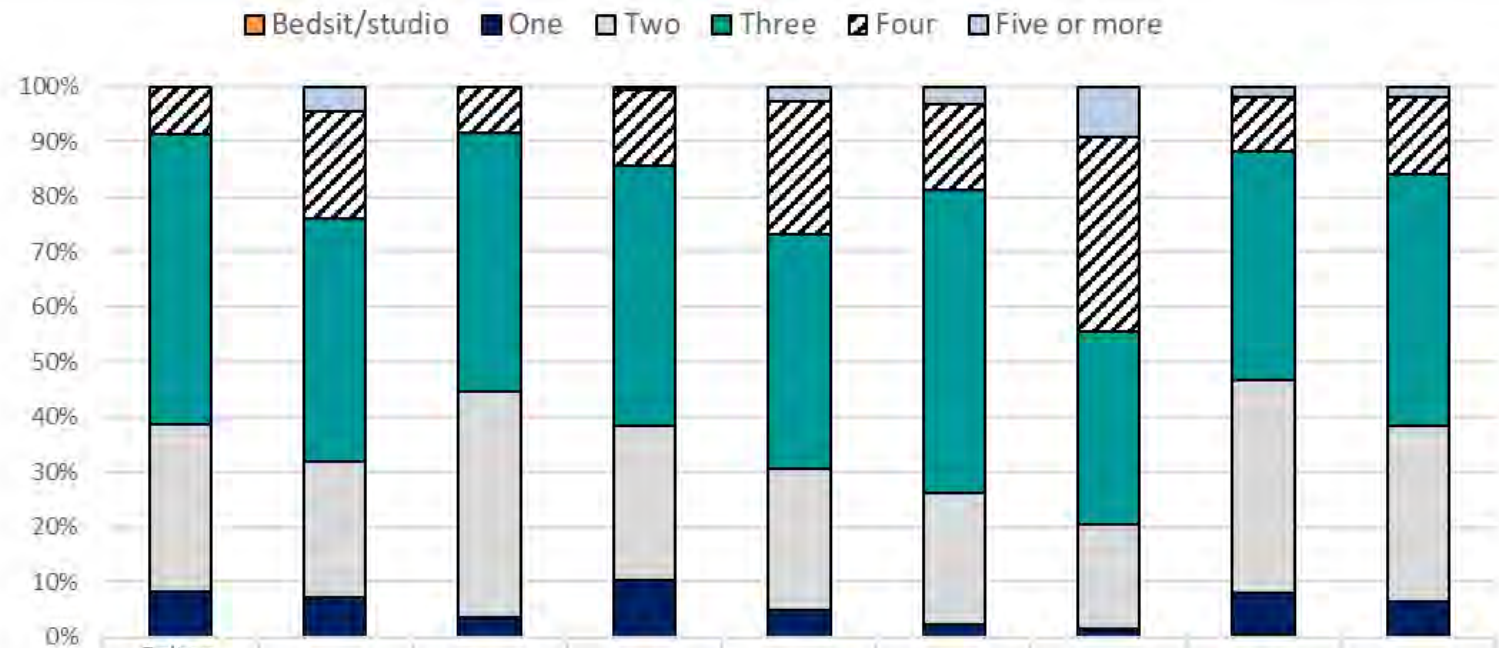
Figure 4.1 Dwelling type by sub-area



	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough
Other	0.4%	0.7%	0.4%	0.0%	0.2%	1.8%	1.2%	0.6%
Caravan/Park Home	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Flat/apartment	5.8%	8.9%	2.6%	7.4%	5.0%	3.5%	4.0%	17.8%
Maisonette	0.0%	0.0%	0.0%	0.0%	0.2%	0.0%	0.0%	0.3%
Bungalow	8.5%	24.3%	18.4%	17.0%	15.7%	23.4%	15.6%	9.5%
Terraced house/town house	36.1%	12.1%	34.8%	17.9%	17.7%	12.5%	14.1%	29.6%
Semi-detached house	33.7%	22.6%	33.5%	36.0%	31.4%	36.8%	17.8%	35.3%
Detached house	15.5%	31.4%	10.3%	21.7%	29.8%	22.0%	47.3%	6.9%

Source: 2020 household survey

Figure 4.2 Number of bedrooms of dwellings by sub-area



	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Total
Five or more	0.0%	4.6%	0.0%	0.6%	2.7%	3.3%	9.3%	1.9%	2.0%
Four	8.7%	19.3%	8.5%	13.8%	24.2%	15.5%	35.3%	10.0%	14.0%
Three	52.6%	44.1%	47.0%	47.1%	42.4%	54.9%	34.9%	41.3%	45.7%
Two	30.4%	24.9%	41.0%	28.1%	25.7%	24.1%	19.1%	38.8%	31.9%
One	8.3%	7.1%	3.5%	10.4%	5.0%	2.2%	1.4%	7.4%	6.2%
Bedsit/studio	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.6%	0.2%

Source: 2020 household survey

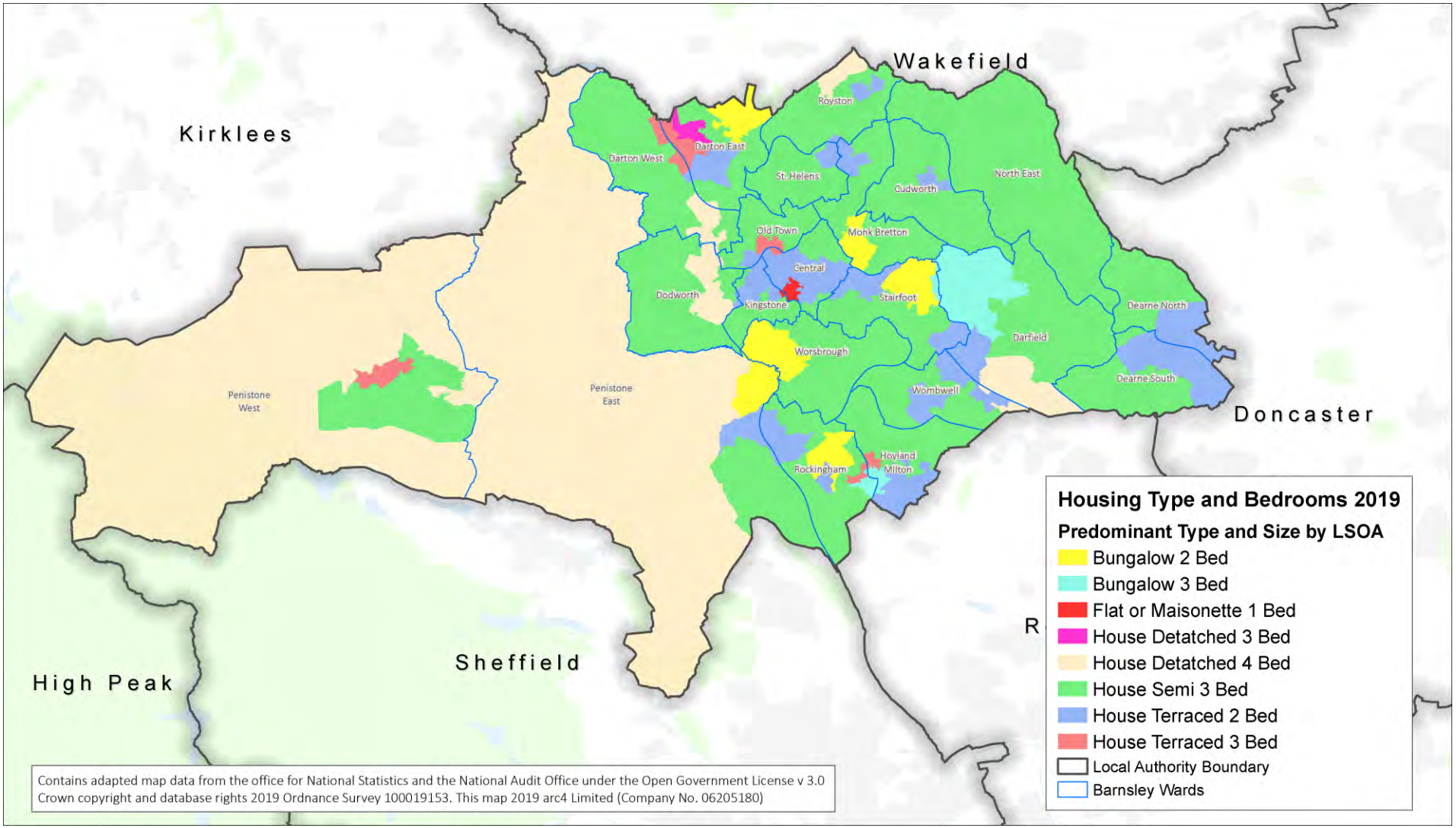
Table 4.2A Dwelling type by sub area

Dwelling type	Percentage share (%)							
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough
Other	0.4	0.7	0.4	0.0	0.2	1.8	1.2	0.6
Caravan/Park Home	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Flat/apartment	5.8	8.9	2.6	7.4	5.0	3.5	4.0	17.8
Maisonette	0.0	0.0	0.0	0.0	0.2	0.0	0.0	0.3
Bungalow	8.5	24.3	18.4	17.0	15.7	23.4	15.6	9.5
Terraced house/town house	36.1	12.1	34.8	17.9	17.7	12.5	14.1	29.6
Semi-detached house	33.7	22.6	33.5	36.0	31.4	36.8	17.8	35.3
Detached house	15.5	31.4	10.3	21.7	29.8	22.0	47.3	6.9

Table 4.2B Number of bedrooms by sub area

Number of bedrooms	Percentage share (%)								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Total
Five or more	0.0	4.6	0.0	0.6	2.7	3.3	9.3	1.9	2.0
Four	8.7	19.3	8.5	13.8	24.2	15.5	35.3	10.0	14.0
Three	52.6	44.1	47.0	47.1	42.4	54.9	34.9	41.3	45.7
Two	30.4	24.9	41.0	28.1	25.7	24.1	19.1	38.8	31.9
One	8.3	7.1	3.5	10.4	5.0	2.2	1.4	7.4	6.2
Bedsit/studio	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.6	0.2

Map 4.1 Predominant dwelling type within Barnsley's LSOAs



4.8 How dwelling type and number of bedrooms vary by the sub areas is set out in Table 4.3. This shows a high proportion of larger houses with four or more-bedrooms (27.7%) in Rural West compared to a small proportion of 4 or more-bedroom dwellings in Hoyland, Wombwell and Darfield (7.8%). Across Barnsley, 11.0% of dwellings have four or more-bedrooms. Over ten percent of dwellings (11.6%) in South Barnsley and Worsborough are flats with 1 or 2-bedrooms compared to 7.4% for Barnsley as a whole. Rural West has more than double the proportion of 3 or more-bedroom bungalows compared to Barnsley as a whole; 10.9% compared to 5.0%.

Table 4.3 Dwelling type and number of bedrooms by sub area

Sub area	% Type/ number of bedrooms								Base
	1 or 2 bedroom house	3 bedroom house	4 or more bedroom house	1 or 2 bedroom flat	3 or more bedroom flat	1 or 2 bedroom bungalow	3 or more bedroom bungalow	Total	
Bolton, Goldthorpe and Thurnscoe	24.0	51.6	9.1	5.2	0.2	7.1	1.9	100.0	10,982
Darton and Barugh	15.6	44.7	14.5	6.5	0.0	11.0	7.8	100.0	10,180
Hoyland, Wombwell and Darfield	23.1	45.7	7.8	6.4	0.3	11.8	4.9	100.0	20,016
North Barnsley and Royston	19.6	47.6	9.0	8.2	0.0	12.0	3.6	100.0	17,488
Penistone and Dodworth	14.8	43.7	19.6	6.2	0.4	9.7	5.7	100.0	6,615
Rural East	18.1	49.9	9.2	4.6	0.0	12.8	5.4	100.0	10,404
Rural West	14.3	32.7	27.7	2.4	0.1	11.9	10.9	100.0	6,740
South Barnsley and Worsbrough	27.9	39.4	8.6	11.6	0.2	8.2	4.2	100.0	27,125
Barnsley	**21.6**	**44.5**	**11.0**	**7.4**	**0.1**	**10.4**	**5.0**	**100.0**	**109,550**

Source: 2019 VOA identifiable (excluding Annex and Unknown)

The age and condition of Barnsley's housing

4.9 The age profile of the dwelling stock in the area is summarised in Table 4.4. There is an even spread of building over time except for a marked low between 1983 and 1999. Just over one in five of Barnsley's dwellings (21.0%) were built before 1919. Around a quarter of (25.4%) have been built between 1983 and the present day.

Table 4.4 Age of dwelling

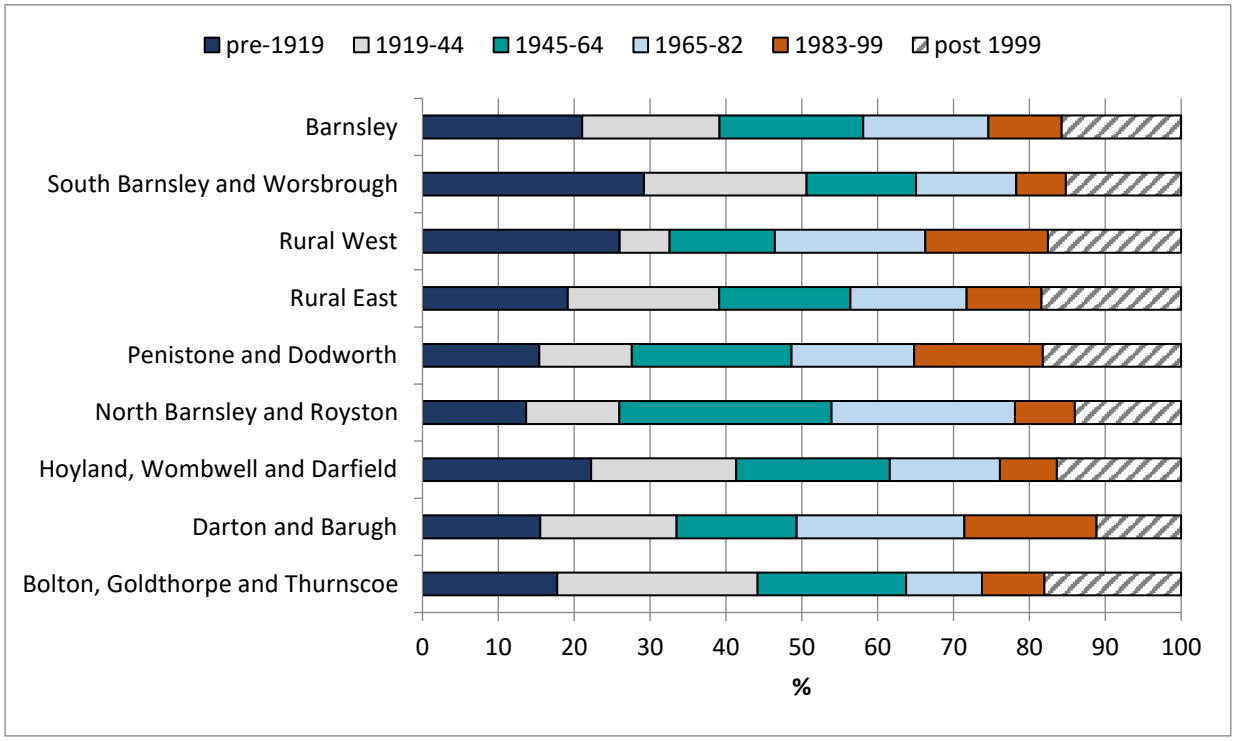
Age of Dwellings	Number	%
pre-1919	23,100	21.0
1919-44	19,910	18.1
1945-64	20,780	18.9
1965-82	18,110	16.5
1983-99	10,610	9.7
post 1999	17,290	15.7
Total	109,800	100.0
Unknown	1,770	
Grand Total	111,570	

Source: VOA 2019

4.10 Figure 4.3 indicates that the eight sub-areas vary in the age profile of the dwelling stock. South Barnsley and Worsbrough has the highest proportion of pre-1919 dwellings at 29.2%, and this is also the only area where over half of all properties (50.6%) were built before 1945.

4.11 Across Barnsley as a whole, around two-fifths of houses (41.9%) were built from 1965 onwards. There are three sub-areas where more than half of stock was built from 1965 onwards, these are Rural West (53.6%), Penistone and Dodworth (51.4%) and Darton and Barugh (50.7%).

Figure 4.3 Dwelling age by sub-area



Source: VOA 2019

4.12 Estimates of stock condition can be derived from the English Housing Survey which produces national data on dwelling condition. Applying national trends to the stock profile of Barnsley would suggest that around 20.0% of dwelling stock is non-decent, which is similar the national average of 20.6% (Table 4.5). The number of dwellings likely to fail the minimum standard of decent homes criteria is estimated to be 11.9% (compared with 11.9% nationally).

4.13 A full definition of what constitutes a decent home is available from MHCLG (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7812/138355.pdf) but in summary a decent home meets the following four criteria:

a. it meets the current statutory minimum for housing under the housing health and safety rating system (HHSRS);

b. it is in a reasonable state of repair;

c. it has reasonably modern facilities and services; and

d. it provides a reasonable degree of thermal comfort.

Table 4.5 Dwelling stock condition estimates in England and Barnsley

England			Fails decent homes criteria %				All dwellings	% dwellings
Dwelling age (EHS)		Non decent	Minimum standard	Repair	Modern facilities and services	Thermal comfort	in group (000s)	
pre-1919		40.1	28.7	11.2	3.9	11.9	4,648	20.0
1919-44		24.1	13.1	7.6	1.7	7.6	3,930	16.9
1945-64		16.6	8.0	3.6	2.0	5.7	4,505	19.4
1965-80		17.5	8.8	1.8	1.9	7.6	4,757	20.5
1981-90		17.6	4.7	*	.9	13.5	1,953	8.4
post 1990		1.5	1.5	*	*	*	3,460	14.9
Total		**20.6**	**11.9**	**4.6**	**1.9**	**7.5**	**23,254**	**100.0**
Barnsley			**Fails decent homes criteria (estimate of number)**				**All dwellings**	**% dwellings**
Dwelling age (EHS)	Dwelling age (VOA)	Non decent	Minimum standard	Repair	Modern facilities and services	Thermal comfort	in group (number)	
pre-1919	pre-1919	9,268	6,627	2,587	890	2,756	23,100	21.0
1919-44	1919-44	4,789	2,609	1,503	341	1,512	19,910	18.1
1945-64	1945-64	3,457	1,655	757	405	1,188	20,780	18.9
1965-80	1965-82	3,164	1,588	331	344	1,372	18,110	16.5
1981-90	1983-1992	993	267	*	53	760	5,640	5.1
post 1990	Post 1992	326	326	*	*	*	22,260	20.3
Total		**21,997**	**13,071**	**5,179**	**2,034**	**7,587**	**109,800**	100.0
% of all stock		**20.0**	**11.9**	**4.7**	**1.9**	**6.9**		
National %		**20.6**	**11.9**	**4.6**	**1.9**	**7.5**		

Source: English Housing Survey 2013 data applied to 2019 Valuation Office Agency dwelling stock age

Note '*' indicates sample size too small for reliable estimate

House repair problems and satisfaction with local area

House repair

4.14 The 2020 household survey reviewed the extent to which households were satisfied with the state of repair of their accommodation. Overall, 77.8% of respondents expressed satisfaction (37.2% were very satisfied and 40.6% were satisfied); 13.8% were neither satisfied nor dissatisfied; a total of 8.4% expressed degrees of dissatisfaction, of whom 5.9% were dissatisfied and 2.5% were very dissatisfied.

4.15 Table 4.6 explores how the level of occupiers' dissatisfaction with the quality of their accommodation is spread across tenure, type and age of their home. Note that the data relates to occupiers' perceptions, and across the private and affordable rented sectors this may be more reflective of tenant expectations in landlord responses to repairs. Household survey data indicates 20.7% of private renters, 12.0% of households in affordable housing, and 4.3% of owner occupiers expressed dissatisfaction. Percentages are the proportion of dissatisfied household of the base number of households.

4.16 In terms of dwelling type and age, dissatisfaction above ten percent was found amongst households living three dwelling types: maisonettes (14.3%), bungalows (11.4%) and semi-detached houses (10.7%). Amongst residents who knew the age of their home, the highest level of dissatisfaction was amongst those in housing built between 1945 and 1964 (17.5%).

Table 4.6 Dissatisfaction with quality of accommodation by tenure, type and age

Tenure	No. dissatisfied	% Dissatisfied	Base (households)
Owner occupier	3,006	4.3%	70,385
Private rented	3,259	20.7%	15,722
Affordable	2,798	12.0%	23,352
Total	**9,065**	**8.3%**	109,459
Dwelling Type	**No. dissatisfied**	**% Dissatisfied**	**Base (households)**
Detached house	829	4.1%	20,044
Semi-detached house	3,759	10.7%	35,286
Terraced house / town house	1,901	7.2%	26,437
Bungalow	1,943	11.4%	17,071
Maisonette	15	14.3%	105
Flat / Apartment	617	6.8%	9,039
Caravan / Park Home	0	N/A	0
Other	0	0.0%	636
Missing cases			841
Total (all households)	**9,065**	**8.3%**	109,459
Property Age	**No. dissatisfied**	**% Dissatisfied**	**Base (households)**
Pre 1919	691	4.0%	17,397
1919 to 1944	517	4.7%	10,929
1945 to 1964	3,021	17.5%	17,296
1965 to 1984	1,155	6.8%	17,050
1985 to 2004	75	0.6%	13,298
2005 onwards	83	0.7%	11,794
Don't know/missing cases	3,523		21,695
Total (all households)	**9,065**	**8.3%**	109,459

Source: 2020 household survey

4.17 Table 4.7 examines the levels of satisfaction of the state of repair of the home by sub-area and economic activity. Levels of dissatisfaction do vary by sub-area. In North Barnsley and Royston and South Barnsley and Worsbrough more than one in ten households (13.7% and 10.5% respectively) are dissatisfied with the state of repair of their home compared to the Barnsley average of 8.3%. Households where the HRP is permanently sick or disabled, unemployed or a carer or volunteer have the highest levels of dissatisfaction; 23.6%, 19.8 and 18.7% respectively.

Table 4.7 Levels of satisfaction with quality of accommodation by sub area and economic activity

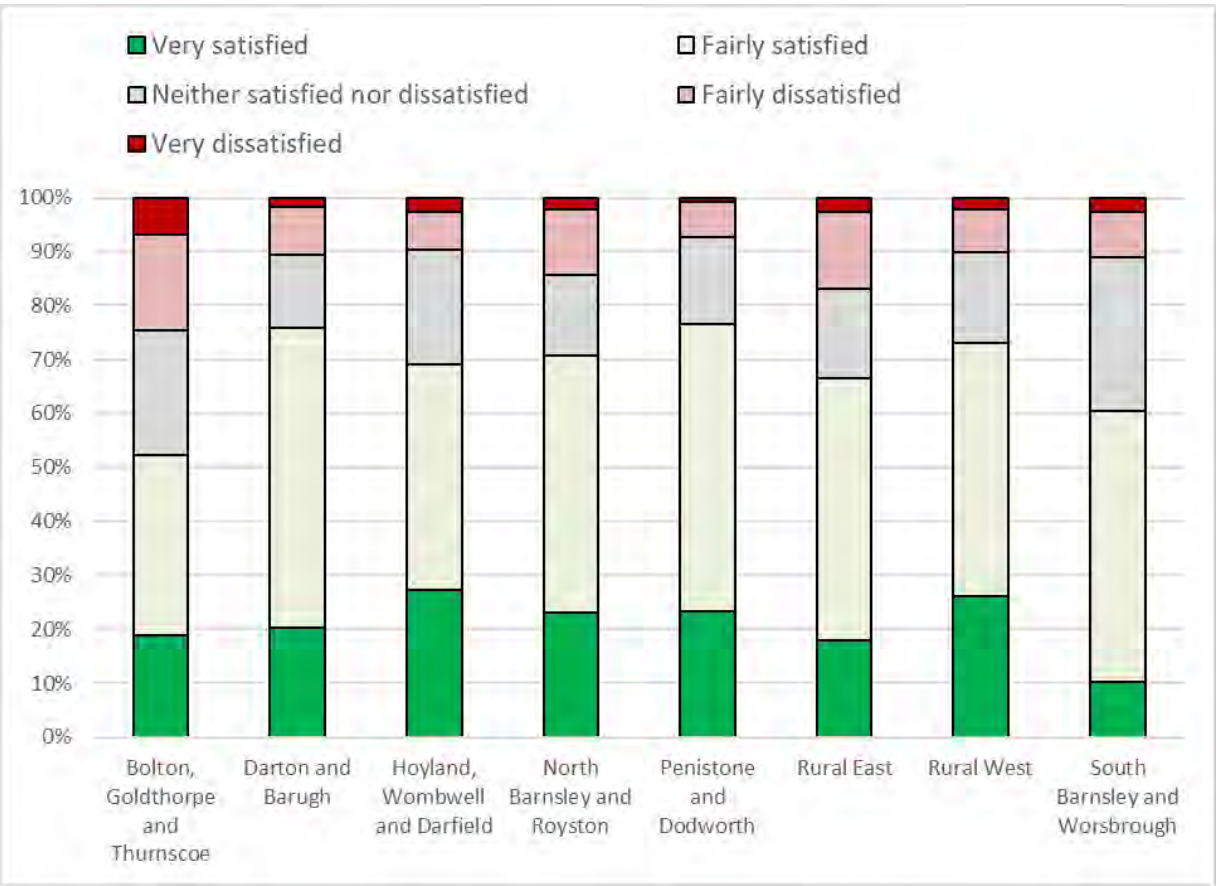
Sub area	% satisfied	% neither satisfied nor dissatisfied	% dissatisfied	% total	Base (households)
Bolton, Goldthorpe and Thurnscoe	75.2%	15.5%	9.4%	100.0	10,828
Darton and Barugh	84.9%	9.9%	5.2%	100.0	10,229
Hoyland, Wombwell and Darfield	74.1%	18.7%	7.2%	100.0	19,206
North Barnsley and Royston	73.6%	12.7%	13.7%	100.0	17,413
Penistone and Dodworth	85.8%	9.3%	4.9%	100.0	6,692
Rural East	83.2%	12.6%	4.3%	100.0	10,324
Rural West	91.2%	5.7%	3.0%		6,805
South Barnsley and Worsbrough	73.9%	15.6%	10.5%		26,569
Economic activity	**% satisfied**	**% neither satisfied nor dissatisfied**	**% dissatisfied**	**% total**	**Base (households)**
Employed	79.7%	15.8%	4.5%	100.0	52,018
Unemployed	66.4%	13.8%	19.8%	100.0	2,686
Retired	87.6%	7.8%	4.5%	100.0	32,099
Student	100.0%	0.0%	0.0%	100.0	199
Permanently sick/disabled	45.2%	31.2%	23.6%	100.0	8,768
Looking after children/home	69.2%	18.7%	12.1%	100.0	3,790
Carer/volunteer	74.7%	6.6%	18.7%	100.0	1,937

Source: 2020 household survey

Satisfaction with local area

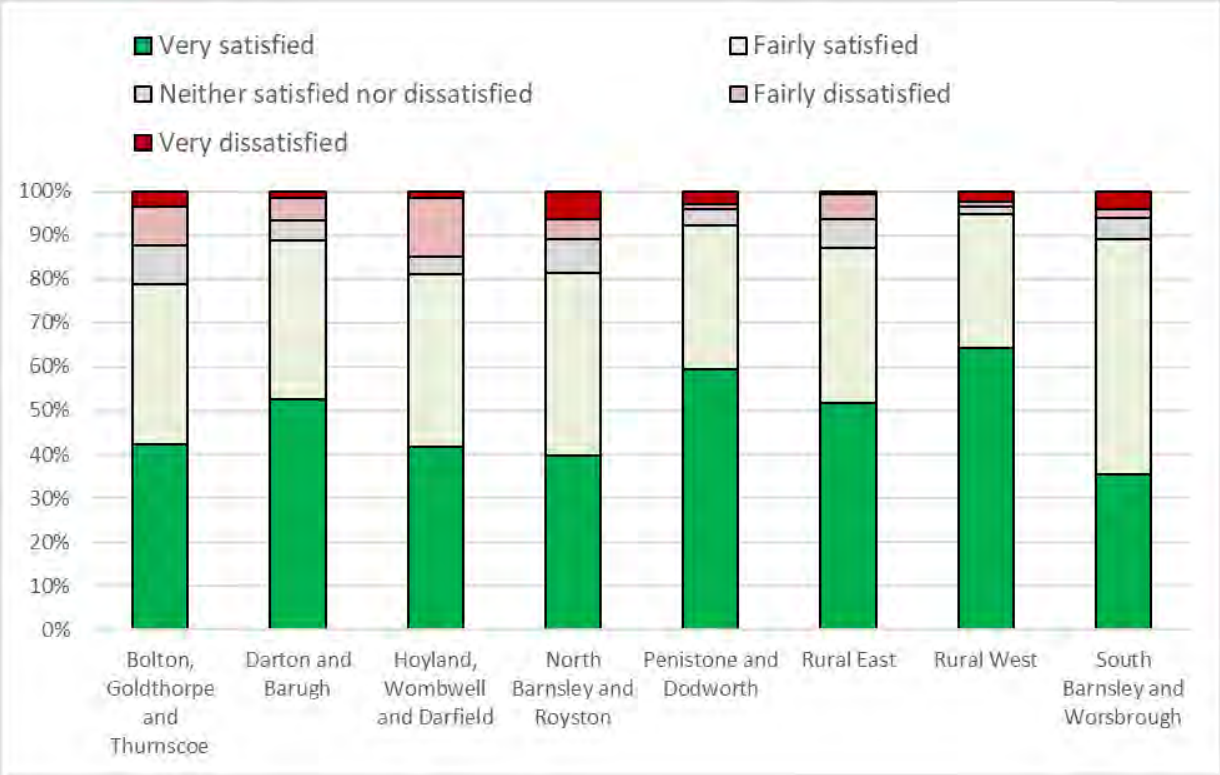
4.18 The 2020 household survey asked residents to rate their satisfaction with the area; firstly, their satisfaction towards Barnsley as a place to live and secondly their home. Figures 4.4 and 4.5 present the results by sub-area.

Figure 4.4 Satisfaction with Barnsley as a place to live, by sub-area



Source: 2020 household survey

Figure 4.5 Satisfaction with your home as a place to live, by sub-area



Source: 2020 household survey

4.19 It is clear by comparing Figures 4.4 and 4.5 that in general, households are more satisfied with their home as a place to live compared to Barnsley. Households living in Bolton, Goldthorpe and Thurnscoe have the highest levels of dissatisfaction with Barnsley as a place to live, almost a quarter (24.6%) are very or fairly dissatisfied. In Penistone and Dodworth the comparable percentage is 7.3%. The percentage of households who are fairly or very satisfied with their homes is consistently above 80% in all sub-areas apart from Bolton, Goldthorpe and Thurnscoe which reports a low 78.8%.

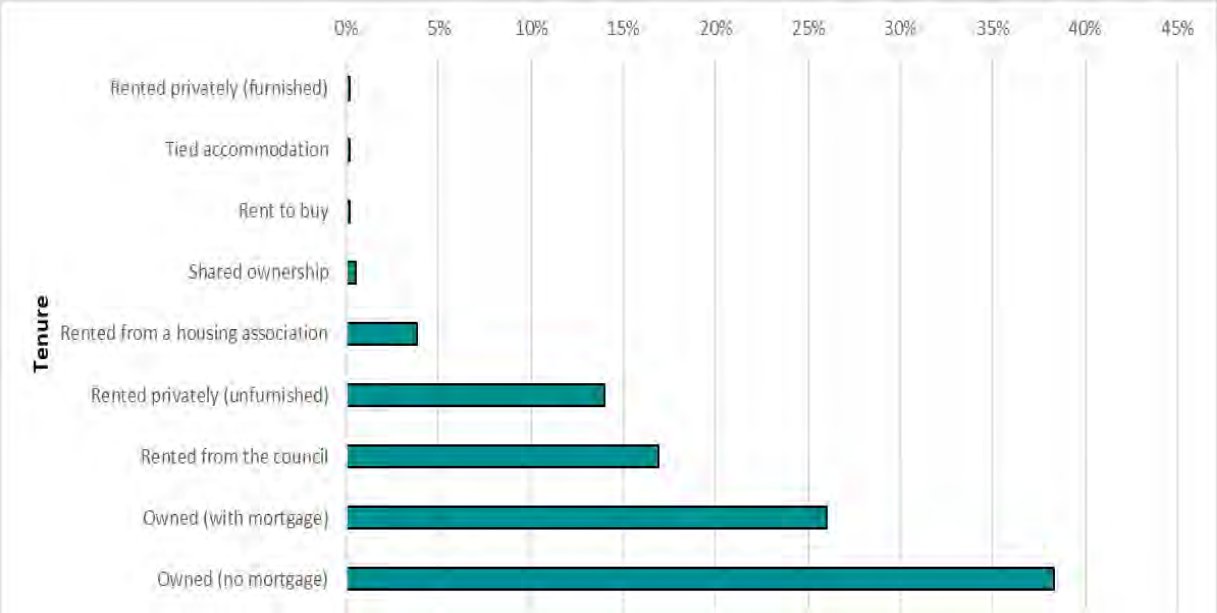
Housing tenure

4.20 Based on the findings of the 2020 household survey, the tenure profile of Barnsley is:

- 64.3% owner occupied (38.3% owned outright and 26.0% owned with a mortgage or loan);
- 21.4% affordable (16.9% rented from the council, 3.8% rented from a Housing Association and 0.7% intermediate tenure (rent to buy, and shared ownership)); and
- 14.4% private rented or living rent free.

4.21 Figure 4.6 below displays the breakdown of each tenure category.

Figure 4.6 Barnsley: tenure profile of occupied dwellings



	Owned (no mortgage)	Owned (with mortgage)	Rented from the council	Rented privately (unfurnished)	Rented from a housing association	Shared ownership	Rent to buy	Tied accommodati on	Rented privately (furnished)
Percent	38.3%	26.0%	16.9%	14.0%	3.8%	0.5%	0.2%	0.2%	0.2%

Source: 2020 household survey

4.22 The tenure profile varies across Barnsley by sub-area, as set out in Table 4.8. Rural West contains the highest proportions of owner-occupied households; over two-thirds (77.6%). Private rented makes up the lowest proportion of households in Penistone and Dodworth, 10.2% compared to 14.4% for Barnsley as a whole. The sub-area with the highest proportions of owner-occupied tenure households has the lowest proportions of households living in affordable housing; Rural West at 10.6%. Five out of the eight sub-areas have more than one in five households in affordable housing, similar to Barnsley as a whole.

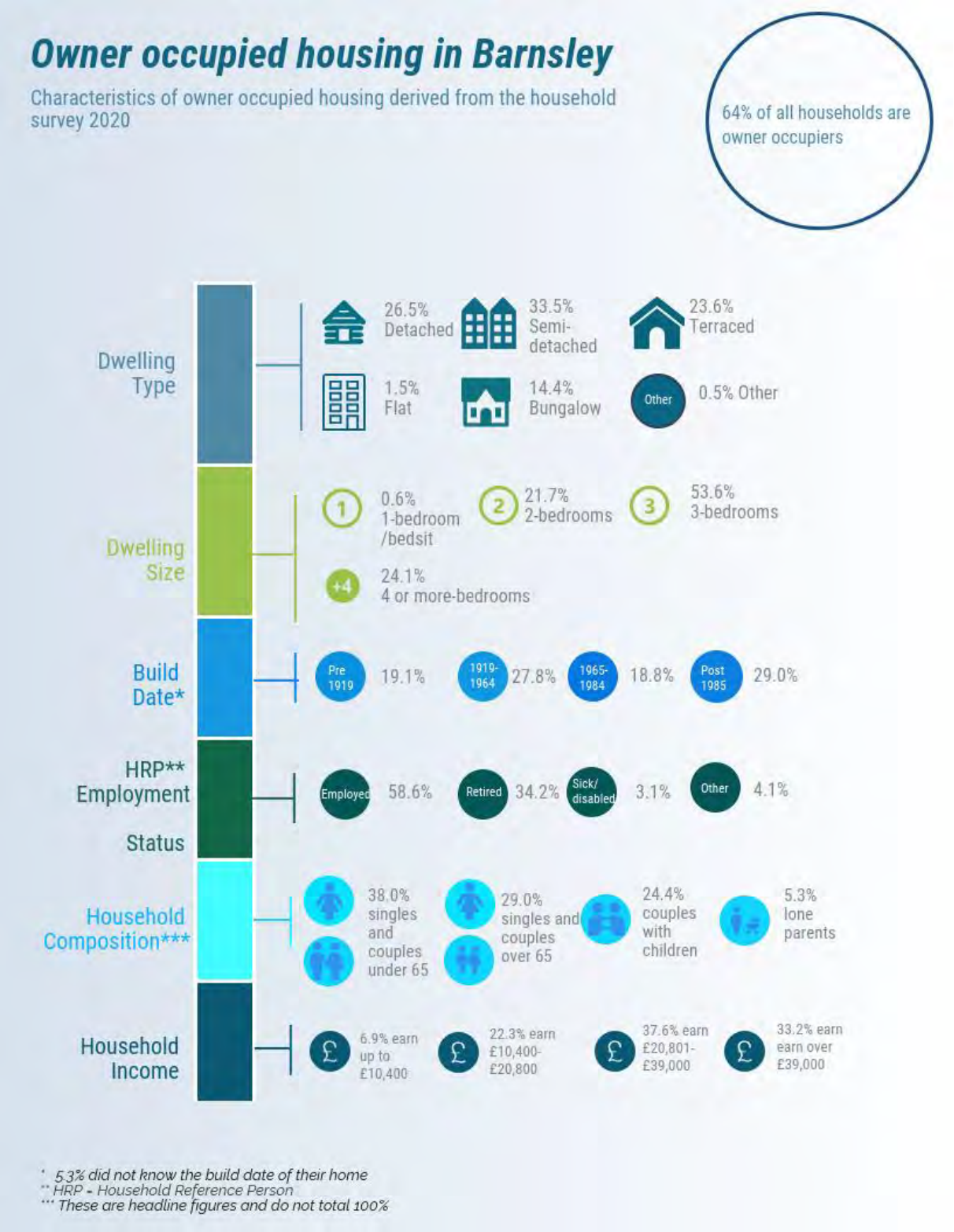
Table 4.8 Household tenure split by sub area				
Sub area	**Owner occupied**	**Private rented**	**Affordable**	**Base**
Bolton, Goldthorpe and Thurnscoe	59.0%	18.2%	22.8%	10,828
Darton and Barugh	76.5%	11.0%	12.6%	10,264
Hoyland, Wombwell and Darfield	62.4%	14.2%	23.4%	20,049
North Barnsley and Royston	61.0%	12.0%	27.0%	17,413
Penistone and Dodworth	72.6%	10.2%	17.2%	6,692
Rural East	64.9%	14.9%	20.2%	10,446
Rural West	77.6%	11.8%	10.6%	6,879
South Barnsley and Worsbrough	59.6%	17.3%	23.1%	26,890
Total	**64.3%**	**14.4%**	**21.3%**	109,459

Source: 2020 household survey

The owner-occupied sector

4.23 Figure 4.7 sets out the general characteristics of owner-occupier households and dwellings across Barnsley.

Figure 4.7 Characteristics of owner-occupied households and dwellings



4.24 House prices were presented in Chapter 3 and the Land Registry data reveals that over the period 2000 to 2019, lower quartile, median and average house prices across the area increased sharply. This is summarised in Table 4.9 alongside income information.

4.25 It is interesting to note that in 2000, a household income of £7,714 was required for a lower quartile price to be affordable; by 2019 this had almost tripled to £21,857. In comparison, an income of £11,314 was required for a median priced property to be affordable in 2000 compared with £32,786 in 2019, again almost tripling.

Table 4.9 Lower quartile and median price and income required to service a mortgage

Barnsley	House Price (£)		Income required*	
	2000	2019	2000	2019
Lower quartile	£30,000	£85,000	£7,714	£21,857
Median	£44,000	£127,500	£11,314	£32,786

*Assuming a 3.5x income multiple and a 10% deposit is available

Source: MHCLG (2000) and Land Registry Price Paid (2019)

Stakeholder views on the owner-occupied sector

4.26 A full analysis of the findings of the online stakeholder survey is set out in Appendix E. A short summary for the owner-occupied sector is provided here.

4.27 Stakeholders commented that Barnsley has a growing market, where demand exceeds supply and there is a relatively good supply of lower cost accommodation. In terms of gaps in the market, stakeholders mentioned a need for greater variety of dwellings of all sizes and specifically bungalows. One stakeholder commented that 'the council need to address failing housing markets in part of the district and ensure there is an adequate supply of family housing'.

4.28 There were few stakeholder comments that addressed the owner-occupied sector specifically, but the following relevant themes emerged strongly:

- the importance of the local economy, reducing levels of unemployment and creating jobs accessible by public transport;
- Regeneration of older stock and transforming places;
- A shortage of single persons accommodation; and
- Building both energy efficient homes and quality, lifetime homes influenced by Design Guides.

The private rented sector

4.29 The Government's Housing Strategy (Laying The Foundations; A Housing Strategy for England, November 2011), set out the Government's plans to boost housing supply. It recognised an increasingly important role for the private rented sector, both in meeting people's housing needs and in supporting economic growth by enabling people to move to take up jobs elsewhere and to respond to changing circumstances.

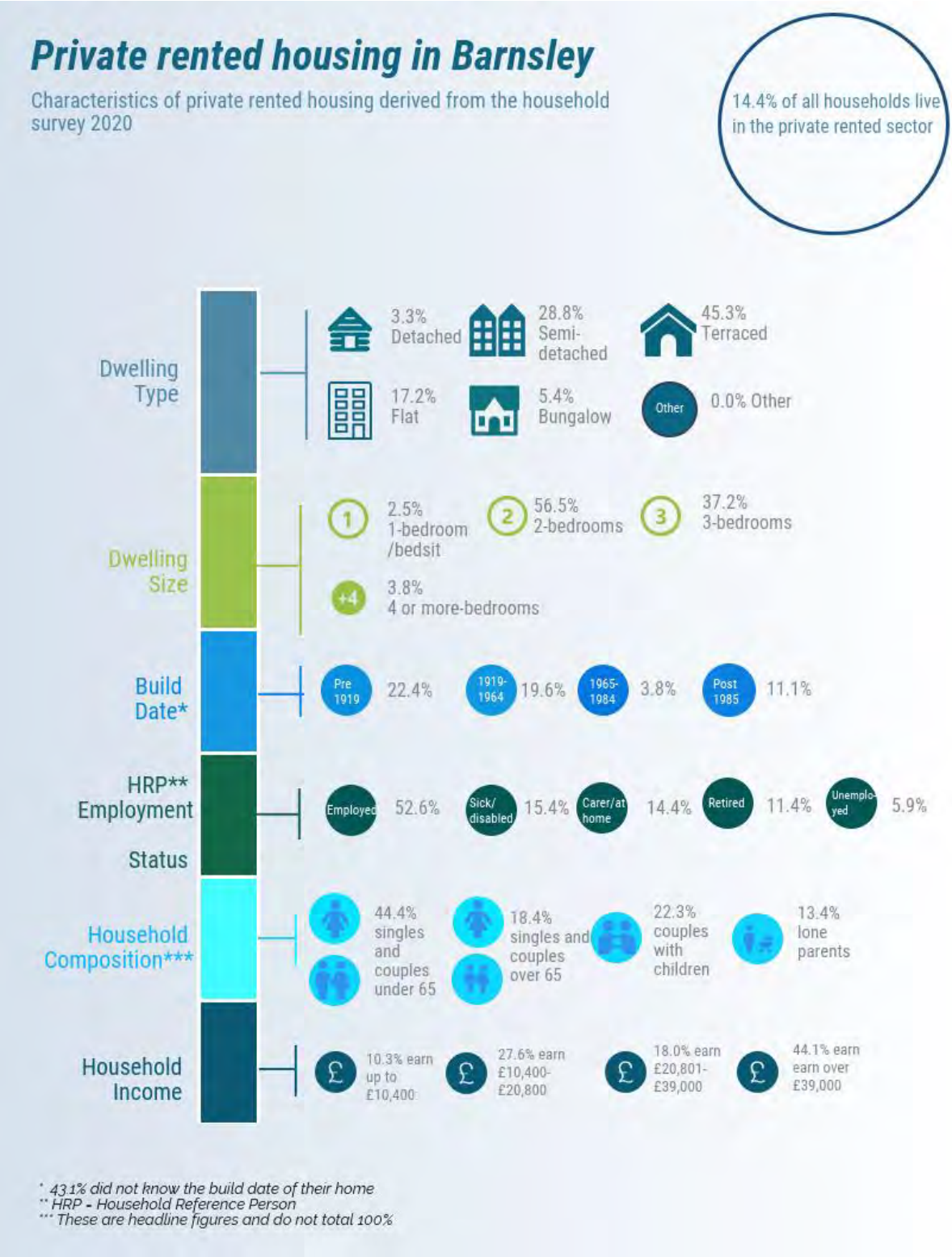
4.30 The private rented sector in England is growing; the census figures for 2011 confirmed that the sector now totals 16.8% of the dwelling stock, an increase from 8.8% in 2001. Increasing house prices pre-2007 and the struggling sales market when the downturn came are both factors that have underpinned the growth of the rental market for both 'active choice' renters and 'frustrated would-be' homeowners. Tenure reform and less accessible social rented housing are also likely to be an increasing factor to the growth in the private rented sector and the sector clearly now plays a vital role in meeting housing need, affordable need as well as providing an alternative to homeownership.

4.31 Local authorities have an important enabling and regulatory role in ensuring that the private rented sector meets these requirements. Balancing good quality supply with demand will help to stabilise rents and encouraging good quality management, will improve the reputation of the sector and encourage longer term lets and lower turnover. However, this is a challenging task where existing partners need to be encouraged to participate and new partners and investors need to be identified.

4.32 Figure 4.8 sets out the general characteristics of private rented households and dwellings across the borough based on the 2020 household survey.

4.33 Table 4.8 (above) indicates the proportion of households living in the private rented sector by sub-area. In Barnsley there are around 15,722 households living in the private rented sector, just under a third of these (4,646) live in South Barnsley and Worsbrough (29.6%).

Figure 4.8 Characteristics of private rented households and dwellings



4.34 In terms of the cost of renting, Table 4.10 sets out the average rent levels across Barnsley across the years 2010 and 2019. The table indicates that lower quartile, median and upper quartile rental prices have not increased by more than +6.1% over the nine-year period examined. Lower quartile prices have seen the smallest increase at +1.3%.

Table 4.10 Comparative average rental price 2010 2019

Location	Price by year (£)		% change 2010 2019
	2010	2019	
Upper Quartile	494	524	+6.1
Median	425	451	+6.1
Lower Quartile	394	399	+1.3

Source: Zoopla PPD 2019

4.35 In terms of the eight sub-areas, Table 4.11 shows lower quartile and median rents in 2019 alongside percentage change since 2010. The data indicates that Rural West experienced the highest rents in the area at both the lower quartile and median level. Rural West has also experienced large percentage increases in both LQ (+42.0%) and median (+40.3%) rents when compared to Barnsley as a whole and the remaining seven sub-areas. Penistone and Dodworth is the second highest priced sub-area however median rents are more than £100 per month cheaper than Rural West. The LQ and median prices in the remaining six sub-areas are broadly similar to Barnsley as a whole.

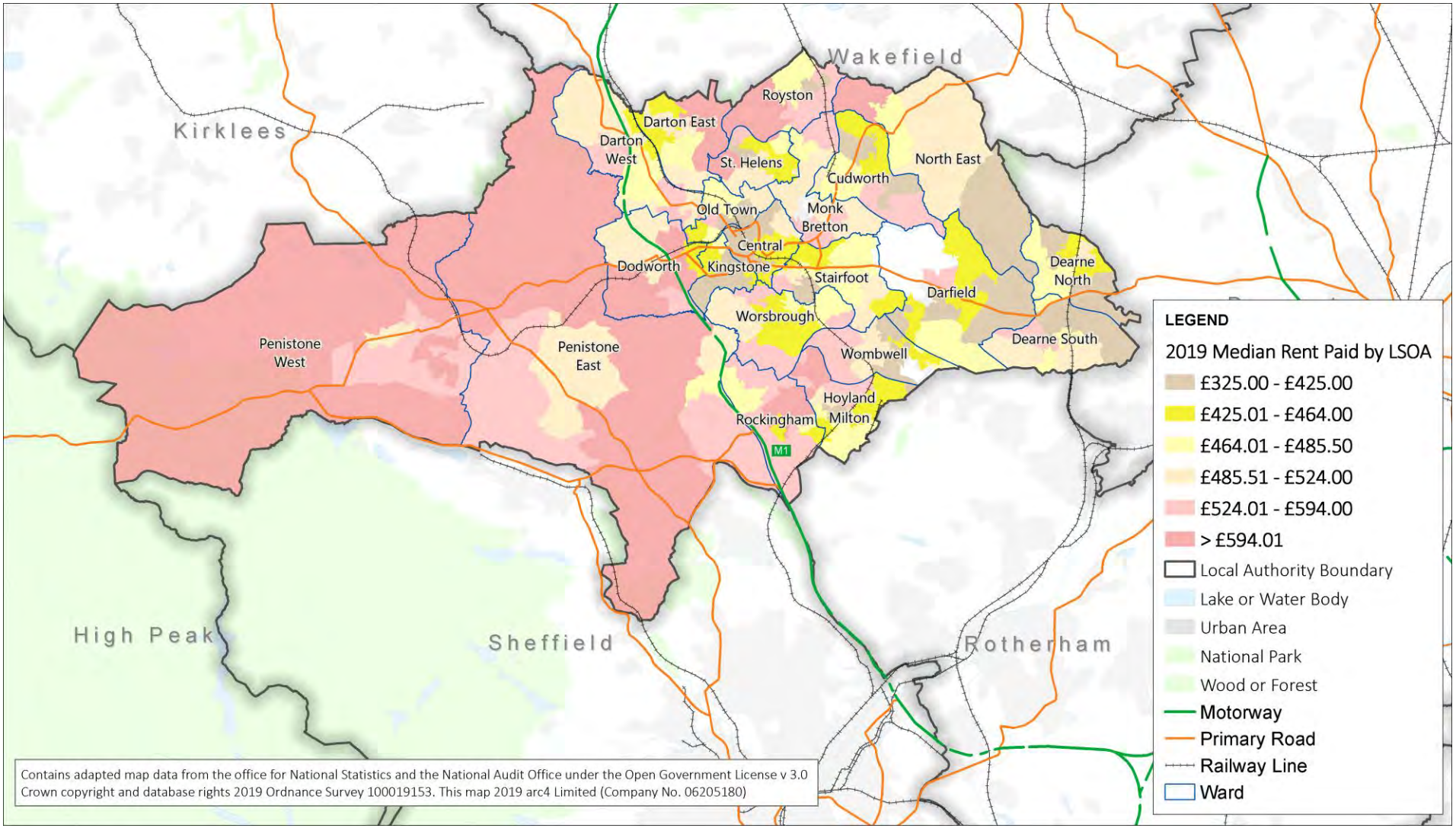
Table 4.11 Lower quartile and median rents by sub area, 2019

Sub area	Lower Quartile		Median	
	£ each month	% change (2010 2019)	£ each month	% change (2010 2019)
Bolton, Goldthorpe and Thurnscoe	399	+1.3	442	**-0.9**
Darton and Barugh	433	+9.9	477	+9.5
Hoyland, Wombwell and Darfield	399	+4.7	451	+6.1
North Barnsley and Royston	394	**-5.3**	451	+1.1
Penistone and Dodworth	494	+4.7	550	+10.4
Rural East	399	+1.3	477	+7.9
Rural West	576	+42.0	693	+40.3
South Barnsley and Worsbrough	394	+5.6	451	+9.5
Total	399	+1.3	451	+6.1

Source: Zoopla PPD 2019

4.36 Further details on median rents at a small area level (Lower Super Output Areas) can be found in Map 4.2 below. This illustrates that the lowest monthly median rent prices are concentrated in the east of Barnsley.

Map 4.2 2019 median rents within LSOAs in Barnsley



Source: Zoopla PPD 2019

4.37 The private rented sector houses a proportion of low-income households that are eligible for assistance with rental costs. The amount that can be claimed is capped to a local allowance that varies by area. The cap is estimated by the VOA and published in the form of a Local Housing Allowance (LHA) rate for a broad rental market area (BRMA). A Broad Rental Market Area is an area 'within which a person could reasonably be expected to live having regard to facilities and services for purposes of health, education, recreation, personal banking and shopping, taking account of the distance of travel, by public and private transport and from those facilities and services'. A BRMA must contain 'residential premises for a variety of types, including such premises held on a variety of tenures' PLUS 'sufficient privately rented residential premises, to ensure that, in the rent officer's opinion, the LHA for the area is representative of the rents that a landlord might reasonably be expected to obtain in that area' Source: VOA BRMA statistics.

4.38 The Local Housing Allowance rates for Barnsley and the further three BRMAs which affect the area are examined:

Table 4.12 Weekly local housing allowance rates for Barnsley, March 2020

Size of dwelling	BRMA weekly rate (£)			
	Barnsley	Doncaster	Kirklees	Sheffield
Shared accommodation	58.07	55.12	55.00	64.41
One-bedroom	72.72	78.08	80.55	94.80
Two-bedroom	87.41	93.23	96.91	107.11
Three-bedroom	99.79	103.56	113.92	116.53
Four-bedroom	136.96	143.84	149.59	156.00

Source: VOA March 2020

Houses in multiple occupation

4.39 The study brief asked for detailed analysis on this segment of the private rented sector. This section summarises supply and demand issues and presents the key data in the form of the following map and charts.

Figure 4.9 location and description of HMO accommodation

BARNSLEY

Definition of a House in Multiple Occupation (HMO)

- 3 or more unrelated people live in the same home as at least 2 separate households;
- They share the same basic facilities, such as a bathroom or kitchen facility with the other tenants.
- A house split into bedsits / Hostel / Bed and Breakfast (not just for holidays) / Shared house/flat / Shared accommodation for students.

Source: Shelter

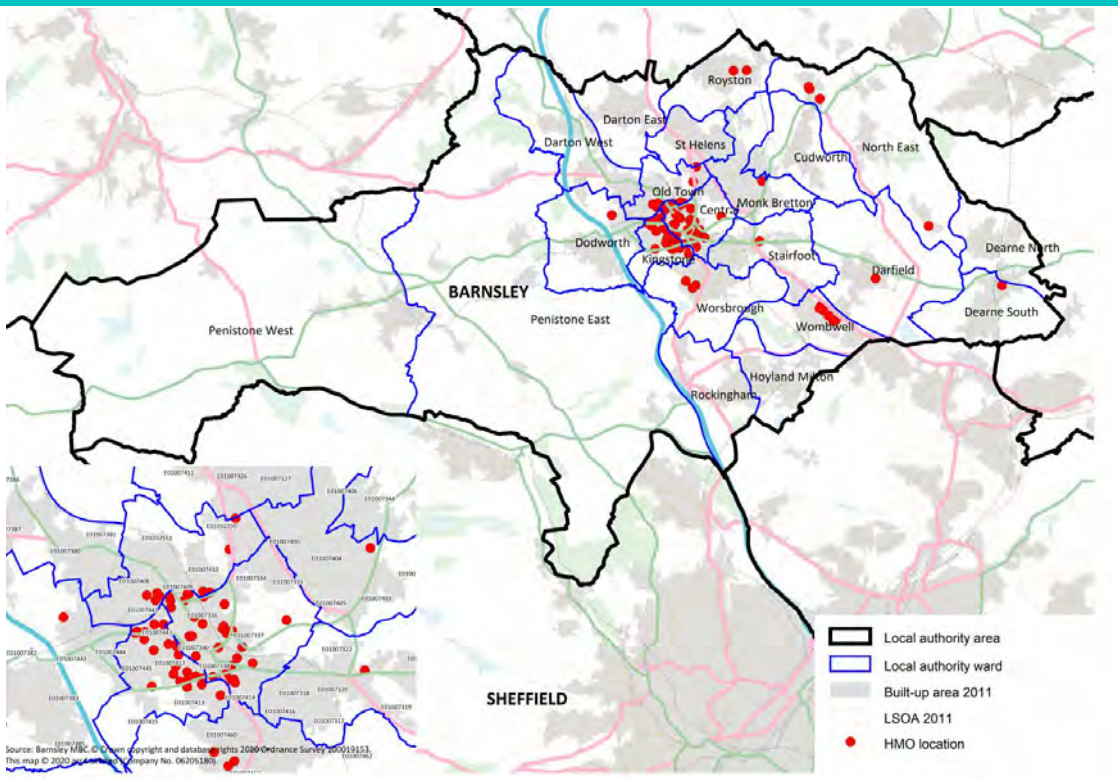
Current Stock of HMO's Within Barnsley

Around 150 HMO's

(7) Average number of tenants per HMO

(945) Permitted number of tenants over the entire stock

Map of HMO's Within Barnsley



Majority of HMO's positioned in and around the Centre of the Borough

Around 9.0% are in Wombwell, with the balance spread around the outskirts of the Borough.

4.40 The distribution of HMO accommodation is mainly within the central area of the borough, specifically within the Old Town, Kingstone and Central wards. There are also a number of HMO's in Wombwell in the proximity of Mitchell Way.

4.41 An Investigation into the rental prices for HMO properties within Barnsley, produced the following results.

Table 4.13 HMO prices within Barnsley

Size of HMO	Type of Letting	1 Bedroom Rent PCM	LHA Shared Shortfall
5-bedrooms	Double room (en-suite) with shared facilities	£412	(£160.4)
10-bedrooms	Double room only with shared facilities	£204	n/a
5-bedrooms	Double room (en-suite) with shared facilities	£399	(£147.4)
6-bedrooms	Double room only with shared facilities	£303	(£51.4)
6-bedrooms	Double room only with shared facilities	£199	n/a
6-bedrooms	Double room (en-suite) with shared facilities	£375	(£123.4)
	Barnsley Average pcm	**£315**	**(£63.40)**

Source: Rightmove/arc4 market appraisal

4.42 The HMO's with a room only agreement are generally more affordable and the Local Housing allowance (LHA) will usually cover the rental costs. The average cost found across Barnsley was around £315 pcm and after taking into account the LHA the shortfall is around £63 pcm.

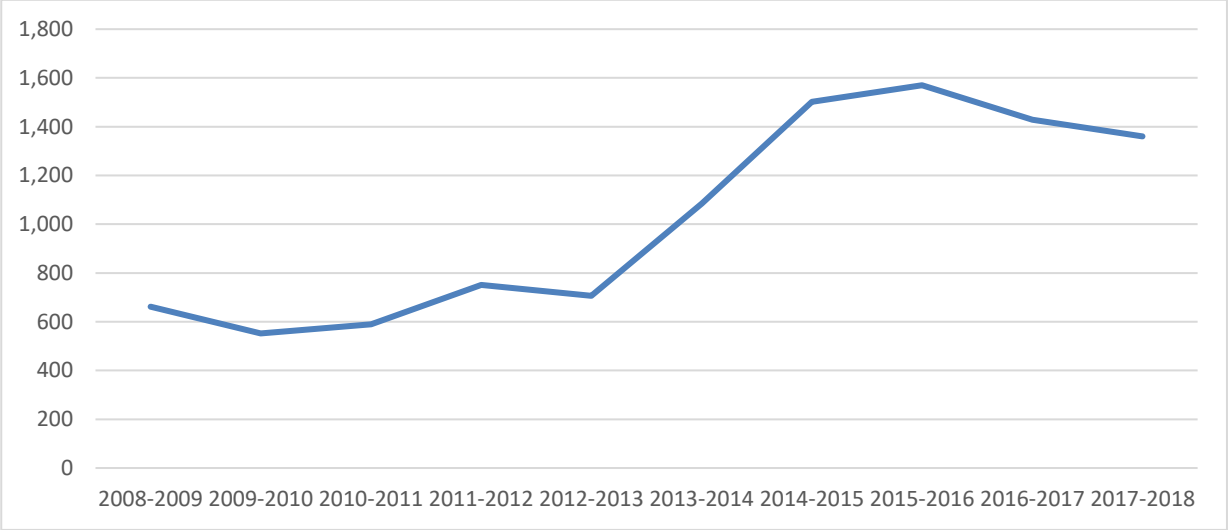
Demand for Multiple Occupation accommodation

4.43 We examined the current household survey data and found that there was no demand from existing households. However, there was some demand from newly forming households, albeit a small number (333 newly forming households, around 0.3% of all newly forming households).

4.44 The newly forming households who said they would expect to move to a room in a shared house/flat were between the ages of 16 and 35. They were all white British and were the children (16+) of an existing household within Barnsley. All of these newly forming households earned below £7,800 per annum, with around 75.0% earning below £5,200 per annum. Around 25% of these households currently live in Rural East and the rest live in South Barnsley and Worsborough. However, none of the households stated where they would like to live when they move out of their current home.

4.45 We examined ONS (Office for National Statistics) data on migration flows and specifically looked at the number of new migrant GP registrations within Barnsley from 2008 to 2018.

Figure 4.10 Migration flows (GP registrations)

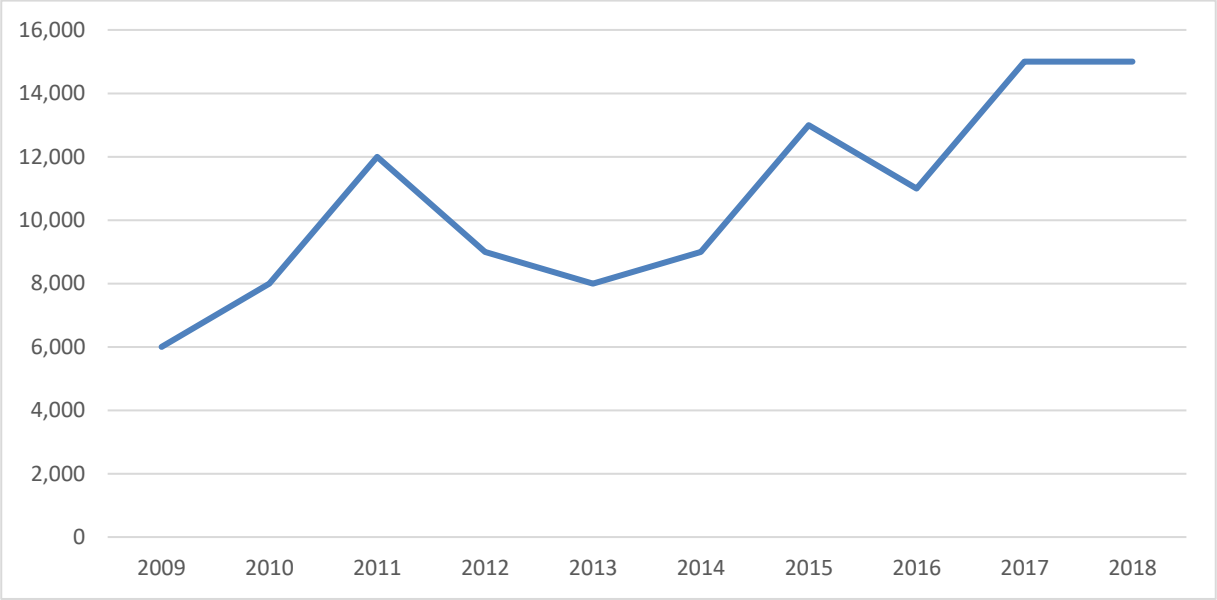


Source: ONS 2018.

4.47 The data clearly shows a sharp rise in the number of new migrant GP registrations within Barnsley from 2012 and 2016. However, since 2016 through to 2018 the numbers are slowly decreasing.

4.48 We also looked at population estimates for those born outside of the UK but who currently live in Barnsley.

Figure 4.11 People born outside the UK



Source: ONS 2018

4.49 Between 2009 and 2011 there was a sharp increase in the non-UK born population in Barnsley, which then declined through to 2013. Apart from another decline around 2016, the non-UK born population has steadily increased and

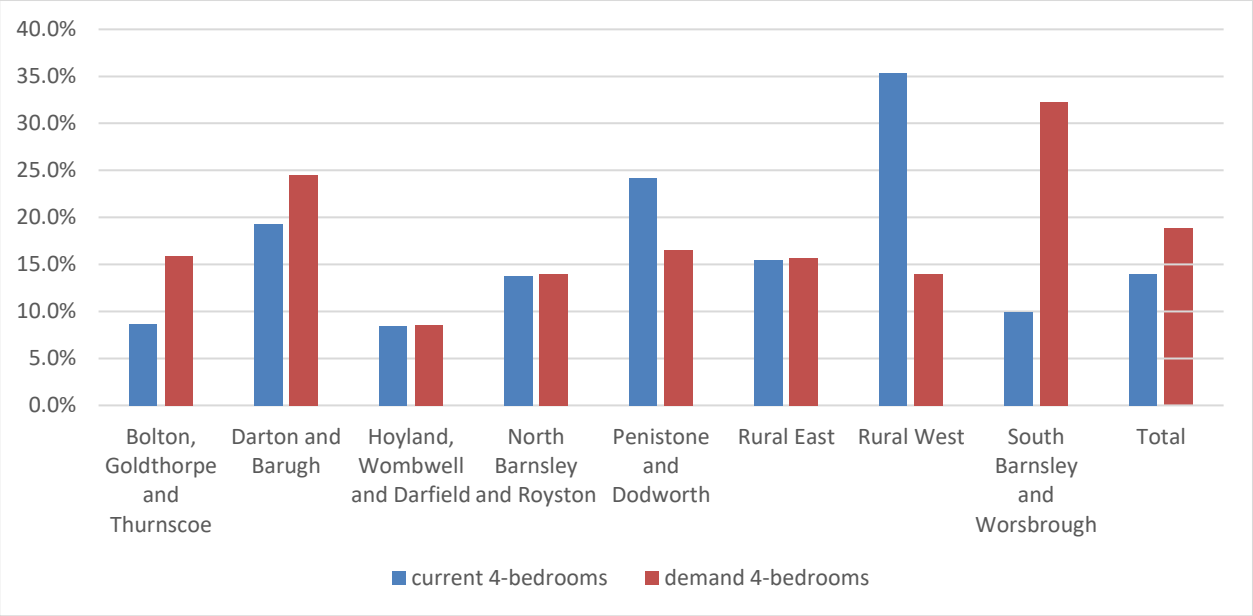
then stayed the same within the last two years. Overall, between 2009 and 2018 the non -UK born population in Barnsley has increased by around 150%.

Demand for Larger Dwellings

4.50 The current stock of larger sized dwellings in Barnsley accounts for around 16.0% of the stock according to the current household survey. However, the overall demand for 4 or more bedrooms within the next five years is around 22.0%.

4.51 The following graph shows the demand and supply of 4-bedroom dwellings in Barnsley.

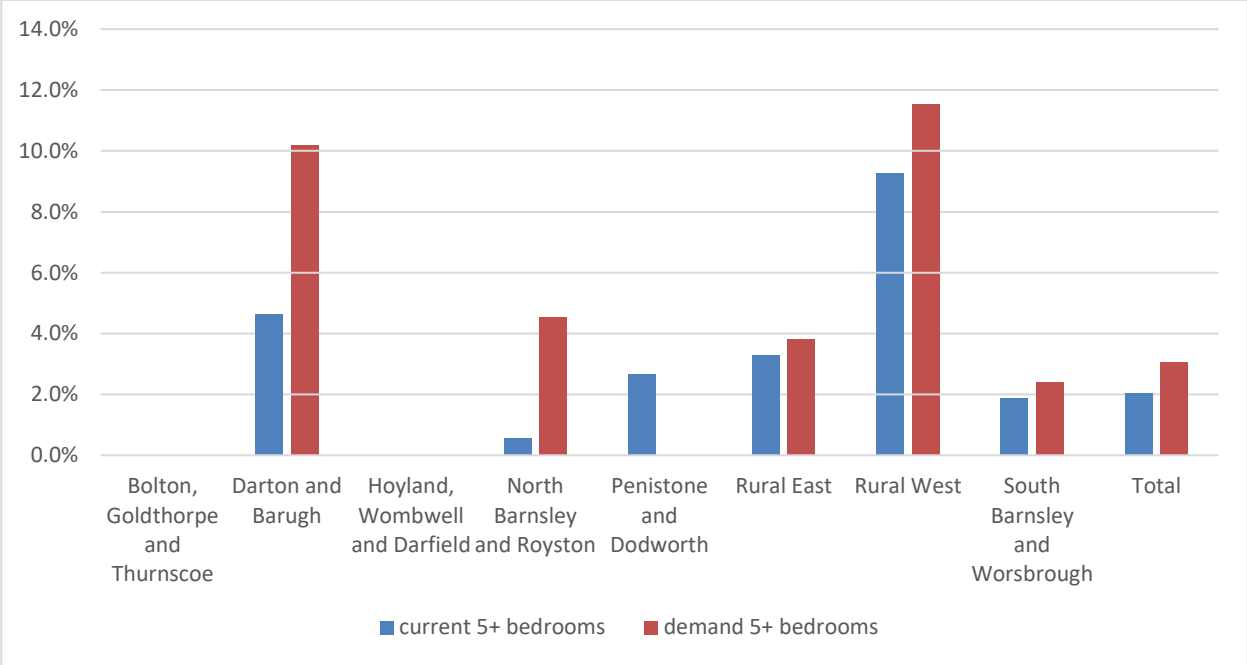
Figure 4.12 Comparison of demand and supply of 4-bedroom dwellings



Source: Household Survey 2020

4.52 Apart from some of the more rural sub-areas, the demand outweighs supply for 4-bedroom dwellings, with the highest numbers seen specifically in South Barnsley and Worsbrough.

Figure 4.13 Comparison of demand and supply of 5 or more-bedroom dwellings



Source: Household Survey 2020

4.53 Demand for 5 or more-bedroom dwellings is seen mainly in the more rural sub-areas of Rural East, Rural West and Darton and Barugh and North Barnsley and Royston. Overall demand is higher than supply across the whole of the borough.

Summary

4.54 There are around 150 HMOs within Barnsley specifically around the central area of the borough that provide around 946 bed-spaces. Demand is low from newly forming households wishing to move within the next 5-years.

4.55 There is demand for larger dwellings within the borough from households wishing to move within the area in the next 5 years. Data on supply against demand shows shortfalls of 4 and 5-bedroom dwellings.

Stakeholder views on private rented sector housing

4.56 A full analysis of the findings of the online stakeholder survey is set out in Appendix E. A short summary for the private rented sector is provided here.

4.57 Stakeholders considered there to be strong demand for private rented sector housing. Amongst suggestions to improve the sector, stakeholders suggested joint working with the council to review the private rented sector offer and ensure a consistent approach to engagement with private sector landlords

4.58 Local Authority staff were asked what the main challenges are with the existing housing (private rented) stock. These challenges were identified as:

- quality;
- affordability;

- location; and
- reluctance of landlords to consider people with challenging behaviour.

4.59 Private landlords were asked, based on their experience, what type of dwellings are most in demand and in which areas. Their response was:

- 2 to 3-bedroom dwellings in Barnsley town centre – Wombwell and surrounding area;
- smaller dwellings at lower rents;
- 3-bedroom family homes near town centre; and
- 3-bedroom terraced housing.

4.60 In relation to advantages of investing in, or letting properties private landlords mentioned:

- high rental demand and low rents;
- a good return for most landlords however there are mainly professional landlords now;
- easy access to motorway and nearby cities; and

4.61 In relation to challenges they mentioned:

- changing legislation, taxation for landlords, a shortage of property shrinking the PRS and forcing some to get out of the game completely; and
- keeping up to date with regulations and paperwork.

4.62 Stakeholders were asked in what ways, if any, could Barnsley's private rental sector do more to meet housing need and demand in the borough and how could the council help to this end. The main theme which emerged here was support for landlords from the council in terms of:

- helping landlords when things go wrong with the social problems that come with housing;
- support with notice periods (e.g. when a council funded tenant moves to council house, the council does not pay the notice period rent and that is off-putting as a private landlord); and
- building more social rented houses.

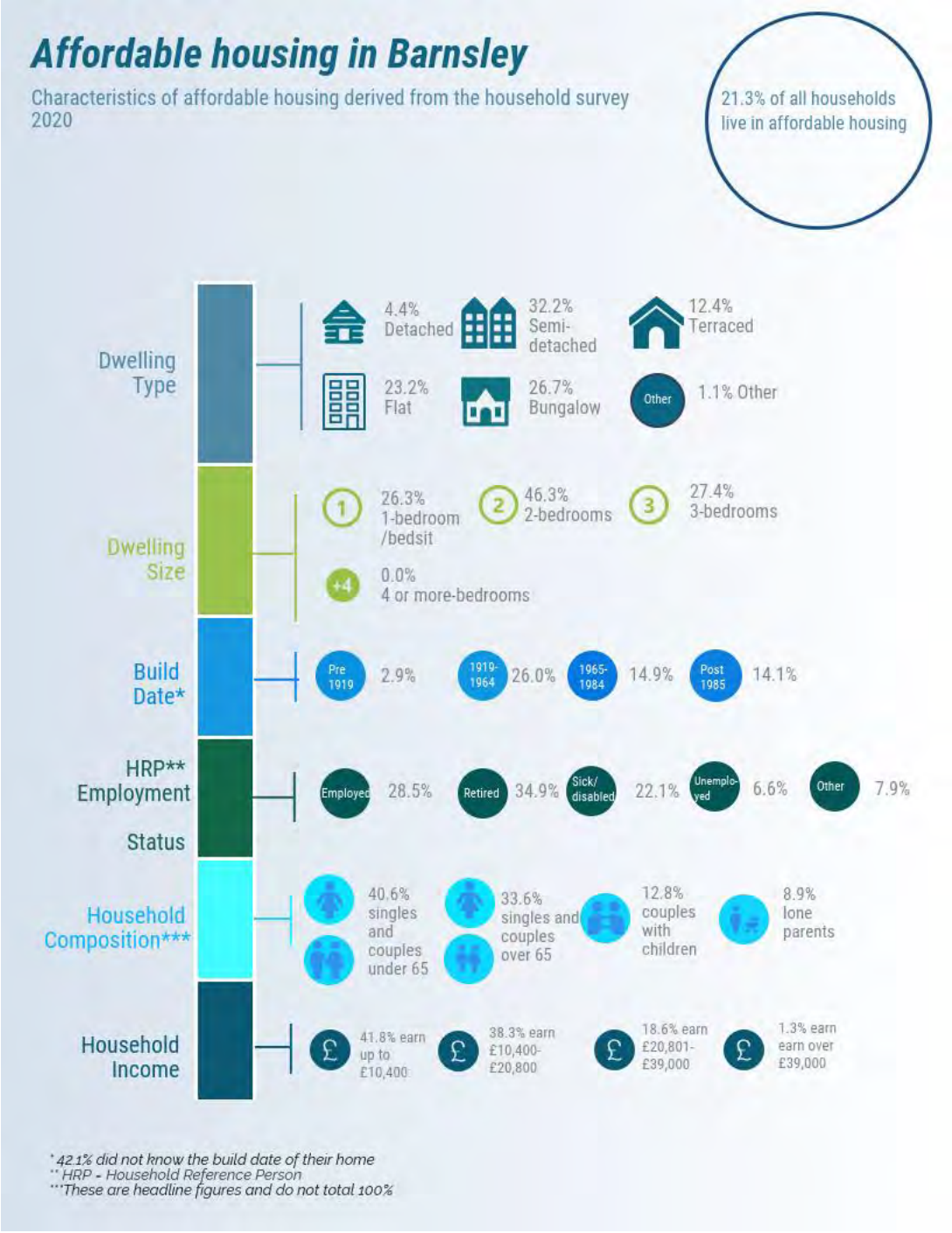
4.63 Finally, the survey asked landlords, who would they say are the typical customer groups who rent their properties. Responses included:

- a lot are the lower end of the market;
- low income families on benefits;
- in multi-lets, immigrant/European workers, on zero-hours contracts at local warehouses; and
- professional couples.

Affordable housing

4.64 Figure 4.14 sets out the general characteristics of affordable housing households and dwellings across the borough based on the 2020 household survey.

Figure 4.14 Characteristics of affordable housing households and dwellings



Stakeholder views on affordable housing

4.65 A full analysis of the findings of the online stakeholder survey is set out in Appendix E. A short summary for the affordable sector is provided here.

4.66 Social housing management was thought to be good however a key theme which emerged was that there is not enough affordable housing in general and particular shortages in some areas. The following specific future needs were identified:

- a need for quality affordable homes (beyond starter homes and apartments) to allow many to come out of the rental market;
- affordable family houses with gardens in community settings;
- smaller and affordable housing for single parent families, but at the same time at a rental level that is attractive to landlords.

4.67 Registered providers (RPs) raised the following concerns about affordable housing provision in Barnsley:

- young people are being priced out of the market;
- demand is for certain types of accommodation (houses and bungalows in particular), but there is little demand for flats, even if ring-fenced to over 55's;
- a shortage of the right affordable housing in the right location and oversupply in the wrong areas and the type and size do not meet the current and future demographic changes;
- waiting lists are generally increasing; and
- a shortage of larger homes.

4.68 In relation to demand for intermediate housing products, RPs gave mixed responses. Some were unsure and thought that products like shared ownership are not widely understood in Barnsley and there would need to be extensive marketing of what intermediate housing is to promote this form of tenure. Others believed that there is demand for products such as SOFTE (leasehold for older people downsizing) and shared ownership. Another stakeholder provided evidence that shared ownership bungalows have sold easily, but 2-bedroom houses are proving difficult to sell even with a price revision.

4.69 RPs were asked what they think needs to happen to improve the provision of affordable housing for rent and sale in Barnsley. Responses included:

- more affordable accommodation to be built in all areas, including the west of the borough;
- better land opportunities. Land released especially for affordable housing, planning streamlined and introduction of Barnsley building standards for space and energy efficiency on all tenures;
- a local campaign to increase tenure diversity, specifically shared ownership;
- sufficient grant funding to be awarded to make shared ownership viable, as, in low value areas, affordable rent is more viable;

- establish master plans/growth areas for the district. Look at innovation when delivering housing and consider entering into joint ventures on council owned land to accelerate the delivery of housing; and
- only work with RPs who are compliant with social housing regulatory standards.

Relative affordability of housing tenure options and defining genuinely affordable housing

4.70 The relative cost of alternative housing options across the borough and sub-areas is considered in the SHMA from two perspectives. Firstly, analysis considers prevailing prices at sub-area level across a range of market and affordable tenures and the incomes required to afford these dwellings. Secondly, analysis considers what is genuinely affordable to households based on local incomes and assumptions around the proportion of income that should be spent on renting and the multiples of income for buying. The analysis of what is genuinely affordable also considers the incomes of selected key workers and those on minimum and living wages.

4.71 Table 4.14 sets out the range of market and affordable tenures considered in analysis and any assumptions relating to housing costs.

4.72 Table 4.15 sets out the cost of alternative tenure options by sub-area.

4.73 Table 4.16 sets out the indicative incomes required based on rentals being affordable if up to 25% of household income is spent on rent; and owning is affordable based on a 3.5x household income multiple. Analysis also assumes deposits of up to 10%. The impact of higher deposits on the income required to service a mortgage are summarised in table 4.17 based on borough prices; this demonstrates the considerable reduction on income requirements for a dwelling to be affordable through higher deposits.

Table 4.14 Summary of tenure, price assumptions and data sources		
Tenure	**Tenure price assumptions**	**Data Source**
Social rent	2019 prices	Regulator of Social Housing Statistical Data Return 2019
Affordable Rent	Affordable homes based on 80% of median market rent	Zoopla 2020
Market Rent – lower quartile	2019 prices	Zoopla 2020
Market Rent – median	2019 prices	Zoopla 2020
Market Rent – upper quartile	2019 prices	Zoopla 2020
Market Sale – lower quartile	2019 prices	Land Registry Price Paid
Market Sale – median	2019 prices	Land Registry Price Paid
Market Sale – average	2019 prices	Land Registry Price Paid
Shared ownership (50%)	Total price based on median price and 50% ownership. Mortgage based on 40%. 10% deposit required, annual service charge £395, Annual rent based on 2.75% of remaining equity	Assumptions applied to Land Registry Price Paid data
Shared ownership (25%)	Total price based on median price and 25% ownership. Mortgage based on 20%. 5% deposit required, annual service charge £395, Annual rent based on 2.75% of remaining equity	Assumptions applied to Land Registry Price Paid data
Help to buy	Total price based on median price. Mortgage based on 75% equity. 20% loan and deposit of 5%. Loan fee of 1.75% in year 6 of outstanding equity loan increasing annually from yr7 at RPI+1%	Assumptions applied to Land Registry Price Paid data
Discounted home ownership	70% of Average Price	Assumptions applied to Land Registry Price Paid data

Table 4.15 Cost of alternative tenures by sub area

Tenure option	Price (2019)								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Barnsley
Social rent (average)	£357	£357	£357	£357	£357	£357	£357	£357	£357
Affordable rent (monthly cost)	£354	£382	£361	£361	£440	£382	£554	£361	£361
Market rent - lower quartile	£399	£433	£399	£394	£494	£399	£576	£394	£399
Market rent - median	£442	£477	£451	£451	£550	£477	£693	£451	£451
Market rent – upper quartile	£498	£550	£524	£498	£676	£524	£897	£498	£524
Market sale - lower quartile	£64,000	£122,000	£85,000	£85,000	£131,000	£88,000	£172,500	£75,000	£85,000
Market sale - median	£94,000	£169,998	£120,000	£123,750	£180,000	£122,000	£237,750	£108,000	£127,500
Market sale - average	£106,865	£179,778	£131,968	£133,795	£205,110	£132,242	£273,838	£124,283	£145,801
Shared ownership (50%)	£47,000	£84,999	£60,000	£61,875	£90,000	£61,000	£118,875	£54,000	£63,750
Shared ownership (25%)	£23,500	£42,499	£30,000	£30,938	£45,000	£30,500	£59,438	£27,000	£31,875
Help to buy	£94,000	£169,998	£120,000	£123,750	£180,000	£122,000	£237,750	£108,000	£127,500
Discounted home ownership	£74,806	£125,845	£92,378	£93,656	£143,577	£92,569	£191,686	£86,998	£102,061

Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019, MHCLG, RSH SDR 2018

Table 4.16 Household income required for alternative tenure options (based on 25% income for rents and 3.5x income multiple for buying)

Tenure option	Income required (2019)								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Barnsley
Social rent (average)	£15,303	£15,303	£15,303	£15,303	£15,303	£15,303	£15,303	£15,303	£15,303
Affordable rent (monthly cost)	£15,154	£16,354	£15,463	£15,463	£18,857	£16,354	£23,760	£15,463	£15,463
Market rent - lower quartile	£19,152	£20,784	£19,152	£18,912	£23,712	£19,152	£27,648	£18,912	£19,152
Market rent - median	£21,216	£22,896	£21,648	£21,648	£26,400	£22,896	£33,264	£21,648	£21,648
Market rent – upper quartile	£23,904	£26,400	£25,152	£23,904	£32,448	£25,152	£43,056	£23,904	£25,152
Market sale - lower quartile	£16,457	£31,371	£21,857	£21,857	£33,686	£22,629	£44,357	£19,286	£21,857
Market sale - median	£24,171	£43,714	£30,857	£31,821	£46,286	£31,371	£61,136	£27,771	£32,786
Market sale - average	£27,480	£46,229	£33,935	£34,404	£52,743	£34,005	£70,415	£31,958	£37,492
Shared ownership (50%)	£18,936	£32,887	£23,709	£24,397	£34,723	£24,076	£45,324	£21,506	£25,085
Shared ownership (25%)	£15,814	£27,240	£19,723	£20,287	£28,744	£20,024	£37,427	£17,919	£20,851
Help to buy	£18,800	£34,000	£24,000	£24,750	£36,000	£24,400	£47,550	£21,600	£25,500
Discounted home ownership	£20,304	£34,158	£25,074	£25,421	£38,971	£25,126	£52,029	£23,614	£27,702

Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019, MHCLG, RSH SDR 2018

Table 4.17 Impact of alternative deposits on income required for open market dwellings

Market sale price	Amount of deposit				Barnsley average price
	10%	20%	30%	40%	
Market sale - lower quartile	£76,500	£68,000	£59,500	£51,000	£85,000
Market sale - median	£114,750	£102,000	£89,250	£76,500	£127,500
Market sale - average	£131,221	£116,641	£102,061	£87,481	£145,801
Household income required (3.5x multiple)	10%	20%	30%	40%	
Market sale - lower quartile	£21,857	£19,429	£17,000	£14,571	
Market sale - median	£32,786	£29,143	£25,500	£21,857	
Market sale - average	£37,492	£33,326	£29,160	£24,995	
Household income required (5x multiple)	10%	20%	30%	40%	
Market sale - lower quartile	£15,300	£13,600	£11,900	£10,200	
Market sale - median	£22,950	£20,400	£17,850	£15,300	
Market sale - average	£26,244	£23,328	£20,412	£17,496	

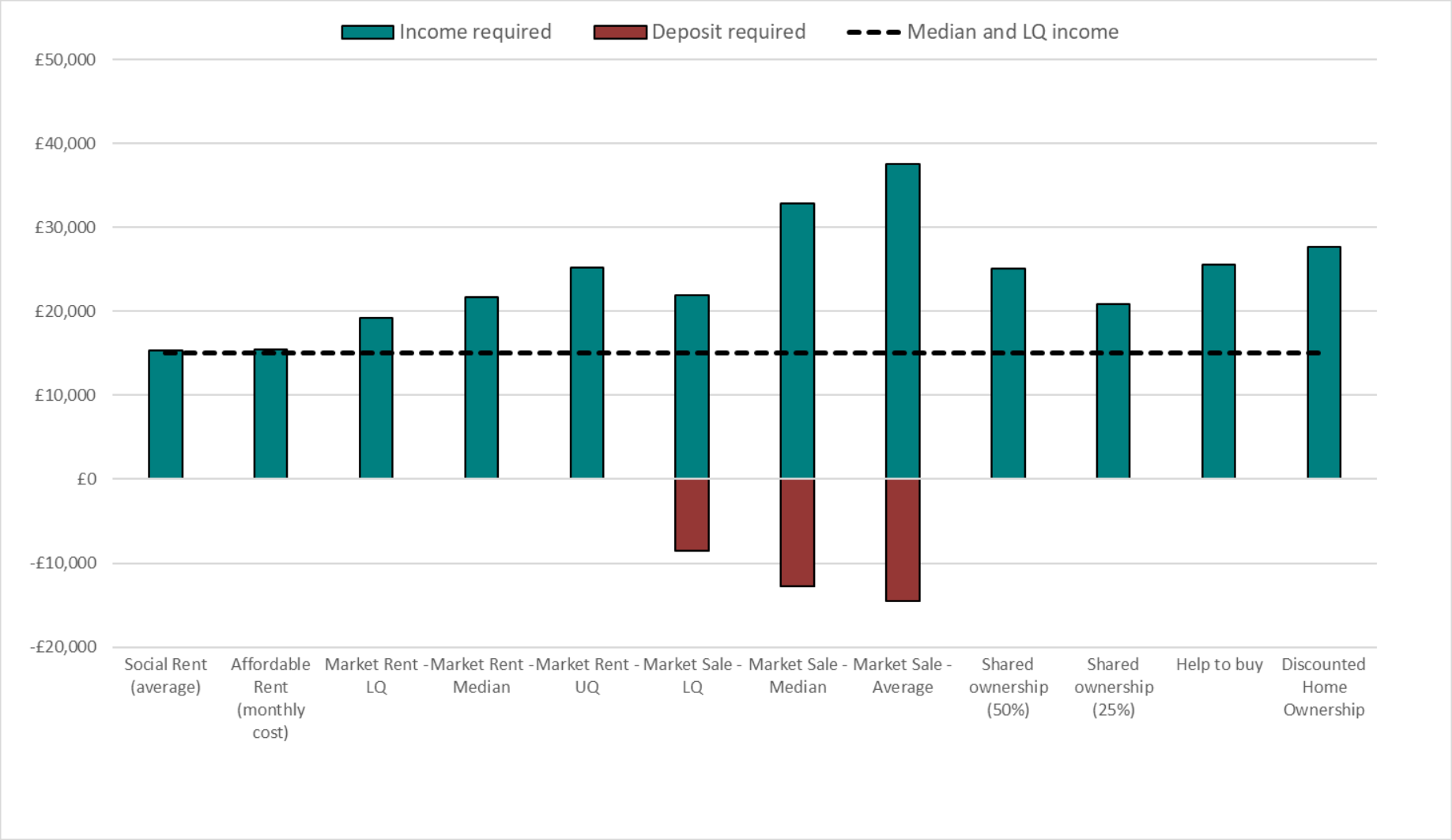
Source: Data produced by Land Registry © Crown copyright 2019

4.74 Figure 4.15 summarises in graphical form the relative affordability of alternative tenures in Barnsley. It presents the income and deposit required for different options set against prevailing lower quartile (LQ) and median earnings derived from 2019 CAMEO data. In Barnsley LQ and median earnings are the same, £15,000.

4.75 This indicates that social renting is the tenure closest to the affordability threshold and at a required household income of £15,303, is unaffordable by £303 of annual income. This is followed by affordable renting, which is unaffordable by £463 of annual income. None of the other tenure options are affordable for households on LQ/median incomes.

4.76 This comparison of local incomes with the cost of local house prices and rents illustrates the affordability challenge faced by residents within Barnsley. A clear conclusion is that there is a mismatch between average incomes and the prices of several affordable housing tenures, private renting and home ownership. It also shows the problem faced by households who do not have either existing equity or savings greater than ten percent, being the money needed for a mortgage deposit.

Figure 4.15 Barnsley household income and housing costs



Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019, CAMEO 2019, RSH SDR 2019

Note: The deposit requirements are shown as a negative number

What is genuinely affordable housing in the Barnsley context?

4.77 Having considered what a household needs to earn to afford alternative tenures, consideration is now given to household income, rentals and prices at borough and sub area levels. This analysis helps to establish what is genuinely affordable based on reasonable income multipliers for renting and buying. The analysis takes into account:

- sub-area 2019 lower quartile and median household incomes from CAMEO data;
- 2019/20 entry-level incomes from a range of key worker occupations;
- minimum and living wage levels as at April 2020, using single, dual income and 1.5x income measures (full time is classed as 37 hours each week. Part-time is classed as 18.5 hours each week);
- median and lower quartile rent and house prices at borough and sub-area level;
- the affordability of market rents by considering the percentage of income spent on housing and the impact of spending different proportions of income on rent.
- the extent to which affordable rental options are genuinely affordable to households; and
- the extent to which households could afford home ownership based on multiples of household income starting at 3.5x.

Genuinely affordable rents

4.78 Table 4.18 sets out the lower quartile rent that could be afforded based on the percentage of income used to pay the rent by sub-area. For instance, in Darton and Barugh, lower quartile rent in 2019 was £433 each month and lower quartile gross household incomes were £1,250 each month. The table shows that if 25% of income was spent on housing, a rent of £433 each month could not be afforded but rents would be affordable if 35% of income is spent on rent.

4.79 Table 4.18 also shows what could be genuinely afforded by households based on local incomes by considering the proportion of income spent on housing costs. If this is assumed to be 25%, then only lower quartile market rents in the Rural West sub-area would be affordable due to the relatively high income in that area. When 35% of income is considered, lower quartile rents in seven sub-areas are affordable, plus Barnsley as a whole. Penistone and Dodworth only becomes affordable when 40% of income is spent on housing costs.

4.80 Table 4.19 presents the same analysis based on median rents and incomes. In Darton and Barugh and Rural West, median prices are affordable if households spend 25% of their income on housing costs and in Penistone and Dodworth median prices are affordable at the 30% threshold. However, in the remaining five sub-areas and Barnsley as a whole where median incomes are £1,250 per month, median prices are affordable if 40% of income is spent on rent.

4.81 This analysis can help establish what would be a reasonable rent based on local incomes. Assuming that 25% of income is spent on housing, a genuinely affordable lower quartile market rent for Barnsley and the sub-areas would be £313 based on local incomes. Rural West would be an exception and here a reasonable rent could be set at £729.

Table 4.18 Lower quartile rents, household incomes and what could be afforded

Sub area	Monthly lower quartile rent that could be afforded by percentage of income spent on rent						LQ rent and income levels	
	25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual LQ rent 2019	LQ gross household income 2019 (Monthly £)
Bolton, Goldthorpe and Thurnscoe	£313	£375	£438	£500	£563	£625	£399	£1,250
Darton and Barugh	£313	£375	£438	£500	£563	£625	£433	£1,250
Hoyland, Wombwell and Darfield	£313	£375	£438	£500	£563	£625	£399	£1,250
North Barnsley and Royston	£313	£375	£438	£500	£563	£625	£394	£1,250
Penistone and Dodworth	£313	£375	£438	£500	£563	£625	£494	£1,250
Rural East	£313	£375	£438	£500	£563	£625	£399	£1,250
Rural West	£729	£875	£1,021	£1,167	£1,313	£1,458	£576	£2,917
South Barnsley and Worsbrough	£313	£375	£438	£500	£563	£625	£394	£1,250
Barnsley	£313	£375	£438	£500	£563	£625	£399	£1,250

Table 4.19 Median rents, household incomes and what could be afforded

Sub area	Monthly median rent that could be afforded by percentage of income spent on rent						Median rent and income levels	
	25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual median rent 2019	Median gross household income 2019 (Monthly £)
Bolton, Goldthorpe and Thurnscoe	£313	£375	£438	£500	£563	£625	£442	£1,250
Darton and Barugh	£521	£625	£729	£833	£938	£1,042	£477	£2,083
Hoyland, Wombwell and Darfield	£313	£375	£438	£500	£563	£625	£451	£1,250
North Barnsley and Royston	£313	£375	£438	£500	£563	£625	£451	£1,250
Penistone and Dodworth	£521	£625	£729	£833	£938	£1,042	£550	£2,083
Rural East	£313	£375	£438	£500	£563	£625	£477	£1,250
Rural West	£938	£1,125	£1,313	£1,500	£1,688	£1,875	£693	£3,750
South Barnsley and Worsbrough	£313	£375	£438	£500	£563	£625	£451	£1,250
Barnsley	£313	£375	£438	£500	£563	£625	£498	£1,250

Source (Tables 4.17 &.4.18): Zoopla 2019, CAMEO 2019

Note: Red cells indicate rent is not affordable; Green cells indicate rent is affordable

Genuinely affordable rents for selected key workers and those on minimum and living wages

4.82 The extent to which open market rents are affordable to selected key workers and those on minimum and living wages are explored in Tables 4.20(a) and 4.20(b). This clearly establishes that lower quartile prices are not affordable to households with a single earner on minimum or living wage when 25% of income is spent on rent; minimum wage single earner households are required to spend 35%. Median rents are unaffordable entry level to police officers until 30% of income is spent on rent and to single earning households on minimum and living wages until at least 35% of income is spent on rent.

Table 4.20(a) LQ market rents, actual household incomes and what could be afforded

Occupation/Wage	Gross household income 2019/20 (£)	Monthly LQ rent that could be afforded by percentage of income spent on rent						LQ rent and income	
		25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual LQ rent 2019	Gross household income 2019 (Monthly £)
Police officer	£20,880	£435	£522	£609	£696	£783	£870	£399	£1,740
Nurse	£24,907	£519	£623	£726	£830	£934	£1,038	£399	£2,076
Fire officer	£23,366	£487	£584	£682	£779	£876	£974	£399	£1,947
Teacher	£24,373	£508	£609	£711	£812	£914	£1,016	£399	£2,031
Min. wage (single household)	£15,777	£329	£394	£460	£526	£592	£657	£399	£1,315
Min. wage (1 FT/1PT)	£23,665	£493	£592	£690	£789	£887	£986	£399	£1,972
Min. wage (two working adults)	£31,554	£657	£789	£920	£1,052	£1,183	£1,315	£399	£2,629
Living wage (single)	£16,777	£350	£419	£489	£559	£629	£699	£399	£1,398
Living wage (1 FT/1 PT	£25,166	£524	£629	£734	£839	£944	£1,049	£399	£2,097
Living wage (two workers)	£33,555	£699	£839	£979	£1,118	£1,258	£1,398	£399	£2,796

Note: Red cells indicate rent is not affordable; Green cells indicate rent is affordable

Source: Zoopla 2019, CAMEO 2019

Table 4.20(b) Median market rents, actual household incomes and what could be afforded

Occupation/Wage	Gross household income 2019/20 (£)	Monthly median rent that could be afforded by percentage of income spent on rent						Median rent and income	
		25% of income	30% of income	35% of income	40% of income	45% of income	50% of income	Actual median rent 2019	Gross household income 2019 (Monthly £)
Police officer	£20,880	£435	£522	£609	£696	£783	£870	£451	£1,740
Nurse	£24,907	£519	£623	£726	£830	£934	£1,038	£451	£2,076
Fire officer	£23,366	£487	£584	£682	£779	£876	£974	£451	£1,947
Teacher	£24,373	£508	£609	£711	£812	£914	£1,016	£451	£2,031
Min. wage (single household)	£15,777	£329	£394	£460	£526	£592	£657	£451	£1,315
Min. wage (1 FT/1PT)	£23,665	£493	£592	£690	£789	£887	£986	£451	£1,972
Min. wage (two working adults)	£31,554	£657	£789	£920	£1,052	£1,183	£1,315	£451	£2,629
Living wage (single)	£16,777	£350	£419	£489	£559	£629	£699	£451	£1,398
Living wage (1 FT/1 PT	£25,166	£524	£629	£734	£839	£944	£1,049	£451	£2,097
Living wage (two workers)	£33,555	£699	£839	£979	£1,118	£1,258	£1,398	£451	£2,796

Source: Zoopla 2019, CAMEO 2019

Buying a dwelling

4.83 Table 4.21 considers lower quartile house prices and incomes. It indicates the buying potential based on multiples of income and excludes deposits. The analysis demonstrates that it is not possible to access lower quartile properties with a 3.5x income multiple in Barnsley as a whole or any of the eight sub-areas. Income multiples must exceed 5x to afford the average LQ priced properties in Bolton, Goldthorpe and Thurnscoe, Rural West and South Barnsley and Worsbrough. In Barnsley as whole 7.5x is the required threshold. For median house prices (Table 4.22) no sub-area is affordable until the 7.5x income multiple is reached where five out of the eight sub-areas become affordable. Incomes must be at the 10x income multiple for households to afford the average Barnsley median property and the remaining three sub-areas.

Table 4.21 Income required to fund lower quartile house price purchase compared with lower quartile household income

	Potential buying capacity of lower quartile priced dwellings based on income multipliers				Lower quartile price and income	
Sub area	3.5x	5x	7.5x	10x	Actual LQ price 2019	LQ gross household income 2019 (annual £)
Bolton, Goldthorpe and Thurnscoe	£52,500	£75,000	£112,500	£150,000	64,000	£15,000
Darton and Barugh	£52,500	£75,000	£112,500	£150,000	122,000	£15,000
Hoyland, Wombwell and Darfield	£52,500	£75,000	£112,500	£150,000	85,000	£15,000
North Barnsley and Royston	£52,500	£75,000	£112,500	£150,000	85,000	£15,000
Penistone and Dodworth	£52,500	£75,000	£112,500	£150,000	131,000	£15,000
Rural East	£52,500	£75,000	£112,500	£150,000	88,000	£15,000
Rural West	£122,500	£175,000	£262,500	£350,000	172,500	£35,004
South Barnsley and Worsbrough	£52,500	£75,000	£112,500	£150,000	75,000	£15,000
Barnsley	£52,500	£75,000	£112,500	£150,000	85,000	£15,000

Note: Red cells indicate dwelling is not affordable to buy; Green cells indicate dwelling is affordable to buy

Source: Data produced by Land Registry © Crown copyright 2019, CAMEO 2019

Table 4.22 Income required to fund median house price purchase compared with median household income

Sub area	Potential buying capacity of median priced dwellings based on income multipliers				Median price and income	
	3.5x	5x	7.5x	10x	Actual Median price 2019	Median gross household income 2019 (annual £)
Bolton, Goldthorpe and Thurnscoe	£52,500	£75,000	£112,500	£150,000	94,000	£15,000
Darton and Barugh	£87,500	£125,000	£187,500	£250,000	169,998	£24,996
Hoyland, Wombwell and Darfield	£52,500	£75,000	£112,500	£150,000	120,000	£15,000
North Barnsley and Royston	£52,500	£75,000	£112,500	£150,000	123,750	£15,000
Penistone and Dodworth	£87,500	£125,000	£187,500	£250,000	180,000	£24,996
Rural East	£52,500	£75,000	£112,500	£150,000	122,000	£15,000
Rural West	£157,500	£225,000	£337,500	£450,000	237,750	£45,000
South Barnsley and Worsbrough	£52,500	£75,000	£112,500	£150,000	108,000	£15,000
Barnsley	£52,500	£75,000	£112,500	£150,000	127,500	£15,000

Note: Red cells indicate dwelling is not affordable to buy; Green cells indicate dwelling is affordable to buy

Source: Data produced by Land Registry © Crown copyright 2019, CAMEO 2019

Buying a dwelling: selected key workers and wage earners

4.84 Table 4.23 shows the buying potential (excluding deposits) for selected keyworkers and those on minimum and living wages applied to Barnsley-wide figures of £85,000 for a lower quartile price home. This shows nurses and teachers can afford to buy a lower quartile property with an income multiple of 3.5x. Households on dual minimum (full-time only)/living wages can also afford to buy at the 3.5x income multiple.

Table 4.23 LQ market house prices, actual household incomes and what could be afforded

Benchmark incomes	Gross household income 2019/20 (£)	3.5x	4x	4.5x	5x	7.5x	10x	12.5x	15x	Ave. LQ price 2019
Police officer	£20,880	£73,080	£83,520	£93,960	£104,400	£156,600	£208,800	£261,000	£313,200	£85,000
Nurse	£24,907	£87,175	£99,628	£112,082	£124,535	£186,803	£249,070	£311,338	£373,605	£85,000
Fire officer	£23,366	£81,781	£93,464	£105,147	£116,830	£175,245	£233,660	£292,075	£350,490	£85,000
Teacher	£24,373	£85,306	£97,492	£109,679	£121,865	£182,798	£243,730	£304,663	£365,595	£85,000
Min. wage (single household)	£15,777	£55,219	£63,107	£70,996	£78,884	£118,326	£157,768	£197,210	£236,652	£85,000
Min. wage (1 FT/1PT)	£23,665	£82,828	£94,661	£106,493	£118,326	£177,489	£236,652	£295,815	£354,978	£85,000
Min. wage (two working adults)	£31,554	£110,438	£126,214	£141,991	£157,768	£236,652	£315,536	£394,420	£473,304	£85,000
Living wage (single)	£16,777	£58,720	£67,109	£75,498	£83,886	£125,830	£167,773	£209,716	£251,659	£85,000
Living wage (1 FT/1 PT	£25,166	£88,081	£100,664	£113,247	£125,830	£188,744	£251,659	£314,574	£377,489	£85,000
Living wage (two workers)	£33,555	£117,441	£134,218	£150,996	£167,773	£251,659	£335,546	£419,432	£503,318	£85,000

Note: Red cells indicate dwelling is not affordable to buy; Green cells indicate dwelling is affordable to buy

Source: Data produced by Land Registry © Crown copyright 2019, CAMEO 2019

4.85 Table 4.24 presents the same analysis as above but for median priced homes (£127,500). Only a household with two, full-time living wage earners can afford to buy at the 4x income multiple. Key workers face affordability difficulties until the multiples reach 7.5x their income. Median prices are not affordable to households with less than two full-time minimum or living wage incomes unless the income multiple is between 7.5x and 10x.

Table 4.24 Median house prices, actual household incomes and what could be afforded

Benchmark incomes	Gross household income 2019/20 (£)	3.5x	4x	4.5x	5x	7.5x	10x	12.5x	15x	Ave. Median price 2019
Police officer	£20,880	£73,080	£83,520	£93,960	£104,400	£156,600	£208,800	£261,000	£313,200	£127,500
Nurse	£24,907	£87,175	£99,628	£112,082	£124,535	£186,803	£249,070	£311,338	£373,605	£127,500
Fire officer	£23,366	£81,781	£93,464	£105,147	£116,830	£175,245	£233,660	£292,075	£350,490	£127,500
Teacher	£24,373	£85,306	£97,492	£109,679	£121,865	£182,798	£243,730	£304,663	£365,595	£127,500
Min. wage (single household)	£15,777	£55,219	£63,107	£70,996	£78,884	£118,326	£157,768	£197,210	£236,652	£127,500
Min. wage (1 FT/1PT)	£23,665	£82,828	£94,661	£106,493	£118,326	£177,489	£236,652	£295,815	£354,978	£127,500
Min. wage (two working adults)	£31,554	£110,438	£126,214	£141,991	£157,768	£236,652	£315,536	£394,420	£473,304	£127,500
Living wage (single)	£16,777	£58,720	£67,109	£75,498	£83,886	£125,830	£167,773	£209,716	£251,659	£127,500
Living wage (1 FT/1 PT	£25,166	£88,081	£100,664	£113,247	£125,830	£188,744	£251,659	£314,574	£377,489	£127,500
Living wage (two workers)	£33,555	£117,441	£134,218	£150,996	£167,773	£251,659	£335,546	£419,432	£503,318	£127,500

Note: Red cells indicate dwelling is not affordable to buy; Green cells indicate dwelling is affordable to buy

Source: Data produced by Land Registry © Crown copyright 2019, CAMEO 2019

The affordability of affordable housing options

4.86 The final section of analysis considers the extent to which affordable housing options are genuinely affordable to households across the area. This uses Barnsley-wide data and is tested against 2019 CAMEO income data, the incomes of selected key workers and households where members are earning minimum and living wages. This analysis does not factor in benefits which may be available to households.

4.87 For social and affordable rented tenures, Table 4.25 shows that social and affordable renting is affordable to all of the selected key worker households and all households earning more than a single minimum/living wage.

4.88 Table 4.25 also shows the basic income multiples associated with the equity components of alternative affordable purchase options. This does not take into account any rental component but would indicate help to buy is the least realistic option for all of the household wage types examined. The analysis clearly shows that shared ownership is the most genuinely affordable intermediate tenure.

4.89 This analysis clearly demonstrates that social renting, affordable renting and shared ownership are the most affordable tenure options available to households. However, the affordability of the equity components of intermediate tenures is highly variable and the ability to access this market is challenging for the selected key workers and wage earners considered in the analysis.

Table 4.25 Affordability of intermediate tenure options

Occupation/wage	Gross household income 2019/20 (annual £)	Gross household income 2019/20 (monthly £)	Tenure option>>	Social rent (monthly cost)	Affordable rent (monthly cost)	Shared ownership (50%)	Shared ownership (25%)	Help to buy	Discounted home ownership
			Monthly rent / purchase price>>	£357	£361	£63,750	£31,875	£127,500	£102,061
				Monthly household income required (assuming 25% spent on rent is affordable)		Income multiple required for equity component (excluding deposit)			
				£1,428	£1,443				
				Gross monthly household income 2019/20 (£)					
Police officer	£20,880	£1,740		£1,740	£1,740	3.1	1.5	6.1	4.9
Nurse	£24,907	£2,076		£2,076	£2,076	2.6	1.3	5.1	4.1
Fire officer	£23,366	£1,947		£1,947	£1,947	2.7	1.4	5.5	4.4
Teacher	£24,373	£2,031		£2,031	£2,031	2.6	1.3	5.2	4.2
Minimum wage (single household)	£15,777	£1,315		£1,315	£1,315	4.0	2.0	8.1	6.5
Minimum wage (1 full time, 1 part time)	£23,665	£1,972		£1,972	£1,972	2.7	1.3	5.4	4.3
Minimum wage (two working adults)	£31,554	£2,629		£2,629	£2,629	2.0	1.0	4.0	3.2
Living wage (single household)	£16,777	£1,398		£1,398	£1,398	3.8	1.9	7.6	6.1
Living wage (1 full time, 1 part time)	£25,166	£2,097		£2,097	£2,097	2.5	1.3	5.1	4.1
Living wage (two working adults)	£33,555	£2,796		£2,796	£2,796	1.9	0.9	3.8	3.0

Note: Red cells indicate property is not affordable to buy; Green cells indicate property is affordable to buy

Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019, CAMEO 2019, RSH SDR 2019

Concluding comments

4.90 This chapter has explored the current housing market dynamics affecting and influencing the housing market within the area. It has provided detail on the current profile of dwellings by type, tenure and size along with house condition and prices.

4.91 The 2020 household survey the majority (75.3%) of occupied dwellings are houses (of which 18.5% are detached, 32.5% are semi-detached and 24.3% are terraced/town houses). 15.7% of other occupied dwellings are bungalows, 8.4% are flats/apartments/maisonettes and 0.6% are other types of dwelling. 6.4% have one bedroom, 31.9% have two bedrooms, 45.7% have three bedrooms and 16.0% have four or more bedrooms.

4.92 The 2020 household survey reveals that 64.3% of households live in owner occupation, a further 21.3% in affordable accommodation and 14.4% live in private rented accommodation.

4.93 The chapter has considered the affordability of housing options in considerable detail. Analysis has established the levels of income required to afford open market prices and rents and affordable tenure options. These have then been tested against local incomes and the incomes of selected key workers and those on minimum and living wages. The analysis raises concerns over the relative affordability of accommodation across most tenures within the borough, and particularly for some of the key workers and wage earners considered. The ability of some households to enter the general market without very substantial deposits is restricted.

4.94 Using the evidence presented in this chapter, it is possible to establish what would be a genuinely affordable rent and purchase price across Barnsley (Table 4.26). This is based on local incomes and assumes that no more than 25% of income is spent on a rent and a household income multiple of 3.5x is applied to local household incomes.

Table 4.26 Genuinely affordable rents and purchase prices by sub area

Sub area	LQ rents (25% of income)	Median rents (25% of income)	LQ purchase (3.5x income multiple	Median purchase (3.5x income multiple
Bolton, Goldthorpe and Thurnscoe	£313	£313	£52,500	£52,500
Darton and Barugh	£313	£521	£52,500	£87,500
Hoyland, Wombwell and Darfield	£313	£313	£52,500	£52,500
North Barnsley and Royston	£313	£313	£52,500	£52,500
Penistone and Dodworth	£313	£521	£52,500	£87,500
Rural East	£313	£313	£52,500	£52,500
Rural West	£729	£938	£122,500	£157,500
South Barnsley and Worsbrough	£313	£313	£52,500	£52,500
Barnsley	**£313**	**£313**	**£52,500**	**£52,500**

Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019

5. Affordable housing need

Introduction

5.1 The 2019 NPPF (Paragraph 61) requires that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policy. It sets out that these should include, but not be limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.

5.2 The 2019 NPPF (Paragraph 62) also states that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required.

5.3 This chapter uses evidence from the 2020 household survey and secondary data sources to assess affordable housing requirements in Barnsley MBC. Chapter 6 then considers the needs of particular groups through primary and secondary data analysis and through discussions with key stakeholders. The evidence presented will assist the council and its strategic partners in making policy decisions regarding future housing development.

The Affordable Housing Needs Assessment

5.4 The 2019 NPPF defines affordable housing as follows:

‘housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers) …’ (Annex 2).

5.5 This section considers affordable housing need for those households who cannot afford to meet their needs in the open market through home ownership or private rental.

5.6 PPG 2019 states ‘all households whose needs are not met by the market can be considered in affordable housing need’ (source: PPG 2019 Paragraph 018 Reference ID: 2a-018-20190220).

5.7 A detailed analysis of the following factors quantifies the shortfall of affordable housing:

- households currently in housing which is unsuitable for their use and who are unable to afford to buy or rent in the market; and those who can afford private rent but cannot afford to buy.
- new households forming who cannot afford to buy or rent in the market.
- existing households likely to fall into need; and
- the supply of affordable housing through social/affordable renting and intermediate tenure stock.

5.8 Affordable housing need analysis has been based on 2020 household survey evidence. This is compared with the number of households on the council’s housing register.

Assessing affordable housing need using the 2020 household survey

5.9 The 2020 household survey provided a range of evidence on the scale and range of need within communities across Barnsley. Detailed analysis is presented in Appendix C of this report and follows PPG.

5.10 Table 5.1 sets out housing need across the area based on the household survey and reasons for household need. This shows that there are 12,797 existing households in need, which represents 11.7% of all households.

Table 5.1 Causes of housing need in Barnsley

Category	Factor	Total
Homeless households or with insecure tenure	N1 Under notice, real threat of notice or lease coming to an end	843
	N2 Too expensive, and in receipt of housing benefit or in arrears due to expense	3,606
Mismatch of housing need and dwellings	N3 Overcrowded according to the 'bedroom standard' model	3,008
	N4 Too difficult to maintain	4,851
	N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household	0
	N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation	5,128
Dwelling amenities and condition	N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit	254
	N8 Subject to major disrepair or unfitness and household does not have resource to make fit	1,066
Social needs	N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move	536
Total no. households in need (with one or more housing needs)		**12,797**
Total Households		109,459
% households in need		**11.7**

Note: A household may have more than one housing need. The total number of households in need (12,797) is the total number of households with **one or more** need. So if a household is overcrowded and too difficult to maintain, this will be recorded as **one household in need** in the affordable needs calculation even though it is in need for two reasons (and it is not recorded in the affordable needs calculation as two separate households in need).

Source: 2020 household survey

5.11 Table 5.2 summarises overall housing need (before further analysis to test the extent to which households can afford open market provision to offset their need) by sub-area and the extent to which housing need varies across the area. Hoyland, Wombwell and Darfield has the highest level of need at 18.8%, followed by Bolton, Goldthorpe and Thurnscoe at 14.4%. Darton and Barugh has the lowest proportion of households in need, at 8.0%.

Table 5.2 Households in need by sub area

Sub area	No. of households in need	% of households in need	Total No. households
Bolton, Goldthorpe and Thurnscoe	1,556	14.4	10,828
Darton and Barugh	819	8.0	10,263
Hoyland, Wombwell and Darfield	3,768	18.8	20,049
North Barnsley and Royston	1,950	11.2	17,413
Penistone and Dodworth	800	12.0	6,692
Rural East	891	8.5	10,446
Rural West	644	9.4	6,879
South Barnsley and Worsbrough	2,371	8.8	26,889
Barnsley total	**12,797**	**11.7**	**109,459**

Source: 2020 household survey

5.12 Tables 5.3 examines need as a proportion of all households within each tenure in Barnsley. In the private rented sector, 26.8% of households are in housing need, compared to 17.0% of those in affordable housing and 6.6% of those in owner occupation

Table 5.3 Housing need by tenure (all households based)

Tenure	No. households in need	No. households	% of all households in need
Owner occupier	4,612	70,385	6.6
Private rented	4,207	15,722	26.8
Affordable	3,978	23,352	17.0
Barnsley total (all households in need)	**12,797**	**109,459**	**11.7**

Source: 2020 household survey

5.13 Tables 5.4a and 5.4b set out housing need by type of household. Table 5.4a shows that households with dependent children represent around a third of those in need. More than one in five households (21.8%) are couples with children under 18; 18.0% with up to two dependent children and 3.8% with three or more. Lone parents with up to two children under 18 represent a further 12.9% of households in need. Single adults aged under 65 years make up 15.3% of those in need.

5.14 Table 5.4b examines need as a proportion of all households within each household type. The data shows that over 39.8% of lone parents with up to two dependent children are in housing need, compared to 15.5% of couples with up

to two dependent children. Other types of households are also overrepresented in terms of housing need, at 45.9%.

Table 5.4a Housing need by household type (households in need based)		
Household Type	**No. households in need**	**%**
Single adult (under 65)	1,956	15.3
Single adult (65 or over)	919	7.2
Couple only (both under 65)	946	7.4
Couple only (one or both over 65)	1,553	12.1
Couple with at least 1 or 2-children under 18	2,309	18.0
Couple with 3 or more-children under 18	482	3.8
Couple with children aged 18+	837	6.5
Lone parent with at least 1 or 2-children under 18	1,653	12.9
Lone parent with 3 or more-children under 18	0	0.0
Lone parent with child(ren) aged 18+	528	4.1
Student household	0	0.0
Other	1,613	12.6
Barnsley total (all households in need)	**12,797**	**100.0**

Source: 2020 household survey

Table 5.4b Housing need by household type (all households based)			
Household Type	**No. households in need**	**No. households**	**% of all households in need**
Single adult (under 65)	1,956	17,025	11.5
Single adult (65 or over)	919	12,171	7.6
Couple only (both under 65)	946	25,641	3.7
Couple only (one or both over 65)	1,553	18,727	8.3
Couple with at least 1 or 2-child(ren) under 18	2,309	14,860	15.5
Couple with 3 or more-children under 18	482	1,815	26.6
Couple with child(ren) aged 18+	837	6,883	12.2
Lone parent with at least 1 child under 18	1,653	4,155	39.8
Lone parent with 3 or more-children under 18	0	588	0.0
Lone parent with child aged 18+	528	3,059	17.3
Student household	0	0	0.0
Other	1,613	3,512	45.9
Barnsley total (all households in need)	**12,797**	**108,435**	**11.8**

Source: 2020 household survey

Note: The base 108,435 is lower here due to fewer respondents answering the question on household composition

5.15 In addition to establishing the overall affordable housing requirements, analysis considers the supply/demand variations by analysis area, and property size (number of bedrooms). Analysis provides a gross figure (absolute shortfalls in affordable provision) and a net figure (which takes into account supply of existing affordable accommodation).

5.16 Modelling suggests an annual gross flow of 1,672 households in affordable need which is referred to as 'gross' need. Once annual supply through shared ownership sales, social and affordable relets of 1,482 is taken into account, there is a 'net' shortfall of affordable housing of 190 dwellings each year. Net affordable need (gross need minus estimated supply) by sub-area and bedrooms required is summarised in Table 5.5(a). Sub-areas have significantly different requirements to total affordable requirement of the borough with the most need found in the Hoyland, Wombwell and Darfield sub area which is mostly for 2 and 3-bedroom dwellings of differing types.

Table 5.5(a) Net annual imbalance of affordable need by bedrooms required within Barnsley and its sub areas (number of dwellings for each area)

Number of bedrooms	Sub area								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Barnsley total
One	0	5	13	-4	5	1	-2	-19	21
Two	8	2	161	-18	54	9	-12	-144	95
Three	58	1	140	-23	2	1	-1	-29	68
Four	0	0	0	-3	1	0	-5	-2	3
Five or more	0	0	0	0	0	0	-9	0	2
Total (net need)	66	8	314	-48	62	10	-29	-194	190

Source: 2020 household survey

5.17 For information, table 5.5b shows the distribution of gross affordable need across the sub-areas and borough. It is important to recognise that the supply is variable on a year by year basis and average figures have been used to arrive at the net requirement. So, it is important to understand the characteristics of gross need.

Table 5.5(b) Gross annual imbalance of affordable need by bedrooms required within Barnsley and its sub areas (number of dwellings for each area)

Number of bedrooms	Sub area								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Barnsley total
One	2	96	25	15	13	14	5	17	188
Two	26	29	300	70	133	127	27	126	837
Three	185	22	261	90	5	10	1	25	600
Four	0	0	0	12	2	0	10	2	26
Five or more	0	0	0	0	0	0	21	0	21
Total gross need	213	147	586	187	153	152	65	170	1,672

Source: 2020 household survey

5.18 Table 5.5(c) shows the bedrooms required expressed as a percentage of dwellings required. The proportion of stock needed by bedroom size is a more informative figure for policy purposes. This is based upon gross need table 5.5(b). For the borough as a whole the affordable requirement is mostly 2-bedroom dwellings followed by 3-bedroom dwellings, with a small number of 1-bedroom dwellings. These proportions vary considerably across the sub areas with 4-bedroom homes only being required in the rural west area.

Table 5.5(c) Gross annual imbalance of affordable need by bedrooms required within Barnsley and its sub areas (proportion (%) of requirement for each area)

Number of bedrooms	Sub area								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and	Penistone and Dodworth	Rural East	Rural West	South Barnsley and	Barnsley total
One	0.7	65.5	4.3	8.2	8.7	9.5	8.2	9.9	11.2
Two	12.2	19.5	51.2	37.2	87.2	83.6	41.3	74.2	50.1
Three	87.1	15.0	44.6	48.0	3.1	6.9	1.9	14.9	35.9
Four	0.0	0.0	0.0	6.5	1.0	0.0	15.8	0.9	1.5
Five or more	0.0	0.0	0.0	0.0	0.0	0.0	32.9	0.0	1.3
Total	100	100	100	100	100	100	100	100	100

Source: 2020 household survey

Note columns may not sum correctly due to the rounding of decimals

5.19 PPG asks councils to compare their current stock of affordable housing with future need. Table 5.6 shows that the largest proportion of the current affordable stock of 2-bedroom dwellings, yet the level of need is a greater by 9.9%. The proportion of 1-bedroom dwellings in the stock is some 9.3% greater than the need for them. Sub areas with the greatest concentrations of 1-bedroom dwellings are Bolton, Goldthorpe and Thurnscoe, South Barnsley and Worsbrough. This data is presented as it is a requirement of PPG, but it may not reflect the levels of re-let supply generated by the stock. Comparison of findings in tables 5.5(a) and 5.5(b) and 5.6 would suggest that the 1-bedroom stock is generating significantly less supply than the 2-bedroom stock when number of vacancies annually are compared to size of the current stock. This calculation is explained in technical appendix C.

Table 5.6 Comparison between current stock and annual gross need

Number of bedrooms	Current Stock	%	Annual gross need %	Variance
1-bedroom	834	22.7	13.4	9.3
2-bedroom	1,723	47.0	56.8	-9.9
3-bedroom	1,011	27.6	27.8	-0.2
4-bedroom	98	2.7	1.5	1.2
5-bedroom	3	0.1	0.5	-0.4
Total	3,669	100.0		

Sources: Regulator of Social Housing Statistical Data Return 2019 (current supply) and household survey 2020

Tenure split

5.20 The NPPF states that 10% of dwellings on larger sites should be made available for affordable home ownership. The Barnsley Local Plan policy requirements varies by sub-area from 10% to 30%. The SPD Affordable Housing (May 2019) currently sets an affordable housing tenure split between affordable homes for rent and home ownership. The percentage allocated for affordable homes to rent varies between 67% and 80% according to sub-area.

5.21 More detailed information setting out the findings of this analysis compared to findings of the 2014 SHMA and implications for the 2019 Affordable Housing SPD appear in appendix F.

5.22 In order to inform a review of this policy, the SHMA uses primary data from the household survey to consider an appropriate affordable housing tenure split, the analysis considers the expressed tenure preferences of existing households in need and newly forming households and the relative affordability of alternative tenure options.

5.23 Table 5.7 sets out the tenure split based on the tenure preferences of existing and newly forming households. Whilst some sub-areas show more of an imbalance in tenures, the average overall is 62.1% affordable and 37.9% intermediate. Therefore, an appropriate tenure split for Barnsley MBC would be 60% social/affordable rented and 40% intermediate tenure.

Table 5.7 Tenure split by sub area					
	Tenure preferences			SPD split	
Settlement	Affordable/ social rented	Intermediate tenure	Total	Affordable/ social rented	Intermediate tenure
Bolton, Goldthorpe and Thurnscoe	48.0%	52.0%	100%	80%	20%
Darton and Barugh	72.3%	27.7%	100%	50%	50%
Hoyland, Wombwell and Darfield	65.8%	34.2%	100%	80%	20%
North Barnsley and Royston	87.2%	12.8%	100%	80%	20%
Penistone and Dodworth	91.8%	8.2%	100%	67%	33%
Rural East	35.8%	64.2%	100%	80%	20%
Rural West	20.7%	79.3%	100%	67%	33%
South Barnsley and Worsbrough	63.5%	36.5%	100%	80%	20%
Barnsley Total	**62.1%**	**37.9%**	**100%**		

Source: 2020 household survey, SPD Affordable Housing (May 2019)

5.24 When the data is split into existing household and newly forming household's preference, the results shows slightly different results. Overall the tenure split amongst existing households is 73.3% affordable and 26.7% intermediate, this is closest to the 80% affordable and 20% intermediate tenue split outlined for the majority of the borough's sub-areas in the SPD Affordable Housing. For newly forming households the split is 58.2% affordable and 41.8% intermediate.

5.25 Further tests of affordability (tables 5.8 and 5.9) confirms a range of affordable and intermediate tenure options are affordable to both existing and newly forming households. This is based on the affordability of the equity component of the product.

Table 5.8 Intermediate tenure options			
Intermediate product	Barnsley MBC price*	% existing households can afford	% newly forming households can afford
Discounted home ownership	£96,958	17.2	15.4
Help to buy	£89,250	19.7	22.1
50% Shared ownership	£57,375	20.0	22.5
25% Shared ownership	£30,281	28.0	32.2

Source: 2020 household survey – *prices based on mortgage required/rent payments minus 10% deposit

Table 5.9 Affordable tenure options			
Affordable Product	Income Required	% existing households can afford	% newly forming households can afford
Social rent	£15,303	48.6	64.8
Affordable rent	£15,154	48.9	65.5

Source: 2020 household survey

Affordable housing and entry-level housing definitions

5.26 Paragraph 71 of the NPPF states:

'Local planning authorities should support the development of entry-level exception sites, suitable for first-time buyers (or those looking to rent their first home), unless the need for such homes is already being met within the authority's area. These sites should be on land which is not already allocated for housing and should:

a) comprise of entry-level homes that offer one or more types of affordable housing as defined in Annex 2 of this Framework; and

b) be adjacent to existing settlements, proportionate in size to them (entry-level exception sites should not be larger than one hectare in size or exceed 5% of the size of the existing settlement), not compromise the protection given to areas or assets of particular importance in the Framework (entry-level exception sites should not be permitted in National Parks (or within the Broads Authority), Areas of Outstanding Natural Beauty or land designated as Green Belt) and comply with any local design policies and standards.

5.27 The definition in the NPPF of an Entry-level exception site (ELES) is 'a site that provides entry-level home suitable for first-time buyers (or equivalent, for those looking to rent), in line with paragraph 71 of this Framework.'

5.28 The precise nature of ELES not defined in the NPPF or PPG but previous SHMA guidance (withdrawn in 2014) commented 'entry-level prices should be approximated by lower-quartile house prices. (source: Strategic Housing Market Assessments Practice Guidance Version 2 2007 (withdrawn 2014)). Research by Lichfields equates an entry-level property to a 2-bedroom home (source: Getting on the ladder-could entry-level exception sites be part of the solution, Lichfields, Oct 2018) This note makes a reasonable assumption that at ELES property would be marketed at the prevailing lower quartile price based on district-level data. Note that ELES for sale can only be bought by first-time buyers. As there is no guidance on what constitutes an ELES rental price, lower quartile market rents are used as a guideline. Table 5.10 sets out appropriate ELES prices for Barnsley by sub-area.

Table 5.10 Affordability of intermediate tenure options		
Sub area	**Entry level Exception Site buying price £ (based on 2019 LQ price)**	**Entry level Exception Site renting price £ (based on 2019 LQ price)**
Bolton, Goldthorpe and Thurnscoe	64,000	399
Darton and Barugh	122,000	433
Hoyland, Wombwell and Darfield	85,000	399
North Barnsley and Royston	85,000	394
Penistone and Dodworth	131,000	494
Rural East	88,000	399
Rural West	172,500	576
South Barnsley and Worsbrough	75,000	394
Barnsley Total	**85,000**	**399**

Source: Data produced by Land Registry © Crown copyright 2019

Affordable housing type and size summary

5.29 Table 5.11 shows the type and size requirements of affordable housing based on the annual gross imbalance. This analysis is based on what existing households in need expect to move to, along with the type and size of dwelling newly forming households moved to. This would suggest an overall dwelling mix of 68.6% houses, 17.6% flats and 13.8% bungalows. This analysis also feeds into the overall market mix analysis of the SHMA.

Table 5.11 Affordable dwelling size and type

Dwelling type/size	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Barnsley total
1 or 2-bedroom house	0.0	30.4	16.6	23.0	72.9	20.9	50.1	71.1	38.3
3-bedroom house	90.2	12.8	54.3	48.0	2.9	0.0	0.0	14.7	29.5
4 or more-bedroom house	0.0	0.0	0.0	0.0	0.0	0.0	46.8	0.0	0.8
1-bedroom flat	0.0	41.9	0.0	0.0	4.0	0.0	3.1	9.0	7.6
2 or 3-bedroom flat	0.0	1.4	12.7	0.0	13.6	43.3	0.0	1.5	10.0
1 or 2-bedroom bungalow	9.8	9.2	14.3	29.0	6.0	18.7	0.0	3.7	11.4
3 or more-bedroom bungalow	0.0	4.4	2.1	0.0	0.5	17.1	0.0	0.0	2.5
Other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: 2020 household survey

Summary

5.30 This chapter and the associated appendices provide a clear definition of housing need and affordable housing required in Barnsley, along with a step-by-step explanation of the housing needs assessment model.

5.31 Analysis has identified a total of 12,797 existing households in housing need, representing 11.7% of all households across the Barnsley based on 2020 household survey evidence.

5.32 Analysis has identified that the level of affordable housing need in Barnsley is 1,672 households per annum. When estimated supply of affordable housing is taken into account 190 additional affordable dwellings are needed per annum. There is also evidence of a need for intermediate tenures. It is therefore recommended there is an affordable tenure split of 60% social rented and 40% intermediate tenure.

5.33 In terms of the number of bedrooms of the affordable dwellings required, analysis based on the household survey indicates the following affordable need: 11.2% one-bedroom, 50.1% two-bedroom, 35.9% three-bedroom, 1.5% four-bedroom and 1.3% five or more-bedroom.

6. The needs of different groups

Introduction

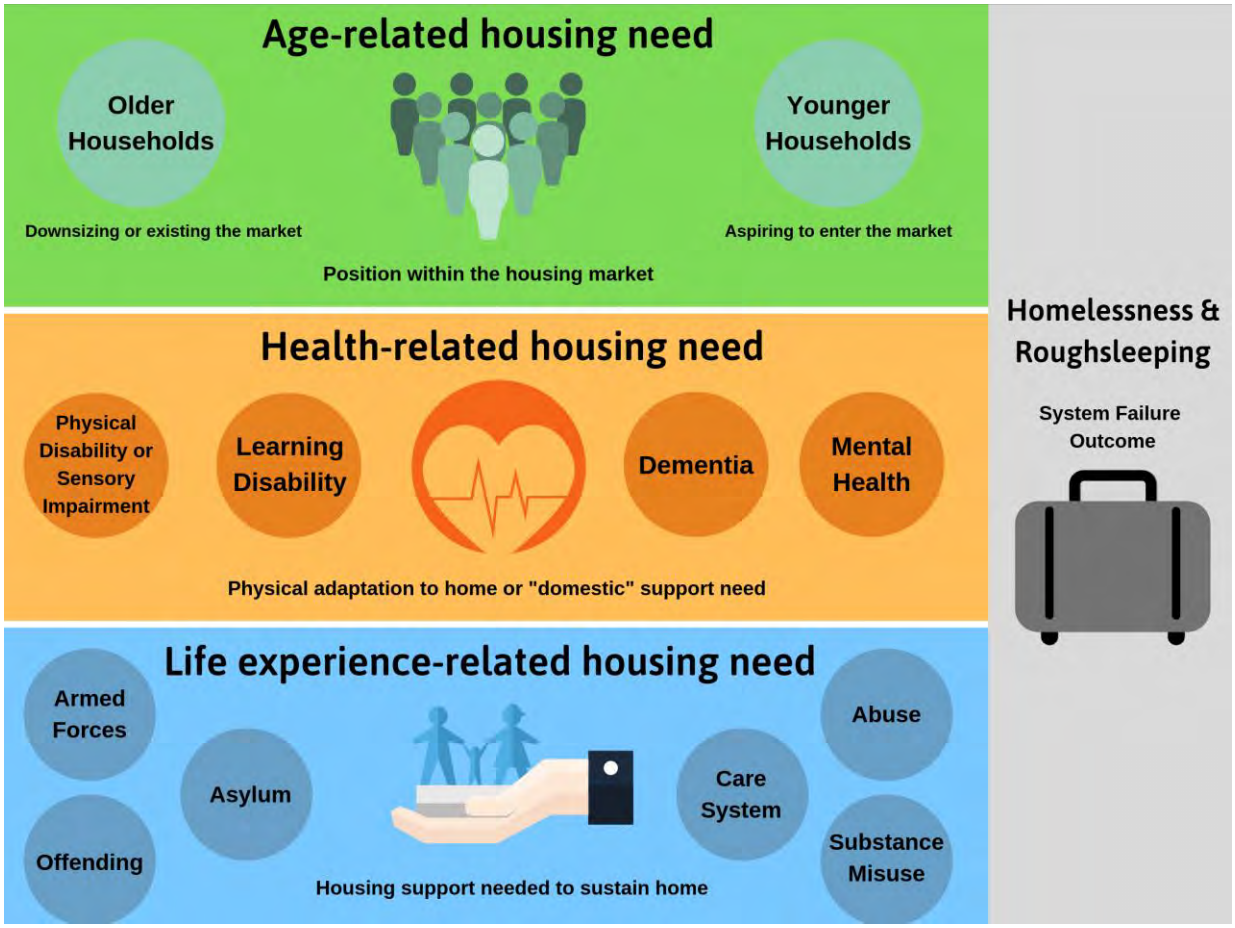
6.1 The NPPF (2019) (Paragraph 61) acknowledges that there are a range of household groups who have particular housing requirements. It sets out that the needs of different groups should be assessed and reflected in planning policy in terms of the size, type and tenure of housing. It states that these households include but are not limited to those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes.

6.2 The needs of those who require affordable housing have been addressed in the previous chapter. The following sections look at the remaining Paragraph 61 groups which we also extend to include other vulnerable groups.

- Age-related housing need – this concerns the position of particular age groups in the housing market due to life events and the demand this creates for accommodation units of a certain size or affordability;
- Health-related housing need – a household's health may be a determining factor in the type of accommodation they require or the support they need to receive. For most in this group the need for specialist accommodation or support is likely to be a lifelong need;
- Life-experience related housing need – supported accommodation may be needed by those affected by life experiences which may have disadvantaged their ability to live independently. The support required here may be shorter term with the intention of promoting independence in the longer term; and
- Cultural heritage related housing need – for those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required.

6.3 A link to homelessness and rough sleeping is also made. Homelessness and rough sleeping can be a failure outcome of not providing appropriate accommodation for residents, along with a complex interplay of poverty, unemployment and life events. Homelessness goes beyond the presence of households rough sleeping, reflecting the broad statutory definitions of homelessness to include those in inadequate or inappropriate accommodation who may be hidden from society's view.

Figure 6.1 Establishing need associated with age, health and life experience



6.4 This is a complex area of work and this chapter sets out detailed information gathered to consider the needs of different groups. Our primary focus has been to fulfil the requirements of the PPG, hence greater detail being given on the needs of older person households and those with physical disabilities.

Age-related housing need

6.5 Age-related housing need relates to the needs of specific age groups in the housing market due to life events and the impact this has on the need for dwellings of particular sizes/types and affordability. For older households this includes 'rightsizing' and adaptation of existing dwellings. For younger households, affordability is a particular concern, and this has been considered elsewhere in the report. For this chapter we therefore focus upon the needs of older persons for particular unit types.

6.6 By way of context, over the period 2019-2033:

- the number of residents aged 65 and over is expected to increase by around 34.2% overall;
- the proportion aged 75 and over is expected to increase by 45.8%;
- the proportion aged 85 and over is expected to increase by 70.7%; and

- the number of households headed by someone aged 60 and over is expected to increase by 29.8%.

6.7 Regarding the number of older person households (where the HRP is aged 65 or over) and types of dwelling occupied, the 2020 household survey indicates that:

- older person households account for 27.0% of all households and around a quarter (24.5%) live in South Barnsley and Worsbrough and only 6.3% live in Penistone and Dodworth; and
- across Barnsley as a whole, 40.9% of older households currently live in a house with 3 or more-bedrooms and 35.3% live in a flat.

6.8 The 2020 household survey identified that 12.5% of households with an HRP aged 65 and over were planning to move home in the next five years and 9.2% would like to move home but felt unable to, mainly due to lack of suitable housing in the area wanted.

6.9 Of those who were planning on moving home in the next five years, 82% want to stay within Barnsley. There are three areas where less than 80% of older households want to remain in Barnsley:

- Penistone and Dodworth (66.8%);
- South Barnsley and Worsbrough (67.9%); and
- Rural West (73.6%).

6.10 Analysis on the type of housing required, based on preferences, in the future by older households and by the location required is summarised in Table 6.1. The dwelling type preference for older people varies across Barnsley. Two-bedroom flats are a popular choice for all older households and particularly for those wanting to move to Darton and Barugh and Hoyland, Wombwell and Darfield. Bungalows of any size are not the most popular choice for any sub-area however the largest preference is by those wanting to move to North Barnsley and Royston. For those wanting to move to Bolton, Goldthorpe and Thurnscoe there is a clear preference for 2-bedroom houses.

6.11 We should stress that the above remarks regarding bungalows applies to the preferences of older people. Many younger households consider a bungalow to be a popular choice (figure 7.1 below). This is a feature of Barnsley's local housing market which has a high proportion of bungalows generally (15% of all dwellings) compared to the rest of England (10% of all dwellings). Some of Barnsley's sub-areas have 25% of the local stock in the form of bungalows (figure 4.1 and map 4.1). In some areas, the bungalow is the predominant house type.

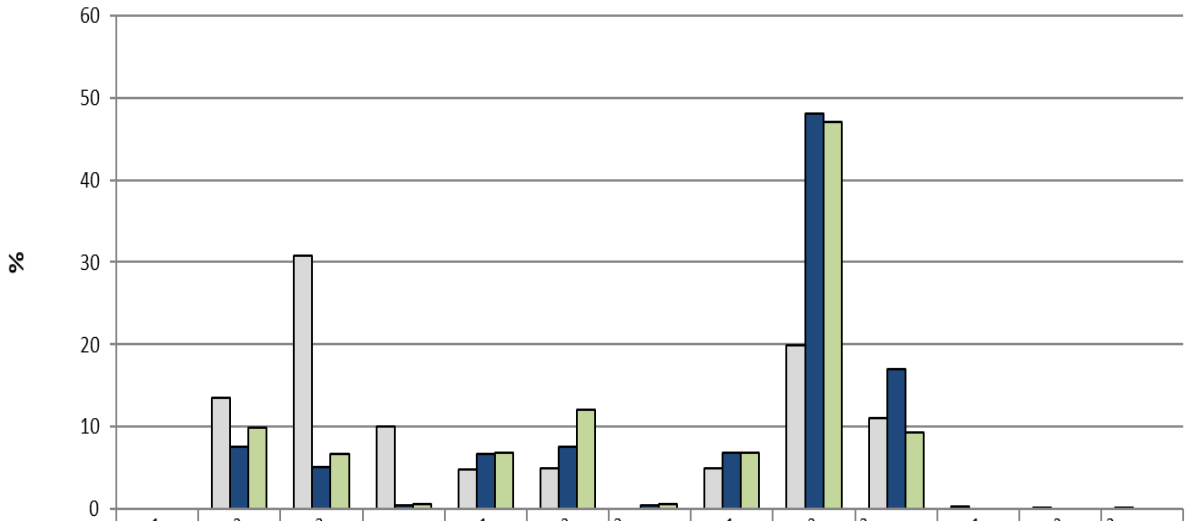
Table 6.1 Over 65s: location and property type preferences (%)

Property type preference	Location preference									
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	Yorkshire	Elsewhere in UK
1-bedroom house	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2-bedroom house	75.9	0.0	0.0	0.0	24.6	0.0	0.0	0.0	0.0	0.0
3-bedroom house	0.0	0.0	0.0	0.0	0.0	0.0	0.0	20.6	11.9	50.9
4 or more-bedroom house	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.6	0.0
1-bedroom bungalow	0.0	0.0	0.0	38.0	3.5	0.0	0.0	0.0	15.0	0.0
2-bedroom bungalow	0.0	0.0	0.0	0.0	3.7	0.0	0.0	22.1	47.4	24.6
3 or more-bedroom bungalow	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	4.6	0.0
1-bedroom flat	0.0	0.0	0.0	20.7	0.0	28.7	0.0	14.5	0.0	0.0
2-bedroom flat	24.1	100.0	85.4	41.4	53.5	47.6	51.7	42.8	4.6	24.6
3 or more-bedroom flat	0.0	0.0	14.6	0.0	14.7	23.8	48.3	0.0	11.9	0.0
1-bedroom other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2-bedroom other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
3 or more-bedroom other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Base	162	68	404	237	402	164	29	407	327	57

Source: 2020 household survey

6.12 The difference in older households' current accommodation, their aspirations and their expectations are shown below in Figure 6.2. The 2020 household survey data indicates that older people are particularly living in 3-bedroom houses. Of those who intend to move in the next five years, these households have strong aspirations (48.1%) and expectations (47.0%) to move to flats with two bedrooms. Given the anticipated increase in older person households, it is important that the council recognises the impact this will have on the range of dwelling types and sizes being developed over the plan period. Expectations and aspirations for bungalows are not as high as those for flats but are higher than current dwelling types.

Figure 6.2 Current dwelling types compared to aspirations and expectations (over 65s)



	1-bedroom house	2-bedroom house	3-bedroom house	4 or more-bed house	1-bedroom bungalow	2-bedroom bungalow	3 or more-bedroom bungalow	1-bedroom flat	2-bedroom flat	3 or more-bedroom flat	1-bedroom other	2-bedroom other	3 or more-bedroom other
Current	0.0	13.5	30.8	10.1	4.8	4.9	0.0	4.9	19.9	11.0	0.3	0.1	0.2
Aspiration	0.0	7.6	5.1	0.5	6.7	7.6	0.5	6.8	48.1	17.0	0.0	0.0	0.0
Expectation	0.0	9.8	6.7	0.7	6.8	12.1	0.7	6.9	47.0	9.3	0.0	0.0	0.0

Source: 2020 household survey

6.13 The household survey asked older households, what would help or encourage them to move to a more suitable home. Respondents could select more than one answer and the two most popular responses were:

- information about what types of housing are available (67.8%).
  - This was selected by more than 75% of households in Rural East, Hoyland, Wombwell and Darfield and Penistone and Dodworth.
- help with moving to a new property (62.0%).
  - This was selected by more than 70% of households in Bolton, Goldthorpe and Thurnscoe, Darton and Barugh and Rural East.

6.14 The main reasons for wanting to move were:

- for those aged 65-74 years, the stairs/levels cause a problem (23.9%) and the house and/or garden is too big (17.3%);
- for those aged 75-84, the house and/or garden is too big (36.4%); and
- for those aged 85 and over, the house and/or garden is too big (53.7%) and health problems or needing housing suitable for an older or disabled person (31.6%).

6.15 In terms of moving to a smaller dwelling:

- 48.6% of older households would like to downsize yet fewer (46.4%) expected to do so (i.e. move to a dwelling with fewer bedrooms);
- 41.7% would like to move into dwelling with the same number of bedrooms as they presently occupy and 48.3% expected to achieve this; and
- 9.7% of older households would like to move to a dwelling with a larger number of bedrooms (upsizing), and fewer (5.3%) expected to achieve this.

6.16 The overall impact of older persons housing need is considered in the dwelling type and mix analysis in Chapter 8.

Assistance in the home

6.17 Growing older can come with an increased need for help and support within the home. Survey data captured the responses from older households on what type of support or assistance they may need now or in the near future. In Table 6.2 the range of practical assistance required from households under 65 is compared between those households aged 65-74, 75-84 and 85+ age groups. The most frequently mentioned needs are help with repair and maintenance of the home, gardening and cleaning. The proportion of households needing assistance increases with age group, with a majority of 85 and over households requiring at least one type of assistance.

Table 6.2 Type of assistance required (%) either now or in next five years by age group

Age group>>	Under 65			65 74			75 84			85+			All age groups		
Type of help/assistance	Need Now	Need in 5 Years	Total need now or in 5 years	Need Now	Need in 5 Years	Total need now or in 5 years	Need Now	Need in 5 Years	Total need now or in 5 years	Need Now	Need in 5 Years	Total need now or in 5 years	Need Now	Need in 5 Years	Total need now or in 5 years
Help with repair and maintenance of home	15.2	15.2	30.4	14.2	28.1	42.3	12.0	25.7	37.7	39.6	21.8	61.5	15.3	18.2	33.5
Help with gardening	9.8	9.1	18.9	14.4	26.7	41.2	18.5	25.5	44.0	49.2	23.5	72.6	12.0	13.5	25.5
Help with cleaning home	5.1	7.4	12.5	9.9	25.1	35.0	13.2	19.8	33.0	42.3	28.8	71.1	7.3	11.6	18.8
Help with other practical tasks	4.7	5.7	10.5	8.4	20.2	28.5	13.1	17.6	30.6	45.4	20.3	65.6	6.8	9.3	16.0
Help with personal care	4.9	5.2	10.1	7.1	11.8	18.9	5.2	15.5	20.7	30.0	22.0	52.0	5.7	7.4	13.2
Want company / friendship	3.6	5.6	9.1	2.8	9.5	12.3	5.2	7.4	12.6	25.8	10.9	36.7	4.0	6.4	10.5
Base (all households)	75,958			16,238			8,271			2,028			102,495		

Source: 2020 household survey

Future need for specialist older person accommodation and residential care provision

6.18 Across Barnsley, there are around 3,671 units of specialist older persons accommodation. This includes 1,722 units of residential care (C2 planning use class) dwellings and 1,949 units of specialist older person accommodation (C3 planning use class) (source: Elderly Accommodation Council (EAC) database 2020). Map 6.1 shows the current older persons provision across the borough.

6.19 Given the ageing of the population, the need for specialist older person accommodation is expected to increase. Table 6.3 considers the ratio of older people to current provision and then applies this ratio to future household projections. Based on population projections to 2033 (source: ONS 2016-based population projections), there is an additional need for 893 additional specialist older persons accommodation (C3) and 789 additional units of residential care provision (C2).

Map 6.1 Current older persons accommodation across Barnsley

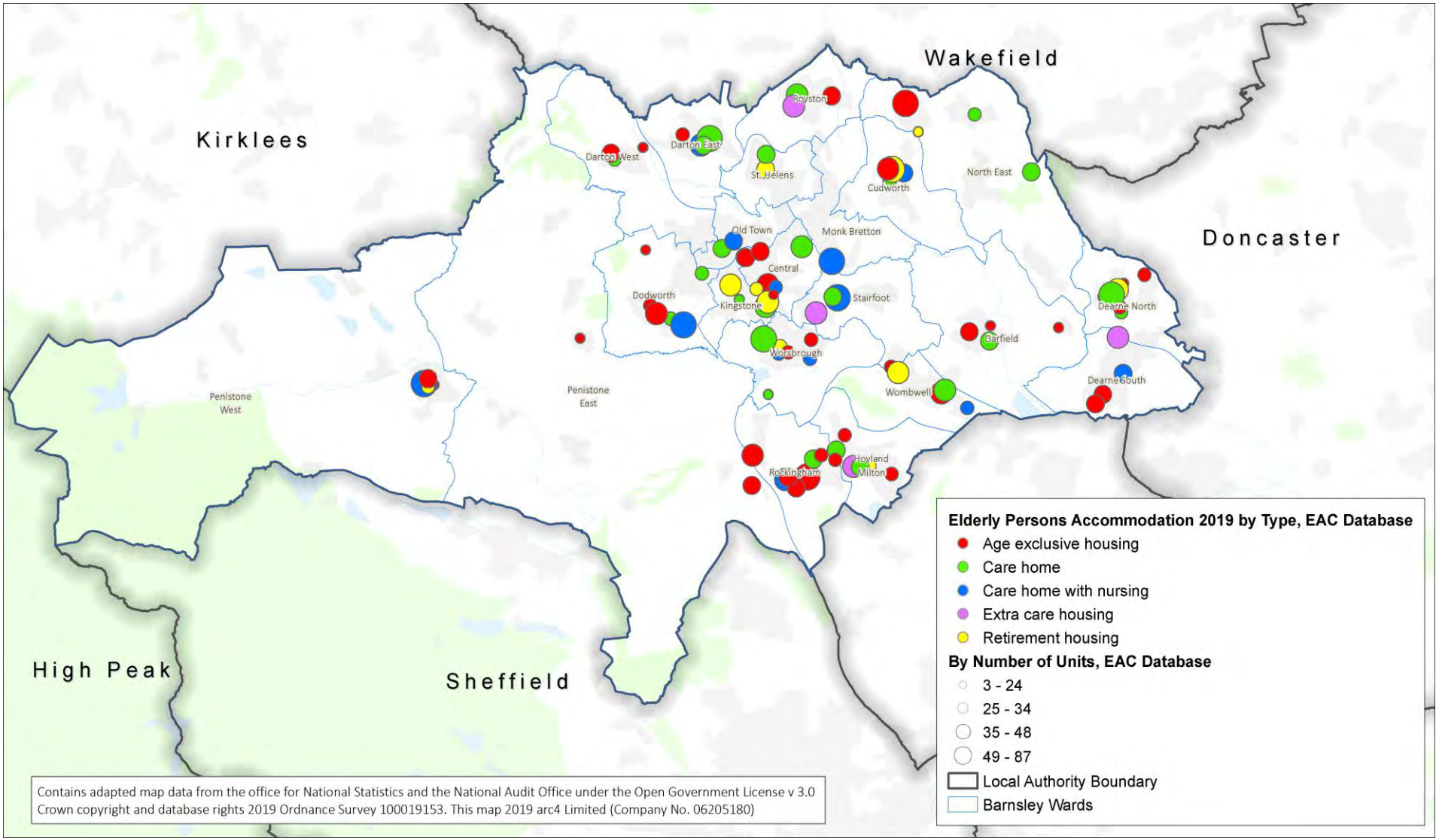


Table 6.3 Analysis of future need for specialist older person accommodation				
Current provision (and planning use class)	**Number of units 2019**	**Number aged 75 and over 2019**	**Number aged 75 and over 2033 (projected)**	**Change in need**
		27400,	**31,200**	
		Ratio of population to current provision	**Ratio applied to 2037 population**	
Specialist older person (C3)	1,949	0.0911	2,842	893
Residential Care (C2)	1,722	0.0805	2,511	789
Total	3,671		5,352	1,681

Source: EAC database 2020, ONS 2016-based population projections

Need for specialist older person housing evidenced in the household survey

6.20 In addition to the current and projected specialist accommodation in Barnsley, the household survey also captured data on older persons need for specialist housing. The survey asks, 'If you think it is relevant to you, which of the following older persons' housing options would you seriously consider either now or in the next 5 years?'. Table 6.4 reports the percentage of households who would consider different older persons' housing options (respondents could tick more than one option) across the area and by age group.

Table 6.4 Older persons housing options by age group				
Housing option	**65 74 (%)**	**75 84 (%)**	**85+ (%)**	**All 65+ (%)**
Continue to live in current home with support when needed	49.3	81.3	85.7	51.8
Buying a dwelling on the open market	13.1	6.2	0.0	7.5
Rent a dwelling from a private landlord	5.5	0.0	0.0	2.4
Rent from housing association	26.4	3.2	5.9	13.2
Rent from the council	36.4	13.6	3.0	20.1
Sheltered accommodation - to rent	37.6	22.8	15.6	24.3
Sheltered accommodation - to buy	11.4	8.7	7.0	8.1
Sheltered accommodation - part rent / buy	8.0	4.4	14.5	6.1
Extra care housing - to rent	26.1	20.3	11.9	18.1
Extra care housing - to buy	7.5	4.4	3.3	4.8
Extra care housing - part rent / buy	4.5	3.1	14.6	4.3
Supported housing for people with learning disabilities and autism	2.2	0.4	3.0	1.4
Supported housing for mental health needs	0.9	1.3	3.0	1.1
Residential care home	5.5	6.0	18.4	5.8
Co-housing	14.1	7.5	19.0	10.1
Go to live with children or other relatives/friends	3.3	4.2	0.0	2.6
Other	2.5	0.0	0.0	1.1
Base (total households responding)	5,999	3,557	1,319	13,478

Source: 2020 household survey

6.21 Overall, of respondents aged 65 and over, 51.8% were planning to continue to live in their current home with support when needed, 24.3% would consider renting sheltered accommodation and 20.1% would consider renting from the council.

6.22 Table 6.5 illustrates housing preferences by which sub-area they currently live in. Given the high proportion of older households who want to continue living in their own home, the provision of home-based assistance, support and care is an increasingly important issue in the meeting of housing needs for older people. The key challenge for local authorities is the funding of services for growing numbers of older people.

Table 6.5 Older persons housing options by sub area

Housing option	Sub area								Total
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	
Continue to live in current home with support when needed	69.8	76.4	60.5	63.8	72.8	61.3	65.3	61.1	64.2
Buying a dwelling on the open market	9.6	0.0	5.1	7.6	19.3	13.6	12.1	11.0	9.3
Rent a dwelling from a private landlord	0.0	0.0	0.0	0.0	2.1	3.4	4.1	7.9	3.0
Rent from housing association	30.3	9.9	22.9	0.0	17.0	20.9	17.3	14.4	16.4
Rent from the council	40.8	21.6	28.6	5.4	21.5	47.6	25.7	19.3	24.9
Sheltered accommodation - to rent	40.0	11.8	36.2	36.2	19.3	33.3	25.7	27.7	30.1
Sheltered accommodation - to buy	4.9	7.9	7.7	22.8	19.3	6.8	18.2	5.5	10.0
Sheltered accommodation - part rent / buy	0.0	0.0	5.1	12.9	10.7	7.5	8.0	10.5	7.6
Extra care housing - to rent	29.9	13.8	27.4	32.4	20.7	19.2	22.6	16.8	22.5
Extra care housing - to buy	4.9	0.0	2.6	7.6	12.9	6.8	16.2	5.5	5.9
Extra care housing - part rent / buy	0.0	9.9	2.6	9.1	6.4	7.5	2.0	5.5	5.3
Supported housing for people with learning disabilities and autism	4.9	0.0	0.0	0.0	4.3	10.0	0.0	0.0	1.7
Supported housing for mental health needs	4.9	0.0	0.0	0.0	2.4	7.5	0.0	0.0	1.3
Residential care home	4.9	3.9	5.7	12.9	15.0	7.5	19.3	2.7	7.2
Co-housing	14.5	7.9	19.8	9.1	19.3	10.9	12.1	8.4	12.5
Go to live with children or other relatives/friends	0.0	3.9	2.6	3.8	3.9	6.8	2.0	2.7	3.2
Other	0.0	7.9	0.0	0.0	0.0	0.0	0.0	2.7	1.4
Base	**800**	**861**	**2,299**	**1,287**	**699**	**1,146**	**709**	**3,073**	**10,874**

Source: 2020 household survey

Senior co-housing communities

6.23 The household survey indicated interest in co-housing. Senior co-housing is specifically mentioned in PPG as a housing option for older people: 'Senior co-housing communities are created and run by residents, based on the intention to live with a group of people of a similar age. The sites often consist of self-contained private homes as well as shared community space. Some communities offer an additional option for informal care.'

6.24 A total of 250 households were interested in co-housing as a residential option:

- Most were owner occupiers (73.1%), 15.1% lived in affordable housing and 11.8% privately rented; and
- 46.6% had a household income of less than £300 each week, 30.3% between £300 and £500 each week and 23.1% of over £500 each week.

The role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs

6.25 The provision of appropriate adaptations can help people lead independent lives. Given that the majority of older people (51.8%) want to remain in their own homes with help and support when needed, the extent to which their properties need to be adapted needs careful consideration. Additionally, the need to adapt properties for people aged under 65, and for families with children with adaption needs, also needs to be considered. Local authorities will therefore need to identify the role that general housing may play as part of their assessment. There are also around 16,900 (source: VOA 2019) bungalows in Barnsley accounting for 15.4% of overall stock and 8,470 (source: VOA 2019) flats accounting for 7.7% of stock which will be providing accommodation for older people

6.26 Table 6.6 shows data from the 2020 household survey. It shows how many homes by sub-area have been adapted, whether care and support are required and whether there is sufficient space for a carer to stay overnight if needed. Both Hoyland, Wombwell and Darfield and South Barnsley and Worsbrough report the highest proportion of households who answered positively.

6.27 Key findings from the survey reported in Table 6.5 are that:

- Hoyland, Wombwell and Darfield and South Barnsley and Worsbrough contain 21.9% and 21.2% respectively, of all households with a home that been adapted, or purpose built for a person with a long-term illness, health problem or disability. Only 4.5% of these homes are found in Rural West.
- 33.4% of those who stated that they or a family member needed care or support to remain in their current home live Hoyland, Wombwell and Darfield whereas only 3.5% live in Penistone and Dodworth; and
- 22.8% of those who stated that they had sufficient space in their home for a carer to stay overnight live in South Barnsley and Worsbrough whilst only 6.7% live in Penistone and Dodworth.

Table 6.6 Adaptations, support requirements and space for carer to stay by sub area

	Current home has been adapted or purpose built for a person with a long term illness, health problem or disability	You or other members of your household require care or support to enable you/them to stay in this home	Sufficient space in your home for a carer to stay overnight, if this was needed, is available
Sub area	**% yes**	**% yes**	**% yes**
Bolton, Goldthorpe and Thurnscoe	13.4	3.9	9.8
Darton and Barugh	11.8	11.2	9.9
Hoyland, Wombwell and Darfield	21.9	33.4	18.4
North Barnsley and Royston	14.9	11.9	14.2
Penistone and Dodworth	5.0	3.5	6.7
Rural East	7.2	8.6	10.7
Rural West	4.5	4.4	7.5
South Barnsley and Worsbrough	21.2	23.1	22.8
Total	100.0	100.0	100.0
Base	8,558	7,975	66,221

Source: 2020 household survey

6.28 The 2020 household survey asked whether adaptations were required by households (Table 6.7), in line with the PPG which asks councils to consider the extent to which existing dwelling stock can help meet the needs of older people (source: PPG 2019 Paragraph: 017 Reference ID: 2a-017-20190220). When asked about adaptations and home improvements required in the home now, households of all ages but particularly the under 60s frequently focused on the house itself, specifically, double glazing, more insulation and better heating. However, households aged over 60 years and specifically those aged over 85 years also reported, needing assistance in the home, such as adaptations for wheelchairs, adaptions to bathrooms/downstairs toilets, and internal handrails.

Table 6.7 Adaptations and home improvements required now by age group				
	Age group (% of households)			
Adaptation/improvement required	Under 60 years	60 84 years	85+	Total
More insulation	43.6	31.9	0.0	38.0
Better heating	30.7	28.2	22.8	29.5
Double glazing	30.5	26.1	12.9	28.4
Adaptations to bathroom	19.0	29.2	12.4	23.0
Internal handrails / grab rails	21.1	16.0	8.2	18.8
Downstairs toilet	13.4	16.9	8.2	14.7
External handrails / grab rails	14.7	13.3	9.9	14.0
Improved ventilation	11.4	10.2	0.0	10.7
Stair lift / vertical lift	8.6	11.5	3.0	9.7
Improvements to access	7.1	8.0	11.6	7.5
Adaptations to kitchen	4.6	11.5	4.6	7.4
Adaptations relating to sensory needs	6.7	8.5	0.0	7.3
Increase the size of property	7.2	3.8	0.0	5.7
Community alarm service	2.6	9.4	0.0	5.3
Wheelchair adaptations	1.8	8.2	28.9	4.9
Room for carer	1.2	3.5	3.0	2.1
Lever door handles	0.2	4.7	0.0	2.0
Support with keys / fob access to property	4.0	4.1	7.4	4.1
Opening or closing front door / accessing communal entrance	4.8	2.4	8.5	4.1
Room for a carer	3.8	3.9	5.6	3.9
Additional entrances / exits	4.4	3.1	2.3	3.9
Lever door handles	2.4	2.9	0.0	2.5
Base (all households)	58,110	42,357	2,028	102,494

Source: 2020 household survey

6.29 Resources for aids and adaptations remain limited, particularly for households in the private sector (owner occupation or privately rented accommodation). However, as mentioned above in respect of support requirements, the provision of appropriate adaptations is essential to older households in maintaining independent living. Alternative sources of funding, such as equity loans, could be considered to finance remedial measures required by older person households. It should be pointed out that whilst local authorities will assess anyone's needs, assistance is means tested and some households will self-fund.

Estimating future need for adaptions

6.30 The 2020 household survey indicates that 7.4% of households live in properties that have been adapted or purpose built for those with an illness/disability. Analysis of demographic data would suggest that the number of generally adapted properties will need to increase by 905 over the plan period. This figure has been derived from data on the number of households with adaptations by age group of the Household Reference Person; how the number of households by HRP age group is expected to change; and applying the proportion of

adapted properties to future household numbers by age group (source: MHCLG 2014-based household projections).

Stakeholder views on older persons' housing

6.31 A theme which emerged from the online stakeholder survey was a shortage of suitable older person's housing in anticipation of the population of the borough aging. Bungalows are in high demand. However, a weakness of the market was identified as the low demand for over 55's flats. Feedback suggests older persons are holding out for a bungalow instead.

6.32 In relation to intermediate housing, registered providers believed that there is demand for products such as SOFTE (leasehold for older people downsizing). There is also evidence that shared ownership bungalows have sold easily.

6.33 Future requirements identified included:

- ensuring properties are suitable for the needs of older people or adaptable; and
- exploring the possible opportunity to deliver an extra care village to meet the needs of the ageing population.

Health-related housing need

6.34 A range of sources can be drawn upon to establish the overall scale of disability/support needs across the borough. The extent to which specific accommodation for different groups may be required is then explored using available data and specific gaps in understanding are also highlighted.

6.35 The 2011 Census reported across Barnsley that 8.2% of residents stated they were in bad or very bad health; particularly associated with older age groups. A further 16.2% were in 'fair' health. The majority, 75.6%, were in 'very good or good health'. Overall, the 2011 Census estimates that around 56,018 residents were in fair or bad/very bad health and this represents 24.4% of residents. This compares with 18.3% for England.

6.36 round 27,975 (12.2%) of residents stated that their daily activities were limited 'a lot' and 25,791 (11.2%) 'a little'. This compares with lower figures for England (8.3% and 9.3% respectively). This is again particularly associated with older age groups.

6.37 The Department of Work and Pensions (DWP) publishes local authority-level information about the number of people receiving Disability Living Allowance (DLA) by age group and the conditions associated with the claim:

- in Barnsley, 4.6% of the population receive DLA. 51.1% of claimants are aged 65 and over and 20.6% are under 16 years; and
- the most prevalent conditions for claimants are arthritis and learning difficulties.

6.38 The ONS Family Resources Survey provides national data on the number of people with disabilities by age group. This can be applied to population projections to establish the potential number of residents who have a disability at the start of the plan period, 2019. The data can be modelled to see how this

is likely to change over the plan period up to 2033 (Table 6.8). The number of people does not necessarily translate to a specific housing need, although it provides a further insight into the likely level of disability experienced by residents in the area. The data indicates around 53,924 people were experiencing a disability in 2019 which represented 21.8% of residents in households. This is expected to increase to 23.4% by 2033. This increase equates to an additional 8,452 residents living with a disability.

Table 6.8 Estimate of the number of people with a disability

	Estimate of residents with a disability		
	Year		Change
	2019	2033	
Base (total in households with disability)	53,924	62,376	8,452
% of population with disability	21.8	23.4	

Source: ONS Family Resources Survey 2016/17 and ONS 2016-based population projections

6.39 The 2020 household survey data invited respondents to provide data on any illness or disability present in their current household. Table 6.9 shows the results for the number of people stating an illness/disability and the type of condition. The most frequently mentioned illness/disability was longstanding illness or health condition (13.5%) followed by physical/mobility impairment (8.7%).

Table 6.9 Number of people stating illness/disability

Illness/disability	Number of people	% of population
Physical / mobility impairment	21,525	8.7
Learning disability / difficulty	5,868	2.4
Mental health issue	19,829	8.0
Visual impairment	7,294	2.9
Hearing impairment	12,908	5.2
Long standing illness or health condition	33,439	13.5
Older age-related illness or disability	5,481	2.2
Other	15,814	6.4
Base (Number of people with illness/disability)	**78,518**	**31.7**

Source: 2020 household survey. Note a person may have more than one disability

6.40 The household survey asked those with a health problem or disability to indicate which housing options (for older people, people with physical or learning disabilities and autism, people with degenerative conditions) they would seriously consider. Table 6.10 reports the percentage of households who would consider the different options by health condition or disability. Note that this was a multiple-choice question.

6.41 Overall, high proportions of households want to continue living in their own home. Renting from the council is also a popular option, with over 20% of households with members experiencing the following health conditions/disabilities, stating they would seriously consider this:

- learning disability / difficult (34.6%);
- mental health issue (25.9%);
- physical / mobility impairment (24.3%); and
- older age-related illness or disability (20.5%).

Table 6.10 Older persons housing options by sub area

Housing option	Sub area							Total
	Physical / mobility impairment	Learning disability / difficulty	Mental health issue	Visual impairment	Hearing impairment	Long standing illness or health condition	Older Age related illness or disability	
Continue to live in current home with support when needed	46.9	0.0	41.5	39.7	65.4	41.5	52.0	44.8
Buying a dwelling on the open market	6.1	15.5	14.5	0.0	9.5	8.5	16.6	12.3
Rent a dwelling from a private landlord	3.7	34.6	18.1	46.8	0.0	7.1	0.0	6.0
Rent from housing association	14.0	15.3	0.0	0.0	7.7	10.8	11.0	9.9
Rent from the council	24.3	34.6	25.9	13.5	2.9	15.5	20.5	19.9
Sheltered accommodation - to rent	2.0	0.0	0.0	0.0	9.1	11.9	0.0	3.1
Sheltered accommodation - to buy	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5
Sheltered accommodation - part rent / buy	0.0	0.0	0.0	0.0	5.5	0.0	0.0	0.3
Extra care housing - to rent	0.0	0.0	0.0	0.0	0.0	1.0	0.0	0.1
Extra care housing - to buy	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1
Extra care housing - part rent / buy	0.7	0.0	0.0	0.0	0.0	0.0	0.0	0.2
Supported housing for people with learning disabilities and autism	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Supported housing for mental health needs	1.0	0.0	0.0	0.0	0.0	0.0	0.0	0.3
Residential care home	0.8	0.0	0.0	0.0	0.0	2.4	0.0	0.6
Co-housing	0.5	0.0	0.0	0.0	0.0	0.0	0.0	1.0
Go to live with children or other relatives/friends	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.0	0.0	0.0	0.0	1.2	0.0	0.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Base	7,676	477	1,904	436	1,351	2,857	356	22,536

Source: 2020 household survey

Total also includes the categories 'Other' and 'None' or N/A

Optional accessibility and wheelchair standard housing

6.42 PPG states that 'where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the NPPF), to help bring forward an adequate supply of accessible housing. In doing so, planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:

- M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement).
- M4(2) Category 2: Accessible and adaptable dwellings; and
- M4(3) Category 3: Wheelchair user dwellings

'Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site-specific factors' (source: PPG June 2019 Paragraph: 009 Reference ID: 63-009-20190626).

6.43 Optional accessibility standards for dwellings were introduced by the Government in 2015 to provide a mechanism for improving accessibility of housing for those with additional needs. National standards have been established and contained within Part M Volume 1 of the Building Regulations (source: https://www.planningportal.co.uk/info/200135/approved_documents/80/part_m_- _access_to_and_use_of_buildings) as set out in Table 6.11. The M4(1) visitable dwelling is the mandatory minimum standard applied to all new dwellings. Only one accessible housing standard can apply to any dwelling. The M4(2) accessible and adaptable dwelling standard is based on, and in 2015 effectively replaced, the 'Lifetime Homes' standard. Figures 6.3, 6.4 and 6.5 define these optional accessibility standards further. The optional standards are now being proposed by local authorities in their Local Plans.

Table 6.11 Summary of accessible housing standards

Standard Label	Standard title	Level of accessibility provided	Mandatory or optional
M4(1)	Visitable dwellings	Level access not necessarily provided into the dwellings – few accessibility features	Mandatory
M4(2)	Accessible and adaptable dwellings	Level access is provided into the dwelling – easy to adapt to make more accessible – not suitable for most wheelchair users	Optional
M4(3)	Wheelchair user dwellings	Dwellings suitable for wheelchair users: either wheelchair accessible or wheelchair adaptable	Optional

Figure 6.3 Explanation of optional accessibility standard M4(1)

In the Secretary of State's view, Requirements M4(1) will be met when a new dwelling makes reasonable provision for most people, including wheelchair users, to approach and enter the dwelling and to gain access to habitable rooms and sanitary facilities on the entrance storey. The objective is to make reasonable provision to ensure that:

a. Within the curtilage of the dwelling, or the building containing the dwelling, it is possible to approach and gain access to the dwelling.
b. It is possible to gain access to the dwelling, or the building containing the dwelling, from the most likely point of alighting from a car.
c. Most people can enter the principal private entrance in blocks of flats where this is located on the same level as the entrance.
d. An ambulant disabled person is able to visit the occupants of any dwelling in a building containing one or more dwellings.
e. Visitors can access and use the habitable rooms and a WC within the entrance storey of the dwelling (or the principal storey where the entrance storey does not contain a habitable room).
f. There is step-free access between the habitable rooms and the WC where these are located on the entrance storey.
g. Wall-mounted switches and socket outlets in habitable rooms are reasonably accessible to people who have reduced reach.

Figure 6.4 Explanation of optional accessibility standard M4(2)

In the Secretary of State's view, Requirements M4(2) will be met where a new dwelling makes reasonable provision for most people and incorporates features that make it potentially suitable for a wide range of occupants, including older people, those with reduced mobility and some wheelchair users. The objective is to make reasonable provision to ensure that:

a. Within the curtilage of the dwelling, or the building containing the dwelling, it is possible to approach and gain step-free access to the dwelling and to any associated parking space and communal facilities that are intended for the use of the occupants.
b. There is step-free access to the WC and other accommodation within the entrance storey, and to any associated private outdoor space directly connected to the entrance storey.
c. A wide range of people, including older and disabled people and some wheelchair users, are able to use the accommodation, including its sanitary facilities.
d. Features are provided to enable common adaptations to be carried out at a future date to increase the accessibility and functionality of the dwelling.
e. Wall-mounted switches, socket outlets and other controls are reasonable accessible to people who have reduced reach.

Figure 6.5 Explanation of optional accessibility standard M4(3)

In the Secretary of States view, Optional Requirement M4(3) will be met where a new dwelling makes reasonable provision, either at completion or in the future, for a wheelchair user, to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants. The objective is to make reasonable provision to ensure that:

a. Within the curtilage of the dwelling or the building containing the dwelling, a wheelchair user can approach and gain step-free access to every private entrance to the dwelling and to every associated private outdoor space, parking space and communal facilities that are intended for the use of the occupants.

b. There is step-free access to the WC and other accommodation within the entrance storey and the potential to achieve step-free access to all other parts of the dwelling.

c. The dwelling is at least wheelchair adaptable such that key parts of the accommodation, including its sanitary facilities, could be easily altered to make the dwelling wheelchair accessible at a future date, or where required by a local planning authority, the dwelling is wheelchair accessible at completion.

d. There is sufficient internal space, and other provisions as necessary, to make all of the accommodation within the dwelling suitable for a wheelchair user.

e. Wall-mounted switches, controls and socket outlets are accessible to people who have reduced reach.

6.44 The 2020 household survey has indicated that residents in 1,251 households (1.2%) require wheelchair adapted dwellings either now or within the next five years (Table 6.12). Over the plan period, this number is expected to increase by a further 132 households resulting in an overall need for 1,383 wheelchair adapted dwellings. This will be achieved through the adaptation of existing properties and through newbuild. It is important to consider that some dwellings will not be capable of adaptation or they are situated in an area that is unsuitable for people with disabilities. For example, dwellings that are built on a hill, have poor vehicular access, or are located some distance from health care, support and retail facilities.

Table 6.12 Future need for wheelchair adapted dwellings							
Age Group	Year			% dwellings needing wheelchair adaptations	Number of wheelchair adapted dwellings required by age group		
	2019	2033	change		2019	2033	Change
15-24	3,803	4,568	765	0.0	0	0	0
25-34	14,047	11,809	-2,238	0.0	0	0	0
35-44	16,995	20,252	3,257	0.0	0	0	0
45-59	31,775	28,941	-2,834	0.8	245	223	-22
60-74	26,055	30,790	4,735	1.9	486	575	88
75-84	11,397	15,122	3,725	2.0	225	298	73
85+	4,532	8,574	4,042	6.8	306	579	273
Total	108,604	120,055	11,451	1.2	1,251	1,383	132
Source	MHCLG 2014-based household projections			2020 household survey	2020 survey applied to MHCLG 2014-based household projections		

6.45 In order to establish an appropriate target for M4(3) dwellings, Table 6.13 sets out a series of assumptions regarding wheelchair use and the resulting annual need for newbuild wheelchair adapted properties.

Table 6.13 Wheelchair use assumptions and resulting annual need		
Assumption	% requirement	Number each year. (based on overall dwelling target of 1,134)
Wheelchair use from the English Housing Survey 2014/15 – households using wheelchair all the time	1%	11
Wheelchair use from the English Housing Survey 2014/15 – households using wheelchair either indoors or outdoors	3.6%	41
Aspire report on wheelchair accessible housing (Wheelchair Accessible Housing: Waiting for appropriate housing in England, Aspire October 2014 recommends that the national government should set a minimum requirement of 10% of all new build properties across all tenures to be wheelchair accessible)	10%	113
Barnsley 1,383 (Table 6.9) need over plan period (divided by 14 years) assuming all met through newbuild over remaining plan period to 2033	8.7%	99
Average (mean)	6%	68

6.46 According to PPG (Paragraph: 009 Reference ID: 56-009-20150327) 'Local Plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a

person to live in that dwelling.' This would imply that the onus on wheelchair accessible housing delivery is with the Local Authority/Registered Providers. Any final targets should be set within the context of likely levels of delivery.

6.47 Given the ageing population in the borough and the identified levels of disability amongst the population, it is recommended that a policy to provide new homes built to accessibility standards is included in the Local Plan. On the basis of available evidence, it is therefore suggested that:

- a range of between 1% (minimum) and 10.0% (maximum) of new dwellings are built to M4(3) wheelchair accessible standard. This would equate to an average target of 6% or 68 each year; and
- a minimum of 25.6% of new dwellings are built to M4(2) standard based on the proportion of households in the borough who would currently benefit from M4(2) accessible housing.

6.48 Evidence suggests that 21.8% of residents in households are estimated to have a disability (source: ONS Family Resources Survey 2016/17 and ONS 2016-based population projections) and 23.4% of residents in households have their activities limited in some way (source: 2011 Census). The 2020 household survey indicates that 31.7% of residents in households have an illness or disability. An average of these three figures establishes the 25.6% requirement.

6.49 It should be noted however that any percentage requirements for accessible housing are subject to cumulative viability testing. It is also recommended that needs are monitored closely given the ageing population over the Plan Period.

Stakeholder views on specialist housing

6.50 There were no responses from stakeholders to the questions aimed at specialist housing providers. A general theme which emerged from the online stakeholder survey from other stakeholders was a shortage of specialist accommodation for families and individuals with support needs such as disability, mental health etc. and larger adapted homes. Particular shortages identified by one stakeholder were:

- affordable single person housing that is sufficiently spacious for a staff team to support vulnerable adults and the availability of such accommodation in rural areas;
- access to furnished tenancies; and
- access to own accommodation for a small group of people with similar needs that also has a communal area and space for support staff office (key ring service / extra care model but not for older people).

6.51 Other relevant comments on future provision included:

- the council needs to release land for specialist housing;
- increase the offer and provision of housing for vulnerable client groups;
- dwellings should meet lifetime home requirements and designs brought forward for house types should be future proofed to enable them to be easily adapted when households' circumstances change; and
- 10% of dwellings should be built to disability standards.

Life experience-related housing need

6.52 Supported accommodation in its broadest sense is generally provided for those individuals or households who are vulnerable to tenancy failure. For many this will be due to life experiences which may have disadvantaged their ability to live independently. These may include time in an institution or care, asylum or a history of abuse. The support required here may be shorter term with the intention of promoting independence in the longer term.

6.53 There were no comments received in the stakeholder survey on the needs of those fleeing domestic abuse, care leavers, former members of the armed forces or those who require support for addiction.

Homelessness

6.54 Ministry of Housing, Communities and Local Government (MHCLG) Homelessness Statistics for the year 2017/18 indicate that a total of 124 decisions were made on households declaring themselves as homeless in Barnsley (Table 6.14). Of these households, 41 (33.1%) were classified as homeless and in priority need. The percent accepted as homeless fell between 2010/11 and 2014/15. Since then it has risen for three consecutive years and the 2017/18 figure of 33.1% is the highest recorded in the figures presented. Over the eight years reported, the average acceptance rate has been 11.1%.

Table 6.14 Homeless decisions, acceptances and unsuccessful applications 2010/11 to 2017/18

Year	Total decisions	Accepted as homeless	Homeless but not priority	Eligible but not homeless	Intentionally homeless	% acceptances
2010-11	405	56	29	313	7	13.8
2011-12	296	38	18	229	11	12.8
2012-13	243	23	10	196	14	9.5
2013-14	242	14	10	208	10	5.8
2014-15	337	13	-	303	-	3.9
2015-16	169	14	-	142	-	8.3
2016-17	118	15	-	97	-	12.7
2017-18	124	41	21	57	5	33.1
Total	**1,934**	**214**	**88**	**1,545**	**47**	
Annual Average	242	27	11	193	6	11.1

Source: MHCLG Homelessness Statistics

6.55 The 2020 household survey identifies 334 (1.0%) (334 out of 33,667 (total respondents to this question)) households who had been previously homeless or living in temporary accommodation and had moved to their present accommodation in the past five years.

6.56 Table 6.15 presents a range of information relating to the characteristics of previously homeless households or those living in temporary accommodation and the dwelling choices that they have made.

Table 6.15 Characteristics of households previously homeless			
Household type	**%**	**Current property type**	**%**
Single Adult (under 65)	73.2	House	49.7
Couple only (one or both over 65)	26.8	Bungalow	50.3
Total	100.0	Total	100.0
Current tenure	**%**	**Previous location**	**%**
Owner occupied	49.7	Within Barnsley	50.3
Private rented	0.0	Outside Barnsley	0.0
Affordable	50.3	No response	49.7
Total	100.0	Total	100.0
Current income (gross weekly)	**%**	**Current property size**	**%**
Under £150	73.2	1-bedroom	50.3
£150 to <£350	26.8	2-bedroom	49.7
£350 to <£500	0.0	3-bedrooms	0.0
Total	100.0	Total	100.0

Base: 334 households previously homeless or living in temporary accommodation

Source: 2020 household survey

6.57 One respondent to the stakeholder survey stated that future housing in the borough needs to consider both short and long-term solutions. Long term lets ensuring stability within the local community and short term lets enable people to get back on their feet and provide personal space for them. Need to ensure there is an appropriate mix to meet the needs of homeless people in the short term as well as providing permanent places for longer term living and good quality rental accommodation for all.

Cultural heritage related housing need

6.58 For those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required. This would include the specific needs of particular BAME (Households not identifying as 'White British') households as well as those from travelling communities.

BAME households

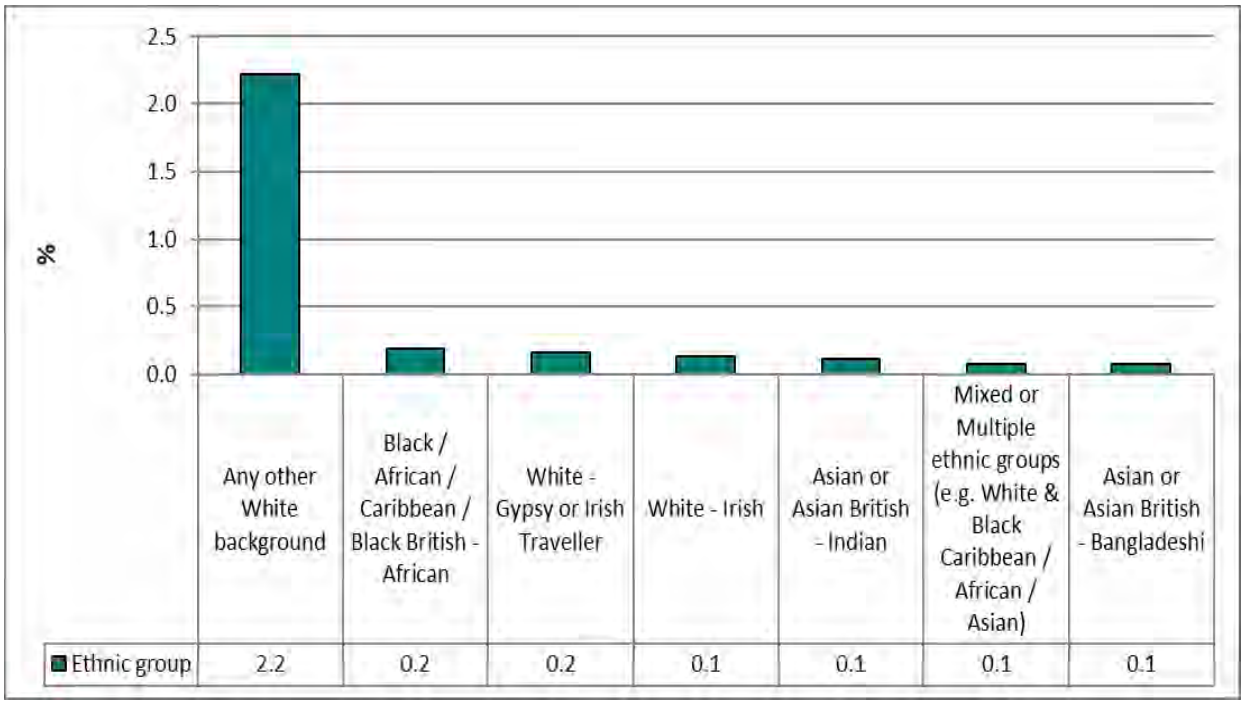
6.59 The 2020 household survey indicates that 97.0% of Household Reference People (HRP) in Barnsley describe themselves as White British and 3.0% described themselves as having other ethnic origins.

6.60 Some headlines from the household survey data are:

- 57.9% of BAME households live South Barnsley and Worsbrough and 16.5% live in Rural East;
- Over half of BAME households rent privately (57.8%), 33.6% are owner occupiers and 8.6% are in affordable housing;
- BAME households are overrepresented in smaller houses with up to two-bedrooms;

- 55.5% of BAME households in Barnsley are couples under the age of 65 years compared to 23.6% of all households; and
- a greater proportion of BAME households earn over £750 each week than all households; 62.6% compared to 29.1%.

Figure 6.6 Percentage of households by ethnic group other than White British



Source: 2020 household survey

Table 6.16 BAME Groups

Ethnic Group	Percentage share
Any other white background	2.2%
Black/African/Caribbean/Black British-African	0.2%
White – Gypsy or Irish Traveller	0.2%
White – Irish	0.1%
Asian or Asian British – Indian	0.1%
Mixed or Multiple ethnic groups (eg White & Black Caribbean/African/Asian)	0.1%
Asian or Asian British – Bangladeshi	0.1%

6.61 In terms of housing need, 9.0% of all BAME households were in some form of housing need compared with 11.7% of all households (Table 6.17) and overall 2.2% of all households in need were BAME. Harassment and major disrepair were the most frequently mentioned reasons for being in need, 41.4% of BAME households for each category.

Table 6.17 Housing need amongst BAME households			
Housing need factor	BAME households %	All Households %	% all households who are BAME
N1: Under notice, real threat of notice or lease coming to an end	0.0	4.4	0.0
N2: Too expensive, and in receipt of housing benefit or in arrears due to expense	17.3	18.7	2.3
N3: Overcrowded according to the bedroom standard model	0.0	15.6	0.0
N4: Too difficult to maintain	0.0	25.1	0.0
N5: Couples, people with children and single adults over 25 sharing a kitchen, bathroom or w.c. with another household	0.0	0.0	0.0
N6: Household containing people with mobility impairment or other special needs living in unsuitable accommodation	0.0	26.6	0.0
N7: Lacks a bathroom, kitchen or inside w.c. and household does not have resources to make fit	0.0	1.3	0.0
N8: Subject to major disrepair or unfitness and household does not have resources to make fit	41.4	5.5	18.7
N9: Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved expect through a move	41.4	2.8	37.1
% with one or more housing need	9.0	11.7	2.2
Base (all households with one or more housing needs)	282	12,797	
Base (all households)	3,124	109,459	

Source: 2020 household survey

Gypsy and Traveller Households

6.62 The borough has a Gypsy and Traveller population. The 2011 Census identified 163 residents and 68 households across Barnsley.

6.63 The MHCLG Traveller Caravan Count (January 2019) identified a total of 108 caravans across Barnsley. All are identified as being on authorised sites with planning permission. 57.4% (62) are private caravans and the remainder are socially rented; 42.6% (46).

6.64 There have been no Travelling Showpeople caravans recorded in the annual counts since they began in January 2015.

6.65 In September 2015, arc[4] published a Gypsy and Traveller Accommodation Assessment (GTAA) for Barnsley MBC (https://www.barnsley.gov.uk/media/4722/eb62-gypsy-and-traveller-needs-assessment-2015-arc4.pdf). The assessment identified:

- an overall five-year requirement (2014/15 to 2018/19) of an additional 15 Gypsy and Traveller pitches; and
- a recommendation to establish five transit or stop-over pitches across Barnsley over the next five-years to accommodate 10 vehicles, based on past trends of unauthorised encampment activity.

6.66 Over the longer-term (15 years 2019/20 to 2033/34), the GTAA suggested a requirement of two additional Gypsy and Traveller pitches over the period 2019/20 to 2023/24, six additional pitches over the period 2024/25 to 2028/29 with a further ten additional pitches required between 2029/30 and 2033/34.

Other groups with particular housing requirements

6.67 This chapter concludes with a summary of the other household groups who have particular housing requirements in Barnsley.

People who rent their homes

6.68 Chapter 4 presents a range of data on the characteristics of households who rent their homes – either privately or from a social housing provider.

Student housing

6.69 Several universities are within a commutable radius of Barnsley such as the University of Huddersfield, the University of Sheffield, Sheffield Hallam University and University Centre Rotherham. Barnsley College Higher Education offers university-level courses with several campus sites and centres in Barnsley town centre. The college is not an accommodation provider and signposts students to the StudentPad online platform to find accommodation in and around the town centre.

6.70 According to the 2011 Census there were 675 students aged 16-24 in Barnsley. Around a third of students live in South Barnsley and Worsbrough; 33.2% (Table 6.18).

Table 6.18 Students by sub area

Sub area	No. of students	% of students
Bolton, Goldthorpe and Thurnscoe	75	11.1
Darton and Barugh	43	6.4
Hoyland, Wombwell and Darfield	117	17.3
North Barnsley and Royston	117	17.3
Penistone and Dodworth	28	4.1
Rural East	52	7.7
Rural West	20	2.9
South Barnsley and Worsbrough	224	33.2
Barnsley total	675	100.0

Source: Census 2011

6.71 The stakeholder survey received no comments about student accommodation requirements.

Summary

6.72 In accordance with PPG, the SHMA has considered the future need for specialist accommodation, the need for residential care and considered the role of general housing in meeting needs, in particular bungalows and homes that can be adapted to meet a change in the characteristics of need.

6.73 Although it is a challenge to quantify the precise accommodation and support requirements, the SHMA has helped to scope out where needs are arising and has provided indicators of specific needs across various needs groups.

Key findings relating to older persons' housing

6.74 The number of households headed by someone aged 60 and over is expected to increase by 29.8% to 2033. The majority of older people live in houses. The trend is that as people age the proportion living in flats and bungalows will increase.

6.75 Just over half of older people 65 and over (51.8%) want to continue to live in their current home with support when needed according to the household survey. Just over ten percent (12.5%) were planning to move in the next five years. Help with repair/maintenance, gardening, cleaning and personal care would help people remain in their own home. However, the household survey also points to a need to deliver a range of smaller dwellings, particularly flats and bungalows/level access accommodation for older people in the general market and specialist older persons housing provision.

6.76 Reasons for older people wanting to move include health problems and not being able to manage the existing property as it is too big, which increases in importance as a factor with ageing.

6.77 The dwelling type preference for older people varies across Barnsley. Two-bedroom flats are a popular choice for all older households and particularly for those wanting to move to Darton and Barugh and Hoyland, Wombwell and Darfield. Bungalows of any size are not the most popular choice for any sub-area however the largest preference is by those wanting to move to North Barnsley and Royston. For those wanting to move to Bolton, Goldthorpe and Thurnscoe there is a clear preference for 2-bedroom houses.

6.78 Across Barnsley, there are currently around 3,671 units of specialist older persons accommodation. It is estimated that an additional 893 units of specialist older person (C3) and 789 units of residential care (C2) will be required by 2033; 1,681 in total. The SHMA does not specify the precise nature of specialist older person dwellings to be built. This is to allow flexibility in delivery and PPG states that 'any single development may contain a range of different types of specialist housing' (source: PPG June 2019 Paragraph: 010 Reference ID: 63-010-20190626)

6.79 A key conclusion is that there needs to be a broader housing offer for older people across Barnsley and the SHMA has provided evidence of the scale and range of dwellings needed.

Key findings related to health-related housing need

6.80 Regarding housing for people with a health or disability related need, the 2020 household survey indicates that 31.7% of all residents have an illness/disability. This compares with 24.4% residents having bad/very bad health reported in the 2011 Census.

6.81 High proportions of households with health problems or disabilities want to continue living in their own home and renting from the council is a popular option. Around 7.4% of households currently live in dwellings which have either been purpose-built or adapted for someone with an illness or disability. There is expected to be an increase of around 905 dwellings needing major adaptation to the year 2033.

6.82 Given the ageing population of the area and the identified levels of disability amongst the population, it is recommended that 6% of new dwellings are built to wheelchair accessible M4(3) standard and a minimum of 25.6% all new dwellings are built to M4(2) accessible and adaptable standard.

6.83 Although it is a challenge to quantify the precise accommodation and support requirements, the SHMA has helped to scope out where needs are arising and has provided indicators of specific needs across various needs groups.

7. Dwelling type and mix

Introduction

7.1 The SHMA addendum 2017 and adopted Local Plan identifies an average annual need for 1,134 dwellings across Barnsley MBC over the plan period to 2033. The purpose of this chapter is to break this figure down into an appropriate dwelling type, tenure and type mix for borough. The detailed analysis underpinning this chapter is set out at Appendix D. In summary, this analysis considers:

- household projections;
- dwelling stock information;
- the relationship between dwelling stock and households using 2020 household survey data;
- the aspirations and expectations of households planning to move; and
- affordable housing need.

7.2 The analysis considers overall dwelling type and mix under three scenarios:

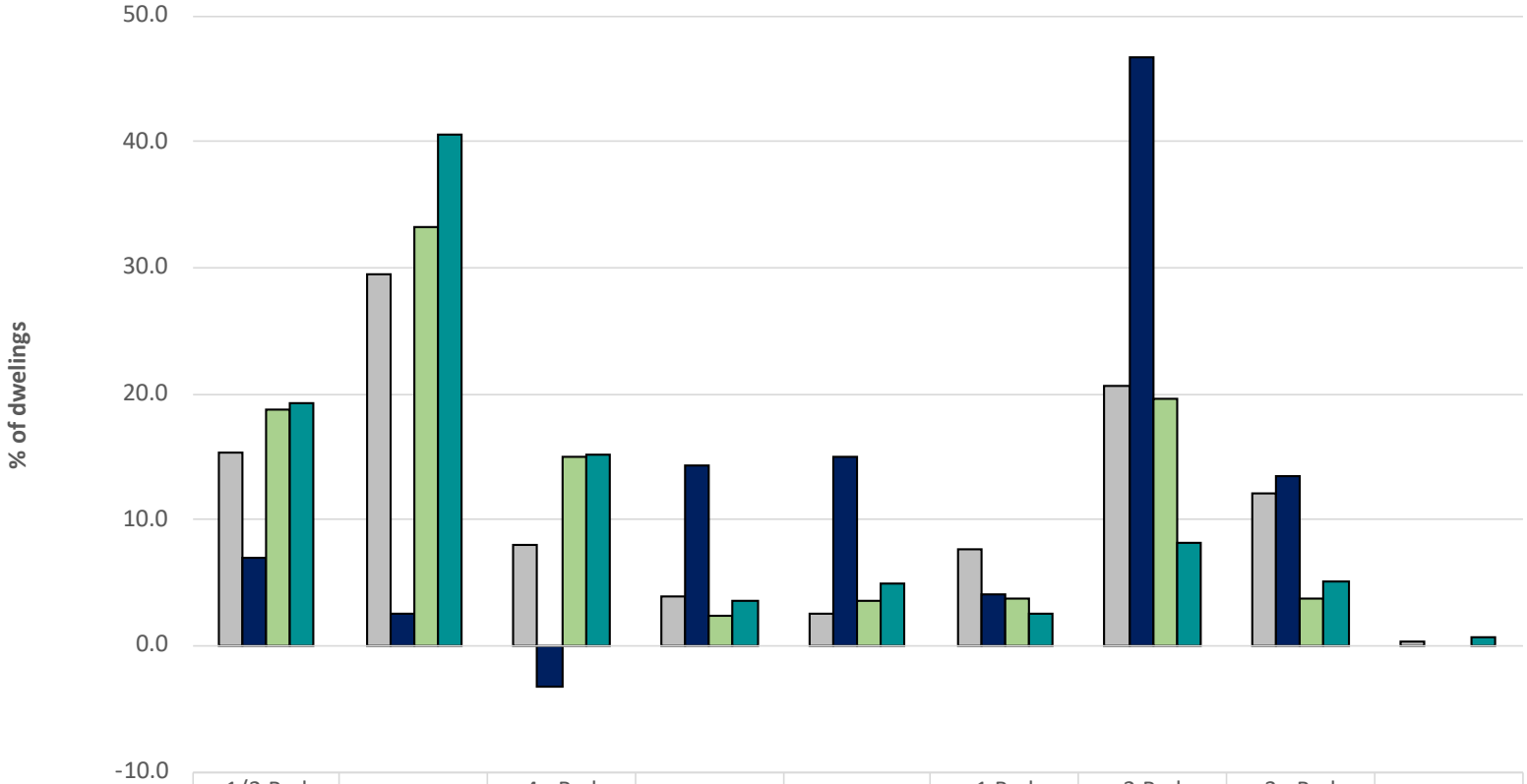
- a **baseline demographic** scenario which assumes the same relationship between households and the dwellings they occupy remain the same over the plan period;
- an **aspiration** scenario which looks at the aspirations of households by age group and household type; and
- an **expectation** scenario which considers what households expect to move to by age group and household type.

7.3 The results of the scenarios are compared with the current dwelling stock profile.

7.4 Figure 7.1 considers the current stock profile and the alternative dwelling mix scenarios. The baseline demographic scenario broadly aligns with the profile of the existing stock. For example, under the baseline demographic scenario 41.7% of households would require 3-bedroom houses and 3-bedroom houses form 40.6% of the housing stock. However, under the aspiration scenario households expressed clear preferences for larger proportions of 4-bedroom houses and 2 and 3-bedroom bungalows. As a consequence fewer households aspired to 1, 2 and 3 bedroom houses and flats. Other housing types, for instance older persons specialist accommodation, do not appear to be in demand under any of the scenarios.

7.5 Note that no existing households planning to move nor newly-forming households planning to form in the next 5 years expressed an aspiration or expectation to move to a studio/bedsit flat/apartment.

Figure 7.1 Summary of dwelling types in current stock and under baseline demographic, aspiration and expectation scenarios



	1/2 Bed House	3 Bed House	4+ Bed House	1 Bed Flat	2/3 Bed Flat	1 Bed Bungalow	2 Bed Bungalow	3+ Bed Bungalow	Other
Demographic	15.3	29.5	8.0	3.9	2.5	7.6	20.7	12.1	0.4
Aspiration	7.0	2.6	-3.2	14.3	15.0	4.1	46.7	13.5	0.0
Expection	18.7	33.2	15.0	2.4	3.6	3.7	19.6	3.8	0.0
Current stock	19.3	40.6	15.2	3.6	4.9	2.5	8.2	5.1	0.6

Dwelling type and size

Source: 2020 household survey

Summary of scenarios

7.6 Table 7.1 summarises the outcome of the dwelling type/mix scenario analysis.

Table 7.1 Summary of dwelling type/mix scenarios

Dwelling type/size	Scenario			Current stock (%)
	Demographic baseline (%)	Aspiration (%)	Expectation (%)	
1 and 2-bedroom house	19.9	4.1	18.7	19.3
3-bedroom house	41.7	27.0	33.2	40.6
4 or more-bedroom house	15.5	27.1	15.0	15.2
1-bedroom flat	2.9	1.9	2.4	3.6
2 and 3-bedroom flat	5.0	3.8	3.6	4.9
1-bedroom bungalow	1.9	1.6	3.7	2.5
2-bedroom bungalow	7.3	24.5	19.6	8.2
3 or more-bedroom bungalow	5.2	10.0	3.8	5.1
Other	0.6	0.0	0.0	0.6
Total	100.0	100.0	100.0	100.0
Dwelling type	**Demographic baseline (%)**	**Aspiration (%)**	**Expectation (%)**	**Current stock (%)**
House	77.1	58.2	66.9	75.1
Flat	7.9	5.7	6.0	8.5
Bungalow	14.4	36.1	27.1	15.8
Other	0.6	0.0	0.0	0.6
Total	100.0	100.0	100.0	100.0
Number of bedrooms	**Demographic baseline (%)**	**Aspiration (%)**	**Expectation (%)**	**Current stock (%)**
1	5.0	3.5	6.5	6.4
2	32.0	32.3	41.4	32.1
3	47.5	37.1	37.1	46.3
4	15.5	27.1	15.0	15.2
Total	100.0	100.0	100.0	100.0

Source: 2020 household survey

Overall dwelling mix by tenure

7.7 This section summarises the overall dwelling mix in terms of the proportions of dwelling types and sizes by tenure. This takes into account the overall dwelling mix based on the demographic scenario analysis and the specific need profiles of open market and affordable tenures.

7.8 Table 7.2 presents the overall dwelling breakdown by tenure using the 1,134 annual dwelling target and a 20% affordable housing target as a base. An 80/20 split is used as this is the mid-point of the three values detailed in the adopted Local Plan (30%, 20% and 10%). The affordable housing split is 60% affordable and 40% intermediate as indicated by the analysis of tenure preferences of existing and newly forming households (see Table 5.7). In Appendix D, further tables are provided which use 10% and 30% affordable housing targets (and related affordable housing tenure splits) in line with the Local Plan and Affordable Housing SPD sub-area breakdowns.

Table 7.2 Overall dwelling type/size and tenure mix under baseline demographic scenario					
Dwelling type/size	**Tenure**			**Total number**	**Total %**
	Market (80%)	Affordable (12%)	Intermediate (8%)		
1-bedroom house	-1	2	0	1	0.1
2-bedroom house	172	50	2	225	19.8
3-bedroom house	393	40	40	473	41.7
4+ bedroom house	152	1	23	176	15.5
1-bedroom flat	22	10	1	33	2.9
2-bedroom flat	35	14	7	56	4.9
3+ bedroom flat	1	0	0	1	0.1
1-bedroom bungalow	20	1	1	22	1.9
2-bedroom bungalow	55	14	13	83	7.3
3+ bedroom bungalow	52	3	4	59	5.2
1-bedroom other	1	0	0	1	0.1
2-bedroom other	0	0	0	0	0.0
3 + bedroom other	6	0	0	6	0.5
Total	907	136	91	1,134	100.0
Dwelling Type	Market (80%)	Affordable (12%)	Intermediate (8%)	**Total number**	**Total %**
House	716	93	65	874	77.1
Flat	58	24	8	90	7.9
Bungalow	127	19	18	163	14.4
Other	7	0	0	7	0.6
Total	907	136	91	1,134	100.0
Number of bedrooms	Market (80%)	Affordable (12%)	Intermediate (8%)	**Total number**	**Total %**
1	41	13	2	57	5.0
2	263	78	22	363	32.0
3	451	43	44	539	47.5
4	152	1	23	176	15.5
Total	907	136	91	1,134	100.0

Conclusions

7.9 The purpose of this chapter has been to explore the relationship between households and dwellings occupied to establish an indication of appropriate dwelling mix for Barnsley over the plan period.

7.10 Having established future household change and the implications this has for dwelling type, size and tenure mix, the council can make an informed strategic decision on the range and size of dwellings that will need to be built to meet need and aspiration over the plan period.

8. Conclusion: policy and strategic issues

8.1 This document has been prepared to equip the council and their partners with robust, defensible and transparent information to help inform the five-year review of the Local Plan (2014-2033) and the council's Housing Strategy (2014-33). The work also takes account of existing and emerging Government policy and guidance.

8.2 The Barnsley MBC SHMA 2020 will help the council plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Specifically, the SHMA identifies the size, type and tenure of housing required by considering current market demand relative to supply; and also identifies a continued affordable housing imbalance across the borough.

8.3 This concluding chapter summarises key messages from the research findings, structured around a commentary on the current and future housing markets and key local strategic issues.

Dwelling type, tenure and mix

8.4 The overall average annual housing need is assumed to be 1,134 per annum over the plan period to 2033 based on the Barnsley Local Plan. The relationship between household change and dwelling type/size and tenure requirements have been fully explored. This evidence will help the council to deliver an appropriate range of dwellings stock for residents over the plan period. Analysis concludes there is an ongoing need for all types and sizes of dwelling with strongest need for 3-bedroom houses and a continued need for smaller 2-bedroom houses. There is also a need for bungalows/level access accommodation. When household aspirations and what people would expect are considered, there is a stronger emphasis on bungalows with 2-bedrooms (or level access accommodation)

8.5 Regarding affordable need, the SHMA recommends that an overall 20% target across the borough is maintained. The household survey evidence suggests there should be a shift in emphasis towards intermediate tenure across the borough, with an overall tenure split of 40% intermediate and 60% affordable/social rented. Within the borough, the proportion of intermediate tenure could range between 8.2% and 79.3% in specific sub-areas. Across Barnsley MBC it is recommended that 11.2% of new affordable dwellings have one-bedroom, 50.1% two-bedrooms, 35.9% three-bedrooms and 2.8% four or more-bedrooms.

Meeting the needs of older people and those with disabilities

8.6 There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although just over half of older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation. Currently there are around 3,671 units of specialist older person accommodation comprising 1,722 units of

residential care (C2 use class) dwellings and 1,949 units of specialist older person dwellings (C3 use class) such as sheltered and extra care. Analysis of demographic change would suggest a need for an additional 789 additional units of residential (C2) units and 893 units of specialist (C3) units to 2033. A key conclusion is that there needs to be a broader housing offer for older people across Barnsley and the SHMA has provided evidence of scale and range of dwellings needed.

8.7 A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across Barnsley's population. Although it is a challenge to quantify the precise accommodation and support requirements, the SHMA has helped to scope out where needs are arising.

8.8 Given the changing demographics of Barnsley, it is wholly appropriate that the council has a policy of ensuring new dwellings meet optional accessibility standards. Subject to economic viability, it is recommended that 6% of new dwellings are built to M4(3) wheelchair accessible standard and a minimum of 25.6% of remaining dwellings are built to M4(2) standard. It is also assumed that there will be ongoing adaptation of existing dwellings to support those with additional needs.

List of Technical Appendices

- Technical Appendix A: Research methodology
- Technical Appendix B: Policy review
- Technical Appendix C: Housing need
- Technical Appendix D: Dwelling type and needs modelling
- Technical Appendix E: Stakeholder survey
- Technical Appendix F: Note on the affordable tenure split
- Technical Appendix G: Affordable housing definitions

Technical Appendix A: Research methodology

Overall approach

A.1 A multi-method approach was adopted in order to prepare a robust and credible Strategic Housing Market Assessment for Barnsley MBC.

- A survey of households was carried out across Barnsley. 13,336 households were randomly selected to complete a questionnaire during January and February 2020. 1,383 questionnaires were returned and used in data analysis. This represents a 10.4% response rate overall resulting in a borough-level sample error of +/-2.6%.
- An online survey of key stakeholders including representatives from Barnsley and neighbouring councils, housing associations/registered providers, voluntary groups and some independent representatives. 18 completed responses were received.
- A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and MHCLG Statistics.

Baseline dwelling stock information and household survey sample errors

A.2 Table A.1 summarises total dwelling stock, achieved responses and sample errors.

Table A1 Household survey sample information

Sub area	Total households	Achieved response	Sampling error (+/)
Bolton, Goldthorpe and Thurnscoe	10,828	110	9.3%
Darton and Barugh	10,263	173	7.4%
Hoyland, Wombwell and Darfield	20,049	165	7.6%
North Barnsley and Royston	17,413	147	8.0%
Penistone and Dodworth	6,692	224	6.4%
Rural East	10,446	138	8.3%
Rural West	6,879	258	6.0%
South Barnsley and Worsbrough	26,889	168	7.5%
Total	**109,459**	**1,383**	**2.6%**

Sample error is based on the 95% confidence interval which is the industry standard to establish result accuracy.

Weighting and grossing

A.3 In order to proceed with data analysis, it is critical that survey data is weighted to take into account response and non-response bias and grossed up to reflect the total number of households. Weighting for each survey area was based on:

- **Tenure** (the proportion of affordable (social rented and intermediate tenure) and open market dwellings based on 2011 Census data).
- **Age of Household Reference Person** based, on the proportions of household reference people aged under 65 and 65 or over living in affordable and open market provision derived from the 2011 Census: and
- **Council Tax occupied dwellings** based on the number of occupied dwellings and used as a grossing factor in the weighting to ensure that there is a suitable uplift on the Census 2011 data.

A.4 Ultimately, the survey element of the assessment is sufficiently statistically robust to undertake detailed analysis and underpin core outputs of the study down to the survey areas presented in table A1. Furthermore, the survey findings are enhanced and corroborated through analysis of secondary data and stakeholder consultation.

Technical Appendix B: Policy review

B.1 The purpose of this appendix is to set out the National Policy agenda of relevance to this Housing Needs Assessment.

Introduction

B.2 Under the Conservative and Liberal Democrat Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy. This was set within the context of national austerity and an economic policy of deficit reduction and public spending cuts following a period of recession and financial turbulence. The reforms championed localism, decentralisation and economic growth.

B.3 This agenda continued to be pursued under the leadership of David Cameron following the election of a majority Conservative Government in May 2015. Further welfare reforms were accompanied by policies seeking to increase the rate of housebuilding and promoting home ownership as the tenure of choice. The Housing and Planning Act 2016 was intended to provide the legislative basis for a number of Conservative Manifesto commitments, including the flagship Starter Homes scheme. The Act also made provisions for other aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.

B.4 The European Union Referendum of June 2016 resulted in significant changes in the political climate at a number of levels. Changes in Government leadership – with the appointment of Theresa May as Prime Minister – quickly led to discussions regarding the direction of housing and planning policy. Alongside significant delays (and in some cases abandonment) in the implementation of secondary legislation relating to aspects of the Housing and Planning Act 2016; conference speeches, ministerial statements and the Housing White Paper (February 2017) indicated a change in attitude towards housing policy. The 2016-17 administration signalled a broader 'multi-tenure' housing strategy, including support for a range of tenures in addition to home ownership. The Neighbourhood Planning Act 2017 was passed with the intention of strengthening neighbourhood planning by ensuring that decision-makers take account of well-advanced neighbourhood development plans and giving these plans full legal weight at an earlier stage.

B.5 The snap General Election of June 2017 created a new wave of political change and uncertainty, although the overall Government leadership remains under Conservative control and ministers were keen to keep housing as a key domestic policy priority. However, the political impasse over delivering Brexit had a negative effect on the housing market across the UK with low levels of supply and demand due to economic uncertainty.

B.6 This was briefly adjusted due to the outcome of the December 2019 general election and the act of leaving the European Union with confidence restored to the property market.

B.7 At the time of writing the economic uncertainly has risen to unprecedented levels due to the Covid 19 pandemic and a political prioritisation of the NHS and the

importance of adult social care potentially overshadowing the prioritisation of housing as a political priority.

2010-2015 (Coalition Government)

B.8 Following the Coalition Agreement of May 2010, the Localism Act 2011 was passed with the express intention of devolving power from central government towards local people. The Localism Act set out a series of measures to seek a substantial and lasting shift of powers including:

- new freedoms and flexibilities for local government, including directly elected mayors and empowering cities and other local areas.
- new rights and powers for communities and individuals.
- reform to make the planning system more democratic and more effective, including the abolition of regional spatial strategies (RSS), the introduction of the 'Duty to Cooperate', neighbourhood planning, community 'Right to Build', reforming the community infrastructure levy and reforming the Local Plan process; and
- reform to ensure that decisions about housing are taken locally.

B.9 In terms of housing reform, the Localism Act enabled more decisions about housing to be made at the local level. Local authorities were granted greater freedom to set their own policies about who can qualify to go on the waiting list in their area. In addition, the Act allowed for more flexible tenure arrangements for people entering social housing, with social landlords able to grant tenancies for a fixed length of term rather than lifetime tenancies for all. In respect to homelessness, the Act allowed local authorities to meet their homelessness duty by providing private rented accommodation, rather than in temporary accommodation until long-term social housing becomes available. The Act also reformed social housing funding, allowing local councils to keep the rent they collect and use it locally to maintain their housing stock.

B.10 The **National Housing Strategy for England, Laying the Foundations: A Housing Strategy for England**, was published in November 2011 under the Coalition Administration and it currently remains in place. The strategy acknowledged some of the problems within the housing market and set out the policy response. The measures set out promote home ownership, including a new-build mortgage indemnity scheme (providing up to 95% loan-to-value mortgages guaranteed by Government) and a 'FirstBuy' 20% equity loan scheme for first-time buyers.

B.11 The National Housing Strategy acknowledges the importance of social housing and the need for more affordable housing. However, the document reaffirms the programme of reforming this sector, including 'changes to the way people access social housing, the types of tenancies that are provided and the way the homelessness duty is discharged'. The private rented sector is considered to play 'an essential role in the housing market, offering flexibility and choice to people and supporting economic growth and access to jobs'. The document sets out an intention to support the growth of the private rented sector through innovation and investment, to meet continuing demand for rental properties.

B.12 The National Housing Strategy set out the objectives of preventing homelessness, protecting the most vulnerable and providing for older people's housing needs. However, it also confirmed a radical package of welfare reforms, including a reduction in Housing Benefit, changes to the Local Housing Allowance (Housing Benefit in the private sector) and the introduction of 'Universal Credit' to replace other means-tested working age benefits and tax credits.

B.13 The **National Planning Policy Framework (NPPF)** was published in March 2012. It sets out the Government's planning policies for England and how these are expected to be applied. The NPPF formed a key part of the Coalition Government's planning system reforms, simplifying national guidance (previously contained in multiple Planning Policy Statements and Planning Policy Guidance) and reducing the quantity of policy pages. Fundamentally, it must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions. The document states that 'at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.'

B.14 The NPPF sets out 12 core planning principles to underpin both plan-making and decision-taking. It also establishes 13 aspects to achieving sustainable development, which include delivering a wide choice of high-quality homes (#6) and promoting healthy communities (#8). The Framework also sets out the accepted definitions of affordable housing covering social rented housing, affordable rented housing and intermediate housing.

B.15 **National Planning Practice Guidance** (NPPG) on a range of specific topics has been made available through an online system since March 2014. PPG topics include Duty to Cooperate, Housing and Economic Development Needs Assessments, Housing and Economic Land Availability Assessment, Housing - Optional Technical Standards, Local Plans, Neighbourhood Planning, Rural Housing and Starter Homes.

B.16 Revisions to both NPPF and NPPG were published for consultation in March 2018 (see below).

2015-2016 (Conservative Government under David Cameron)

B.17 Following the election of a majority Conservative Government in May 2015 under David Cameron, the Government's **Summer Budget 2015** was presented to Parliament by the then-Chancellor George Osborne. The Budget set out widespread reforms to the welfare system, including a four-year freeze on working-age benefits; a reduction in the household benefit cap; restrictions on Child Tax Credit; training requirements for those on Universal Credit aged 18 to 21; the removal of automatic entitlement to Housing Benefit for those on Universal Credit aged 18 to 21; and the removal of the Family Premium element of Housing Benefit for new claims from April 2016. Alongside these welfare cuts, it was announced that rents for social housing will be reduced by 1% per year for four years, while tenants on incomes of over £30,000, or £40,000 in London, will be required to pay market rate (or near market rate) rents. A review of 'lifetime

tenancies' was confirmed, with a view to limiting their use to ensure the best use of social housing stock. Support for home ownership measures was reiterated with measures such as the extension of the Right to Buy to housing association tenants and the introduction of Help to Buy ISAs.

B.18 Alongside the Summer Budget 2015 the Government published a '**Productivity Plan**', **Fixing the foundations: Creating a more prosperous nation** (10th July 2015). This sets out a 15-point plan that the Government will put into action to boost the UK's productivity growth, centred around two key pillars: encouraging long-term investment and promoting a dynamic economy. Of particular relevance to housing was the topic regarding 'planning freedoms and more houses to buy'. This set out a number of proposals in order to increase the rate of housebuilding and enable more people to own their own home, including a zonal system to give automatic planning permission on suitable brownfield sites; speeding up Local Plans and land release, stronger compulsory purchase powers and devolution of planning powers to the Mayors of London and Manchester, extending the Right to Buy to housing association tenants, delivering 200,000 Starter Homes and restricting tax relief to landlords.

B.19 The Spending Review and Autumn Statement 2015 (November 2015) continued the policy themes of the Summer Budget. This included:

- Plans to extend the 'Local Housing Allowance' to social landlords so that the Housing Benefit payed to tenants living in housing association properties will be capped at the LHA rate.
- A new 'Help to Buy Shared Ownership' scheme, removing restrictions on who can buy shared ownership properties to anyone with a household income of less than £80,000 outside London and £90,000 in London.
- 'London Help to Buy' – an equity loan scheme giving buyers 40% of the new home value (as opposed to 20% under the Help to Buy scheme).
- 200,000 'Starter Homes' to be built over the following five years.
- From 1st April 2016 an extra 3% in stamp duty to be levied on people purchasing additional properties such as buy-to-let properties or second homes.
- Right to Buy extension to housing association tenants.
- £400 million for housing associations and the private sector to build more than 8,000 new 'specialist' homes for older people and people with disabilities.
- Consulting on reforms to the New Homes Bonus, with a preferred option for savings of at least £800 million which can be used for social care; and
- A commitment to extra funding for targeted homelessness intervention.

B.20 In December 2015, DCLG published a '**Consultation on proposed changes to national planning policy**', which was open for consultation until February 2016. This consultation sought views on some specific changes to NPPF in terms of the following:

- broadening the definition of affordable housing, to expand the range of low-cost housing opportunities for those aspiring to own their new home.

- increasing residential density around commuter hubs, to make more efficient use of land in suitable locations.
- supporting sustainable new settlements, development on brownfield land and small sites, and delivery of housing allocated in plans; and
- supporting the delivery of Starter Homes.

B.21 The March 2018 publication of a Draft Revised NPPF is set out below.

B.22 The 2015-16 Parliament saw several Acts passed with special relevance to housing and planning, implementing some of the policies set out in the preceding Budgets:

- The Cities and Local Government Devolution Act 2016 makes provision for the election of mayors for the areas of combined authorities established under Part 6 of the Local Democracy, Economic Development and Construction Act 2009. It makes provision about local authority governance and functions; to confer power to establish, and to make provision about, sub-national transport bodies; and for connected purposes. This Act is central to the Government's devolution plans for England, facilitating its vision of a 'Northern Powerhouse'.
- The Welfare Reform and Work Act 2016 makes provisions relating to a range of welfare benefits and employment schemes, including the benefit cap, social security and Tax Credits, loans for mortgage interest, social housing rents and apprenticeships. Secondary legislation (Social Housing Rents Regulations, March 2016) sets out that the 1% cut to social housing rents will not apply to households with an income of £60,000 or more.
- The Housing and Planning Act 2016 sets out the legislative framework for the Starter Homes scheme and includes provisions relating to other important aspects of housing policy such as Pay to Stay, Right to Buy, high value sales and ending lifetime tenancies.

B.23 The **Budget 2016 (March 2016)** continued the policy emphasis of promoting home ownership and facilitating first-time buyers to enter the market. A new 'Lifetime ISA' was announced, extending the principle of the Help to Buy ISA by incentivising saving for under-40s. Of relevance to the private rented sector were stamp duty increases for institutional investors and the withholding of capital gains reductions from companies investing in residential property. In seeking to deliver more homes for ownership, announcements were made of further planning reforms; releasing public land for development; and a £1.2 billion Starter Homes Fund for brownfield remediation. The anticipated 'duty to prevent' homelessness was not announced, but instead the Chancellor committed £115 million to preventing and reducing rough sleeping.

B.24 A **Technical consultation on Starter Homes regulations** (March 2016) sought views on the framework to be established in the forthcoming regulations, including the restrictions that should be placed on Starter Homes, how age eligibility criteria should work, what threshold (size of site/development) should apply, what the percentage requirement should be, whether exemptions should apply and whether off-site payments should be acceptable. The consultation document set out that, in terms of the period within which Starter Homes should not be sold at full market value, the DCLG does not support a period of longer than 8 years. The paper proposed that the requirement to provide 20% of

dwellings as Starter Homes should apply to sites of 10 dwellings or more (or 0.5 hectares). However, secondary legislation relating to Starter Homes has still not been published.

Post EU-Referendum (Theresa May Administration)

B.25 The resignation of David Cameron following the European Union Referendum of June 2016 and subsequent appointment of Theresa May as Prime Minister led to a Cabinet reshuffle and a change in the policy climate within Government. The **Autumn Statement (2016)** brought an important focus onto housing; provisions included:

- £1.4 billion of extra cash to build 40,000 affordable homes, with a relaxation of restrictions on grant funding.
- £2.3 billion Housing Infrastructure Fund to pave the way for up to 100,000 new homes to be built in areas of high demand.
- £3.15 billion of the Affordable Homes Programme will be given to London to deliver 90,000 homes.
- New regional pilots of the Right to Buy extension, allowing more than 3,000 tenants to buy their properties.
- £1.7 billion to pilot 'accelerated construction' on public sector land.
- Letting agents in the private rented sector to be banned from charging fees; and
- Confirmation that compulsory Pay to Stay will not be implemented for councils.

B.26 **The** Autumn Statement indicated a clear shift in housing policy, away from an exclusive focus on homeownership and towards boosting overall housing supply. A removal of grant-funding restrictions will allow housing associations to increase the delivery of sub-market rented housing, including affordable rented, shared ownership and rent-to-buy homes.

B.27 Many of the 'flagship' housing policies of the Cameron Administration have their legislative basis in the provisions of the Housing and Planning Act 2016 but require further secondary legislation. Their implementation has been subject to ongoing delay and seem increasingly unlikely to be carried forward in practice as originally envisaged. These schemes include the Voluntary Right to Buy, the higher asset levy (intended to fund the building of new homes) and Pay to Stay (no longer compulsory for councils).

B.28 The **Housing White Paper, Fixing our broken housing market**, was published in February 2017. The White Paper proposed a number of changes to reshape the approach to housebuilding and increase housing supply. These changes centred around the following four areas:

- Planning for the right homes in the right places, by making it simpler for local authorities to put Local Plans in place and keep them up-to-date, ensuring sufficient land is allocated to meet housing needs and building upon neighbourhood planning to ensure communities have control over development in their area. The White Paper aims to make more land

available for homes by maximising the contribution from brownfield and surplus public land, regenerating estates, releasing more small and medium sized sites, allowing rural communities to grow and making it easier to build new settlements. It reaffirms that the existing protections for the Green Belt remain unchanged and emphasises that authorities should only make exceptional amendments to Green Belt boundaries.

- Building homes faster, by increasing certainty around housing numbers, aligning new infrastructure with housing, supporting developers to build more quickly and improving transparency. White Paper proposals include amending the NPPF to give local authorities the opportunity to have their housing land supply agreed on an annual basis and fixed for a one-year period, in order to create more certainty about when an adequate land supply exists. Authorities taking advantage of this would have to provide a 10% larger buffer on their five-year land supply. In addition, the White Paper suggests changing the NPPF to introduce a housing delivery test for local authorities. If delivery falls below specified thresholds extra land would be added onto the five-year land supply as well as further thresholds which would allow the presumption in favour of sustainable development to apply automatically.
- Diversifying the market, by establishing a new Accelerated Construction Programme, supporting more Build to Rent developments, supporting housing associations to build more housing and boosting innovation. The White Paper proposes ensuring that the public sector plays its part by encouraging more building by councils and reforming the Homes and Communities Agency.
- Helping people through Help to Buy, Right to Buy, the Shared Ownership and Affordable Homes Programme (SOAHP), the new Lifetime ISA, amendments to Starter Homes requirements and the announcement of a new statutory duty on planning to meet the needs of older and disabled people.

B.29 In April 2017 some of the welfare reform provisions came into effect. This included Universal Credit claimants aged 18-21 no longer being able to claim benefits to support their housing costs unless they fit into at least one of 11 exemption categories. However, the Government also announced that they were cancelling controversial plans to cap benefit for Supported Housing tenants at the LHA rates.

B.30 During the 2016-17 Parliament there were two Acts that gained Royal Assent that have particular relevance to emerging housing policy:

- The Neighbourhood Planning Act 2017 aims to speed up the delivery of new homes by strengthening neighbourhood planning, limiting the use of pre-commencement planning conditions, use of the planning register and the reform of compulsory purchase. During its passage through Parliament, the Bill was subject to various amendments, including changes to the Local Plan process to allow the Secretary of State to intervene and invite county councils to prepare or revise Local Plans where districts have not delivered and to allow the preparation of joint Local Plans where there are cross-boundary issues between two or more local authorities. This followed the recommendations of the Local Plans Expert Group (LPEG) report of March

2016. Some of the provisions of the Act require secondary legislation. A commencement order introduced in July 2017 under the Act requires post-examination neighbourhood plans to be treated as 'material considerations' in the determination of planning applications.

- The Homelessness Reduction Act 2017 requires councils to seek to prevent homelessness by starting work with households threatened with homelessness 56 days in advance of the date on which they are expected to become homeless (28 days earlier than under the previous legislation). It also requires the provision of advisory services to specified groups including (but not limited to) people leaving prison, young people leaving care, people leaving armed forces, people leaving hospital, people with a learning disability and people receiving mental health services in the community. The Act sets out that councils must assess and develop a personalised plan during the initial presentation to the service. In addition, they must help prevent an applicant from becoming homeless and take reasonable steps to help those who are eligible for assistance to secure accommodation for at least six months (during a 56-day period before a homeless decision can be made). The Act dissolves the local connections rules apart from a duty to provide care leavers with accommodation (under the Children Act 1989) to the age of 21.

B.31 Following the snap General Election in June 2017, Theresa May's Conservative Government formed an alliance with the DUP and the Cabinet was subject to another reshuffle.

B.32 **Planning for homes in the right places** was published for consultation in September 2017, setting out the Government's proposals for a standardised approach to assessing housing need. The overall rationale is that local authorities across England currently use inconsistent methods to assess housing requirements, leading to long debates over whether Local Plans include the correct housing targets. The proposed new standardised approach to assessing housing need therefore aims to have all local authorities use the same formula to calculate their housing requirement. The standardised approach would set a minimum figure, but local authorities would be able to increase their target from this baseline, for example if they plan for employment growth and want to provide an uplift in housing provision to account for this. The consultation document proposes that the new housing need calculation method would be applied for assessing five-year housing land supply from 31st March 2018 onwards.

B.33 The **Autumn Budget 2017** (November 2017) included a range of provisions focused on housing, although these were welcomed cautiously by some who would have preferred a greater emphasis on affordability. Provisions included:

- A commitment to be providing 300,000 new homes per year by the mid-2020s.
- A total of £15.3 billion of new capital funding, guarantee and loan-based funding.
- £1 billion of extra borrowing capacity for councils in high demand areas to build new affordable homes.

- £1.5 billion of changes to Universal Credit, including scrapping the seven-day waiting period at the beginning of a claim, making a full month's advance available within five days of making a claim and allowing claimants on housing benefit to continue claiming for two weeks.
- £125 million increase over two years in Targeted Affordability Funding for LHA claimants in the private sector who are struggling to pay their rents.
- Stamp duty scrapped on the first £300,000 for first-time buyers (on properties worth up to £500,000).
- New Housing First pilots announced for West Midlands, Manchester and Liverpool.
- Power to councils to charge 100% Council Tax premium on empty properties.
- Five new garden towns; and
- A review to look at land banking, including considering compulsory purchase powers.

B.34 In December 2017 the Government announced new measures to crack down on bad practices, reduce overcrowding and improve standards in the private rented sector. The measures have been introduced under the provisions of the Housing and Planning Act 2016.

B.35 The £5 billion Housing Infrastructure Fund is a Government capital grant programme to help unlock new homes in areas with the greatest housing demand, assisting in reaching the target of building 300,000 homes a year by the mid-2020s. Funding is awarded to local authorities on a highly competitive basis. The fund is divided into 2 streams, a Marginal Viability Fund (available to all single and lower tier local authorities in England to provide a piece of infrastructure funding to get additional sites allocated or existing sites unblocked quickly with buds of up to £10 million) and a Forward Fund (available to the uppermost tier of local authorities in England for a small number of strategic and high-impact infrastructure projects with bids of up to £250 million). On 1st February 2018, the Minister for Housing, Communities and Local Government Sajid Javid and Chancellor Philip Hammond announced that 133 council-led projects across the country will receive £866 million investment in local housing projects, the first wave of funding from the £5 billion Housing Infrastructure Fund. The finances will support vital infrastructure such as roads, schools and bridges. On 18th February 2018, Housing Minister Dominic Raab announced a £45 million cash injection into 79 key community projects across 41 local authorities to councils to combat barriers that would otherwise make land unusable for development. This will support building up to 7,280 homes on council-owned land.

B.36 In March 2018 the Ministry of Housing, Communities and Local Government (MHCLG) published a **Draft Revised National Planning Policy Framework** (Draft Revised NPPF) for consultation. Alongside this the Government also published **Draft Planning Practice Guidance** (Draft PPG) on the following topics: Viability, Housing Delivery, Local Housing Need Assessment, Neighbourhood Plans, Plan-making and Build to rent. Drafts are now adopted and are revised frequently by the Government.

B.37 **PPG: Housing Delivery** requires that authorities demonstrate a five-year land supply of specific deliverable sites to meet their housing requirements. The five-year land supply should be reviewed each year in an annual position statement. Areas which have or are producing joint plans will have the option to monitor land supply and the Housing Delivery Test over the joint planning area or on a single-authority basis. Draft PPG sets out that where delivery is under 85% of the identified housing requirement, the buffer will be increased to 20% with immediate effect from the publication of Housing Delivery Test results.

B.38 **PPG: Local Housing Need Assessment** sets out the expectation that strategic plan-making authorities will follow the standard approach for assessing local housing need, unless there are exceptional circumstances that justify an alternative. This approach is set out in three steps: setting the baseline using household projections; an adjustment to take account of market signals (particularly affordability); and the application of a cap on the level of increase required. The guidance states that the need figure generated by the standard method should be considered as the 'minimum starting point' in establishing a need figure for the purposes of plan production.

B.39 The **Revised National Planning Policy Framework (NPPF)** was published in July 2018 and updated in February 2019. It introduces a housing delivery test for local authorities, which will measure the number of homes created against local housing need. The Revised NPPF 2018/9 also introduces a new standardised method of calculating housing need; this approach uses the Government's household growth projections and applies an affordability ratio to the figures, comparing local house prices with workplace earnings to produce a need figure. The Government has said that it will consider adjusting the methodology in order to ensure it meets the target of delivering 300,000 new homes per year by the mid-2020s. The presumption in favour of sustainable development includes a requirement that strategic policies should, as a minimum, provide for objectively assessed needs for housing.

B.40 **The Housing Delivery Test Measurement Rule Book** was also published in July 2018. This sets out the methodology for calculating the Housing Delivery Test (HDL) measurement. The HDL is the annual measurement of housing delivery performance, to commence in November 2018.

B.41 In October 2018 the Government announced the "geographical targeting" of five Homes England programmes to direct 80% of their funding to high affordability areas as defined by house prices to household income ratios. These funding streams which are targeted at land assembly, infrastructure, estate regeneration and short-term housebuilding will spatially focus £9.740bn of public sector investment across England in the period up to 2024. This announcement followed an earlier statement in June by the Ministry of Housing Communities and Local Government (MCLG) which stated that newly available grant for approximately 12,500 social rented housing outside of London should be targeted at local authority areas which exhibited high affordability issues when measuring the gap between market and social rents across England

B.42 An important context to the debate about the spatial targeting of housing resources is the development of the National Productivity Investment Fund. This lists five housing funds:

- Accelerated Construction Fund

- Affordable Housing
- Housing Infrastructure Fund.
- Small Sites infrastructure Fund
- Land Assembly Fund

B.43 Collectively these funds account for £12.185bn of Investment over the period 2017-18 to 2023-24. The spatial targeting of Social Housing Grant announced by MHCLG was based on a simple formula which compared average social housing rents with average private sector rents with eligibility being restricted to those areas where there was a difference of £50 per week or more between the two tenures. The decision made by MHCLG to target resources on the basis of house prices, rents and incomes produces very different outcomes compared to targeting on the basis of measurements of need.

Technical Appendix C: Housing need calculations

Introduction

C.1 The purpose of this section is to set out the affordable housing need calculations for Barnsley Metropolitan Borough Council using the framework for analysis established in the PPG 2019.

C.2 All households whose needs are not met by the market can be considered (to be) in affordable housing need (source: PPG 2019 Paragraph: 018 Reference ID: 2a-018-20190220). PPG 2019 then considers how affordable housing need should be calculated:

‘Strategic policy-makers will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market. This should involve working with colleagues in their relevant authority (e.g. housing, health and social care departments).’ (source: PPG 2019 Paragraph: 019 Reference ID: 2a-019-20190220)

C.3 The 2019 household survey together with council data provide an appropriate source of data from which a robust assessment of need can be calculated.

C.4 Affordable housing need analysis and modelling has been prepared in accordance with PPG guidance at the borough and sub-area level. In summary, the model reviews in a stepwise process:

Stage 1: Current housing need (gross backlog)

Stage 2: Newly arising need

Stage 3: Likely future affordable housing supply

Stage 4: Total and annual need for affordable housing

C.5 Table C1 provides an overall summary of needs analysis and a description of each stage of the model is then discussed in detail in this Appendix. Table C2 provides analysis at sub-area level.

Table C1 Affordable housing need calculation for Barnsley Metropolitan Borough			
		Calculation	Total
Step	Stage and Step description	Total households	109,459
Stage1: CURRENT NEED			
1.1	Total existing households in need	**Total**	**12,797**
1.2	**In need who cannot afford open market (buying or renting)**	**(%)**	**66.4**
1.2a	**In need who cannot afford open market (buying or renting)**	**number**	**8,494**
Stage 2: FUTURE NEED			
2.1	New household formation (Gross per year)	Based on a blend rate	**1,383**
2.2	% of new households requiring affordable housing	% based on actual affordability of households forming	**60.2**
2.2a	Number of new households requiring affordable housing	Number cannot afford	**832**
2.3	Existing households falling into need	Annual requirement	**406**
2.4	**TOTAL newly arising housing need (gross each year)**	**2.2a + 2.3**	**1,238**
Stage 3: AFFORDABLE HOUSING SUPPLY			
3.1	Affordable dwellings occupied by households in need	Based on 1.1	**3,978**
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	**0**
3.3	Committed supply of new affordable units	Annual average	**206**
3.4	Units to be taken out of management	Annual average	**28**
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	**4,156**
3.6	Annual supply of social re-lets (net)	Annual supply (3-year average)	**1,482**
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual supply (3-year average)	**0**
3.8	**Annual supply of affordable housing**	**3.6+3.7**	**1,482**
Stage 4: ESTIMATE OF ANNUAL HOUSING NEED			
4.1	Total backlog need	1.2a-3.5	**4,338**
4.2	Quota to reduce over plan period	Annual reduction	**10%**
4.3	Annual backlog reduction	Annual requirement	**434**
4.4	Newly arising need	2.4	**1,238**
4.5	Total annual affordable need (gross need)	4.3+4.4	**1,672**
4.6	Annual affordable capacity	3.8	**1,482**
4.7	**NET ANNUAL SHORTFALL (4.5-4.6)**	**NET**	**190**

Source: 2020 Household survey, RP Core Lettings and Sales data

Table C2 Affordable housing need calculation for Barnsley by sub-area

Step	Stage and Step description	Total households>>>	10,828	10,263	20,049	17,413	6,692	10,446	6,879	26,889	109,459
Step	Stage and Step description	Sub Area	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	BARNSLEY TOTAL
	Stage1: CURRENT NEED										
1.1	Total in need		1,556	819	3,768	1,950	800	891	644	2,371	12,797
1.2	% in need who cannot afford open market (buying or renting		40.5	62.6	83.0	74.1	76.8	62.3	25.7	60.8	66.4
1.2a	TOTAL in need and cannot afford open market (buying or renting)	**Total**	630	513	3,128	1,446	614	555	166	1,442	8,494
	Stage 2: FUTURE NEED										
2.1	New household formation (Gross per year)	Based on blended rate	91	148	207	238	91	140	60	410	1,383
2.2	Number of new households requiring affordable housing	(%)	79.0	80.3	75.0	55.8	94.6	52.3	64.7	38.1	60.2
2.2a	Number of new households requiring affordable housing	Number	72	119	155	133	86	73	39	156	832
2.3	Existing households falling into need	Annual requirement	100	0	246	0	23	24	13	0	406
2.4	**Total newly-arising housing need (gross each year)**	2.2a + 2.3	172	119	401	133	109	97	51	156	1238
	Stage 3: AFFORDABLE HOUSING SUPPLY										
3.1	Affordable dwellings occupied by households in need	(based on 1.1)	194	207	1,241	866	163	0	29	1,278	3,978
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	0	0	0	0	0	0	0	0	0
3.3	Committed supply of new affordable units	Total	30	28	47	41	13	15	5	29	206
3.4	Units to be taken out of management	Annual	3	3	5	4	2	3	2	7	28
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	221	233	1283	902	174	12	32	1300	4,156
3.6	Annual supply of social re-lets (net)	Annual Supply (3 year average)	147	139	271	236	91	141	93	364	1,482
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply (3 year average)	0	0	0	0	0	0	0	0	0
3.8	Annual supply of affordable housing	3.6+3.7	147	139	271	236	91	141	93	364	1,482
	Stage 4: ESTIMATE OF ANNUAL HOUSING NEED										
4.1	Total backlog need	1.2a-3.5	409	280	1845	544	440	543	134	142	4,338
4.2	Quota to reduce over plan period	Annual reduction	10%	10%	10%	10%	10%	10%	10%	10%	10%
4.3	Annual backlog reduction	Annual requirement	41	28	184	54	44	54	13	14	434
4.4	Newly-arising need	2.4	172	119	401	133	109	97	51	156	1238
4.5	Total annual affordable need	4.3+4.4	213	147	586	187	153	152	65	170	1672
4.6	Annual affordable capacity	3.8	147	139	271	236	91	141	93	364	1,482
4.7	**Net annual imbalance**	**4.5-4.6 NET**	**66**	**8**	**315**	**-49**	**62**	**11**	**-28**	**-194**	**190**

Source: 2019 household survey, RP CORE lettings and sales data. Note: When reviewing need at the sub-area level, it is important to recognise there is a gross shortfall across all sub-areas. The net shortfall is variable and based on available data on lettings and newbuild activity which can vary on an annual basis. Therefore, any negative net need figures should not be interpreted as there being no need in those areas.

Stage 1: Current households in affordable housing need

C.6 PPG 2019 (Paragraph: 020 Reference ID: 2a-021-20190220) states that 'strategic policy-making authorities can establish the unmet (gross) need for affordable housing by assessing past trends and current estimates of:

- the number of homeless households.
- the number of those in priority need who are currently housed in temporary accommodation.
- the number of households in over-crowded housing.
- the number of concealed households.
- the number of existing affordable housing tenants in need (i.e. householders currently housed in unsuitable dwellings); and
- the number of households from other tenures in need and those that cannot afford their own homes, either to rent or to own if that is their aspiration.'

C.7 PPG 2019 notes that care should be taken to avoid double-counting and to only include those households who cannot afford to access suitable housing in the market.

C.8 Using evidence from the 2020 household survey, a total of 12,797 households are identified to be in housing need representing 11.7% of all households across the Metropolitan Borough (arc^4 would expect between 5 and 10% of households in need based on our other studies).

Homeless households and households in temporary accommodation

C.9 Table C3 considers trends in decisions and acceptances of homeless households and indicates that an annual average of 27 households have been accepted as homeless over the period 2010/11 to 2017/18.

Table C3 Homeless decisions and acceptances 2010/11 to 2017/18

Year	Decisions made	Accepted as homeless
2010/11	405	56
2011/12	296	38
2012/13	243	23
2013/14	242	14
2014/15	337	13
2015/16	169	14
2016/17	118	15
2017/18	124	41
Total	1,934	214
Annual Average	242	27

Source: MHCLG Homelessness Statistics

C.10 The 2020 household survey identifies a total of **843** households who are either homeless or living in temporary accommodation.

Overcrowding and concealed households

C.11 The extent to which households are overcrowded is measured using the 'bedroom standard'. This allocates a standard number of bedrooms to each household in accordance with its age/sex/marital status composition. A separate bedroom is allocated to each married couple, any other person aged 21 or over, each pair of adolescents aged 10-20 of the same sex and each pair of children under 10. Any unpaired person aged 10-20 is paired if possible, with a child under 10 of the same sex, or, if that is not possible, is given a separate bedroom, as is any unpaired child under 10. This standard is then compared with the actual number of bedrooms (including bedsits) available for the sole use of the household.

C.12 The 2020 household survey identifies a total of **3,008** households living in overcrowded conditions (2.7% of all households).

Existing affordable tenants in need

C.13 The 2020 household survey identified a total of **3,978** affordable tenants in housing need.

Households in other tenures in need

C.14 The 2019 household survey identified a total of **4,968** other households in need.

Summary of existing households in need

C.15 Table C4 provides a summary of the number of existing households in need and after taking into account households with more than one need, the final figure of 12,797 is established. Note that the components of need do not sum to 12,797 because a household may have more than one need.

Table C4 Reason for housing need

Reason for need	Total in need
Homeless household / in temporary accommodation	843
Overcrowded/concealed	3,008
Existing affordable tenants in need	3,978
Other tenures in need	11,463
All households in need	12,797

Source: 2019 household survey

C.16 Step 1.2 then considers the extent to which households can afford open market prices or rents, tested against lower quartile prices at sub-area level (Table C5). This analysis has been based on lower quartile prices for 2019 derived from Land Registry address-level data and private sector rents from lettings reported by Zoopla during 2019.

C.17 This analysis demonstrates that across the metropolitan borough 66.4% of existing households in need could not afford open market prices or rents (8,494 households).

Table C5 Lower quartile house prices and private rent levels by sub area (2019 data)

Sub Area	Lower quartile price (£)	Lower quartile private rent (£ each month)
Bolton, Goldthorpe and Thurnscoe	64,000	399
Darton and Barugh	122,000	433
Hoyland, Wombwell and Darfield	85,000	399
North Barnsley and Royston	85,000	394
Penistone and Dodworth	131,000	494
Rural East	88,000	399
Rural West	172,500	576
South Barnsley and Worsbrough	75,000	394
Barnsley Total	**85,000**	**399**

Source: Data produced by Land Registry © Crown copyright 2019, Zoopla 2019

Stage 2: Newly arising affordable need

C.18 The 2019 PPG considers how the number of newly-arising households likely to need affordable housing: 'Projections of affordable housing need will have to reflect new household formation, the proportion of newly forming households unable to buy or rent in the market area, and an estimation of the number of existing households falling into need. This process will need to identify the minimum household income required to access lower quartile (entry level) market housing (strategic policy-making authorities can use current cost in this process but may wish to factor in anticipated changes in house prices and wages). It can then assess what proportion of newly-forming households will be unable to access market housing.' (source: Paragraph: 021 Reference ID: 2a-021-20190220)

New household formation (gross per year)

C.19 An overall view on household formation can be derived from national estimates and household survey data. The national household formation rate reported in the English Housing Survey is currently 1.48% based on the latest three-year average national rate reported in the English Housing Survey over the period 2015/16 to 2017/18. Applying this to the borough population results in a gross formation rate of **1,620**.

C.20 The household survey indicated that an average of **958** households have actually formed in the past 5 years but **1,572** expect to form in the next five years.

C.21 The overall average of these three figures results in an annual formation rate of **1,383** which is used in the analysis.

C.22 Household survey income data was analysed to identify the proportion of newly forming households who could afford lower quartile house prices and/or rents. Overall, 60.2% could not afford open market prices or rents (**832** each year).

Existing households expected to fall into need

C.23 The household survey identified an annual need of **406** households who are likely to fall into need. This is based on the number of households who want to move into social renting from private tenures because they are in need based on survey evidence.

Total newly arising housing need (gross per year)

C.24 Total newly arising need is calculated to be **1,238** households each year across the metropolitan borough.

Stage 3: Affordable housing supply

C.25 The 2019 PPG states how the current stock of affordable housing supply should be calculated:

- the number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in need;
- suitable surplus stock (vacant properties); and
- the committed supply of new net affordable homes at the point of the assessment (number and size) (source: Paragraph: 022 Reference ID: 2a-022-20190220).

C.26 Total affordable housing stock available = Dwellings currently occupied by households in need + surplus stock + committed additional housing stock – units to be taken out of management.

Step 3.1 Affordable dwellings occupied by households in need

C.27 This is an important consideration in establishing the net levels of housing need as the movement of these households within affordable housing will have a nil effect in terms of housing need.

C.28 A total of **3,978** households are current occupiers of affordable housing in need. Although the movement of these households within affordable housing will have a nil effect in terms of housing need (i.e. they already live in affordable housing), the model assumes that these households will move in the next 5 years to address their housing need.

Step 3.2 Surplus stock

C.29 A proportion of vacant properties are needed to allow households to move within housing stock. Across the social rented sector, this proportion is generally recognised as being 2%. Stock above this proportion is usually assumed to be surplus stock. Modelling assumes no surplus social rented stock across the metropolitan borough.

Step 3.3 Committed supply of new affordable units

C.30 Using council data as an as an indication for future supply, it is assumed there is a committed supply of **206** affordable dwellings. This is based on an average of 20% of the total residential supply being affordable.

Step 3.4 Units to be taken out of management

C.31 The evidence shows the average annual number of units to be taken out of management in the metropolitan borough is 28.

Step 3.5 Total affordable housing stock available

C.32 There are **3,978** social (affordable) dwellings available arising from households currently living in affordable housing and assumes they will move to address their housing need in the future. New Affordable units is estimated to be **206** annually, however there is also a small number of units to be taken out of management (**28**). This results in a total of **4,156** units of affordable housing stock being available.

Step 3.6 Annual supply of social re-lets

C.33 Over the three period 2015/16 to 2017/18 there were a total of 4,446 lettings made across the metropolitan borough, with an annual average of **1,482** affordable dwellings let.

Step 3.7 Annual supply of intermediate re-lets/sales

C.34 There was no data recorded for intermediate tenure lettings across the metropolitan borough.

Summary of Stage 3

C.35 Overall, the model assumes a stock of **4,184** affordable dwellings coming available from either existing household's moving or new build. In addition, the model assumes there is an annual affordable supply through general lettings of **1,482** dwellings.

Stage 4: Estimate of total annual need for affordable housing

Overview

C.36 Analysis has carefully considered how housing need is arising within the metropolitan borough by identifying existing households in need (and who cannot afford market solutions), newly forming households in need and existing households likely to fall into need in line with PPG.

C.37 This has been reconciled with the overall supply of affordable dwellings. Based on the affordable needs framework model, analysis suggests that **there is an overall annual net imbalance of 190 dwellings each year**.

C.38 Stage 4 brings together the individual components of the needs assessment to establish the total net annual shortfall.

Step 4.1 Total backlog need

C.39 Step 4.1 is the total backlog need which is derived from the number of households in Step 1.3 minus total affordable housing stock available (Step 3.5). The total backlog need is **4,338**.

Steps 4.2 to 4.6

C.40 Step 4.2 is a quota to reduce the total backlog need which is assumed to be 10% in this case.

C.41 Step 4.3 is the annual backlog reduction based on Step 4.2 (**434** each year). Due to the relatively low level of affordable supply it is assumed the backlog would need to be cleared over 10 years and not 5 as in the standard CLG recommended model.

C.42 Step 4.4 is a summary of newly arising need from both newly forming households and existing households falling into need (**1,238** each year).

C.43 Step 4.5 is the total annual affordable need based on Steps 4.3 and 4.4 (**1,672** each year) (this is also the gross need).

C.44 Step 4.6 is the annual social/affordable rented and intermediate tenure capacity based on Step 3.7 (**1,482** each year).

Total gross and net imbalance

C.45 The overall gross imbalance across Barnsley Metropolitan Borough is **1,672** affordable dwellings each year. After taking into account supply of affordable accommodation, the net imbalance is **190** each year. This justifies a continued need for a robust affordable housing policy.

Relationship between current housing stock and current and future needs

C.46 The 2019 PPG states that 'Strategic policy-making authorities will need to look at the current stock of different sizes and assess whether these match current and future needs' (source: 2019 PPG Paragraph 023 Reference ID: 2a-023030190220). The analysis of affordable housing need therefore includes a review of the dwelling sizes of new affordable units.

C.47 Table C6 breaks down the overall gross need for **1,672** affordable dwellings by size (number of bedrooms) each year. Table C7 calculates the need as a percentage and summarises the gross and net shortfalls by sub-area.

Table C6 Gross annual imbalance of affordable dwellings by sub area and number of bedrooms

Number of bedrooms	Sub area								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	BARNSLEY TOTAL
One	2	96	25	15	13	14	5	17	188
Two	26	29	300	70	133	127	27	126	837
Three	185	22	261	90	5	10	1	25	600
Four	0	0	0	12	2	0	10	2	26
Five or more	0	0	0	0	0	0	21	0	21
Total	213	147	586	187	153	152	65	170	1,672

Source: 2020 household survey; table may have minor rounding error

Table C7 Gross shortfall by dwelling type/number of bedrooms and overall net shortfall

Number of bedrooms	Sub area								
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	BARNSLEY TOTAL
One	0.7	65.5	4.3	8.2	8.7	9.5	8.2	9.9	11.2
Two	12.2	19.5	51.2	37.2	87.2	83.6	41.3	74.2	50.1
Three	87.1	15.0	44.6	48.0	3.1	6.9	1.9	14.9	35.9
Four	0.0	0.0	0.0	6.5	1.0	0.0	15.8	0.9	1.5
Five or more	0.0	0.0	0.0	0.0	0.0	0.0	32.9	0.0	1.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Gross Need	213	147	586	187	153	152	65	170	1,672
Net Need	66	8	314	-48	62	10	-29	-194	190

Source: 2020 household survey table may have minor rounding errors

Note: Rural West shows a higher level of annual affordable capacity based on the modelling carried out. Further analysis indicates that the supply is lower and there are shortfalls of need within the sub-area

C.48 Table C8 compares the current supply of affordable housing with the gross imbalance and indicates that there is a particular shortfall of 2 and 3-bedroom affordable dwellings. 5-bedroom stock also suggest a shortfall albeit less than the 2 and 3-bedroom dwellings. 1-bedroom dwellings show a surplus when compared with actual need.

C.49 The largest proportion of the current affordable stock of 2-bedroom dwellings, yet the level of need is a greater by 9.9%. The proportion of 1-bedroom dwellings in the stock is some 9.3% greater than the need for them. Sub areas with the greatest concentrations of 1-bedroom dwellings are Bolton, Goldthorpe and Thurnscoe, South Barnsley and Worsbrough. This data is presented as it is a requirement of PPG, but it may not reflect the levels of re-let supply generated by the stock. Comparison of findings in tables C6 and C7 and C8 would suggest that the 1-bedroom stock is generating significantly less supply than the 2-bedroom stock when number of vacancies annually are compared to size of the current stock. supply rates have been calculated by dividing the annual supply by the total amount of stock. The supply is deduced from tables C6 and C7. The supply rate, sometimes called churn, of 1-bedroom affordable dwellings across Barnsley is 20% and for 2-bedroom dwellings it is 43%.

Table C8	Comparison between current supply and annual gross need			
Number of bedrooms	Current supply	%	Annual gross imbalance need %	Variance
1-bedroom	834	22.7	13.4	9.3
2-bedroom	1,723	47.0	56.8	-9.9
3-bedroom	1,011	27.6	27.8	-0.2
4-bedroom	98	2.7	1.5	1.2
5-bedroom	3	0.1	0.5	-0.4
Total	3,669	100.0		

Source (current supply): Regulator of Social Housing Statistical Data Return 2019

Dwelling type and size

C.50 Table C9 shows the type and size requirements of affordable housing based on the annual gross imbalance. This analysis is based on what existing households in need expect to move to along with the type/size of dwelling newly forming households moved to. This would suggest an overall dwelling mix of 68.6% houses, 17.6% flats and 13.8% bungalows. This analysis also feeds into the overall market mix analysis of the SHMA.

Table C9 Affordable dwelling size and type

Dwelling type/size	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	BARNSLEY TOTAL
1- and 2-bedroom house	0.0	30.4	16.6	23.0	72.9	20.9	50.1	71.1	38.3
3- bedroom house	90.2	12.8	54.3	48.0	2.9	0.0	0.0	14.7	29.5
4- or more-bedroom house	0.0	0.0	0.0	0.0	0.0	0.0	46.8	0.0	0.8
1-bedroom flat	0.0	41.9	0.0	0.0	4.0	0.0	3.1	9.0	7.6
2 and 3-bedroom flat	0.0	1.4	12.7	0.0	13.6	43.3	0.0	1.5	10.0
1- or 2-bedroom bungalow	9.8	9.2	14.3	29.0	6.0	18.7	0.0	3.7	11.4
3 or more-bedroom bungalow	0.0	4.4	2.1	0.0	0.5	17.1	0.0	0.0	2.5
Other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: 2020 household survey

Tenure split

C.51 The NPPF states that 10% of dwellings on larger sites should be made available for affordable home ownership. The Barnsley Local Plan policy requirements varies by sub-area from 10% to 30%. The SPD Affordable Housing (May 2019) currently sets an affordable housing tenure split between affordable homes for rent and home ownership. The percentage allocated for affordable homes to rent varies between 67% and 80% according to sub-area.

C.52 In order to inform a review of these figures, the SHMA uses primary data from the household survey to consider an appropriate affordable housing tenure split, the analysis considers the expressed tenure preferences of existing households in need and newly forming households and the relative affordability of alternative tenure options.

C.53 Table C10 sets out the tenure split based on the tenure preferences of existing and newly forming households. Whilst some sub-areas show more of an imbalance in tenures, the average overall is 62.1% affordable and 37.9% intermediate. Therefore, an appropriate tenure split for Barnsley MBC would be 60% social/affordable rented and 40% intermediate tenure.

Table C10 Tenure split by sub area

Settlement	Tenure preferences			SPD split	
	Affordable/ social rented	Intermediate tenure	Total	Affordable/ social rented	Intermediate tenure
Bolton, Goldthorpe and Thurnscoe	48.0	52.0	100.0	80%	20%
Darton and Barugh	72.3	27.7	100.0	50%	50%
Hoyland, Wombwell and Darfield	65.8	34.2	100.0	80%	20%
North Barnsley and Royston	87.2	12.8	100.0	80%	20%
Penistone and Dodworth	91.8	8.2	100.0	67%	33%
Rural East	35.8	64.2	100.0	80%	20%
Rural West	20.7	79.3	100.0	67%	33%
South Barnsley and Worsbrough	63.5	36.5	100.0	80%	20%
Barnsley Total	**62.1**	**37.9**	**100.0**		

Source: 2020 household survey, SPD Affordable Housing (May 2019)

C.54 When the data is split into existing household and newly forming household's preference, the results shows slightly different results. Overall the tenure split amongst existing households is 73.3% affordable and 26.7% intermediate, this is closest to the 80% affordable and 20% intermediate tenue split outlined for the majority of the borough's sub-areas in the SPD Affordable Housing. For newly forming households the split is 58.2% affordable and 41.8% intermediate.

C.55 Further tests of affordability (Tables C11 and C12) confirms a range of affordable and intermediate tenure options are affordable to both existing and newly forming households.

Table C11 Intermediate tenure options

Intermediate product	Barnsley MBC price*	% existing households can afford	% newly forming households can afford
Discounted home ownership	£96,958	17.2	15.4
Help to buy	£89,250	19.7	22.1
50% Shared ownership	£57,375	20.0	22.5
25% Shared ownership	£30,281	28.0	32.2

Source: 2020 household survey – *prices based on mortgage required/rent payments minus 10% deposit

Table C12 Affordable tenure options

Affordable Product	Income Required	% existing households can afford	% newly forming households can afford
Social rent	£15,303	48.6	64.8
Affordable rent	£15,154	48.9	65.5

Source: 2020 household survey

Technical Appendix D: Dwelling type and mix modelling

Introduction

D.1 This technical appendix describes the method used by arc[4] to establish future dwelling type and size mix across the borough. It presents the baseline data used as a starting point for the analysis and how data are interpreted to establish a reasonable view on dwelling type and mix.

Starting points

D.2 There are four main data sources which underpin the analysis:

- household projections.
- dwelling stock information.
- data identifying the relationships between households and dwellings derived from the 2020 household survey: and
- data derived from affordable housing need analysis

Household projections

D.3 These are used to establish the number of households by Household Reference Person (HRP) and household type using the 2014-based data, and how this is expected to change over the Local Plan period 2019 to 2033.

D.4 The change in the number of households over this period can be established and, assuming that the dwelling needs of these households do not change significantly over the plan period, the potential impact on type and number of bedrooms of future dwellings can be determined.

Dwelling stock

D.5 The latest Valuation Office Agency (VOA) data provides a summary of dwelling type (house, flat, bungalow) and size (number of bedrooms) as at September 2019.

Relationship between households and dwellings

D.6 The relationship between the age of Household Reference Person, household type and dwellings occupied by type and size can be derived from the 2020 household survey.

D.7 The data available is summarised in Table D.1 For each age group, the proportion of Household Reference Persons (HRPs) by household type living in different type/size and size of dwelling has been estimated.

D.8 The 2020 household survey also provides data on household aspirations and what households would expect to move to. This data can also be broken down by HRP age group and household type.

D.9 By combining this range of data, it is possible to model the likely change in dwelling type/size requirements with reference to:

- the current relationship between HRP/household type and dwelling type/size and this remains constant over the plan period (demographic baseline).
- household aspirations by HRP/household type (aspirations); and
- what households would expect by HRP/household type (expect).

Table D1 Age groups, household type and dwelling types used

Age group of Household Reference Person	Household type	Dwelling type	Dwelling size
15 to 24	One-person household	1-bedroom house	1-bedroom
25 to 34	Couple only household	2-bedroom house	2-bedrooms
35 to 44	Household with 1 or 2-child(ren)	3-bedroom house	3-bedrooms
45 to 59	Households with 3-children	4 or more-bedroom house	4 or more-bedrooms
60 to 84	Other multi-person household	1-bedroom flat	All
85+	All	2-bedroom flat	
All		3 or more-bedroom flat	
		1 or 2-bedroom bungalow	
		3 or more-bedroom bungalow	
		All	

Source: Household survey 2019

Applying the data at the Barnsley MBC level

D.10 Applying the data at the Barnsley MBC level is done in a systematic way. Firstly, the change in the number of households by age group and household type is established from household projections. Assuming that the dwelling needs of these households do not change over the plan period, the overall impact on type/size of dwellings can be determined.

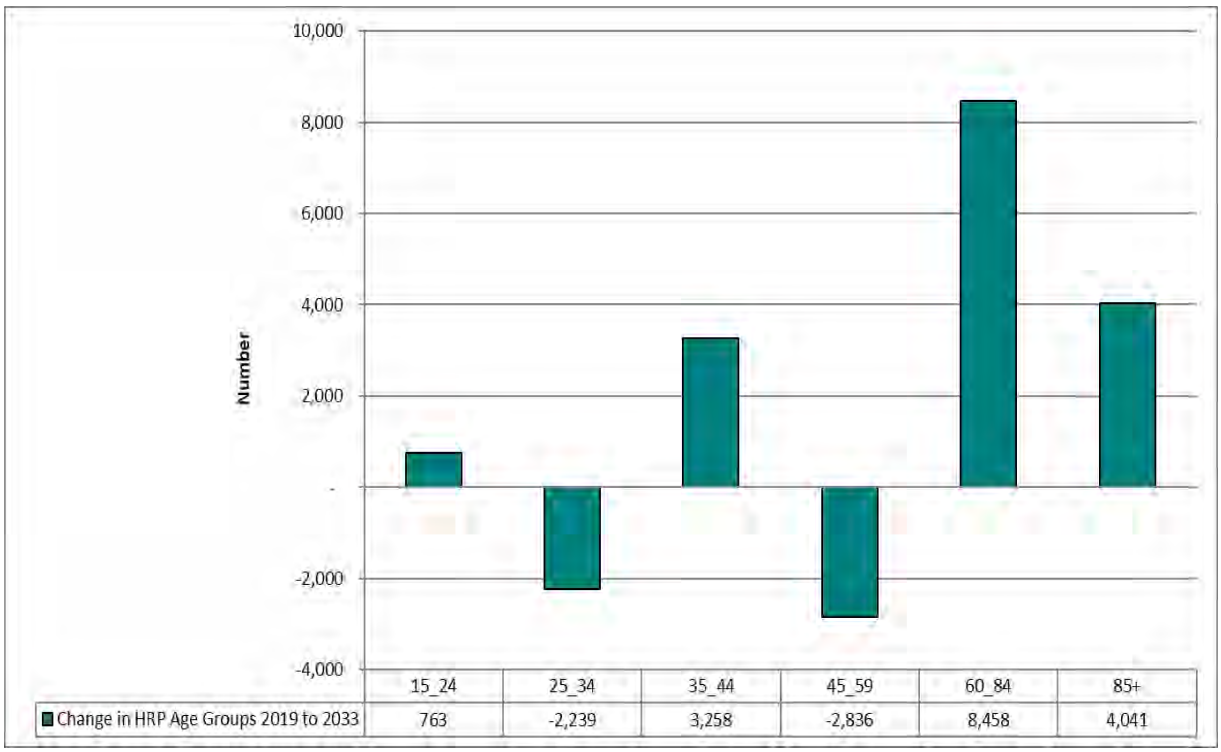
D.11 This is further explained by a worked, hypothetical example.

- In 2019, 66.6% of couples (2,318) with an HRP aged 25-34 lived in a two-bedroom house and there was a total of 3,478 households in this age and HRP cohort. By 2033, the number of households in this cohort is expected to increase slightly to 3,539 and assuming that 66.6% live in a two-bedroom house, there will be 2,357 living in two-bedroom houses. There will be a net increase in need by 39 from this particular cohort for two-bedroom houses.
- In contrast, the number of couples aged 60-84 is expected to increase from 13,238 in 2019 to 18,467 in 2033. In 2019, 14.7% (1,927) lived in two-bedroom houses and this would increase to 2,715 in 2033. There would be a net increase in need of 788 from this particular cohort for two-bedroom dwellings.

D.12 Tables D2A and D2B present the baseline demographic data for Barnsley. The total number of households is expected to increase by around 11,445 (+10.5%)

over the plan period 2019-2033 using 2014-based MHCLG household projections. Growth is expected in four out of the six age cohorts and the largest growth will be in the number of households where the HRP is aged between 60 and 84 years (an increase of 8,458). Figure D1 illustrates how the number of households by HRP age is expected to change over the plan period 2019-2033.

Figure D1 Change in HRP age groups 2019-2033



Source: 2014-based MHCLG household projections

Table D2A Change in number of households by age group 2019 2033				
Age group	Household (HH) Type	Year 2019	Year 2033	Change in households 2019 2033
15-24	One person	864	1,008	144
	Couple only	787	988	201
	Household with 1 or 2-children	1,751	2,101	350
	Household with 3-children	156	232	76
	Other multi-person household	246	238	-8
	Total	**3,804**	**4,567**	**763**
25-34	One person	3,218	3,160	-58
	Couple only	3,070	2,844	-226
	Household with 1 or 2-children	5,935	4,390	-1,545
	Household with 3-children	1,389	1,102	-287
	Other multi-person household	435	312	-123
	Total	**14,047**	**11,808**	**-2,239**
35-44	One person	3,445	4,833	1,388
	Couple only	1,937	2,414	477
	Household with 1 or 2-children	9,114	10,368	1,254
	Household with 3-children	1,687	1,903	216
	Other multi-person household	812	735	-77
	Total	**16,995**	**20,253**	**3,258**
45-59	One person	7,771	7,771	0
	Couple only	7,304	4,779	-2,525
	Household with 1 or 2-children	9,417	10,406	989
	Household with 3-children	674	715	41
	Other multi-person household	6,610	5,269	-1,341
	Total	**31,776**	**28,940**	**-2,836**
60-84	One person	14,470	16,238	1,768
	Couple only	17,283	22,405	5,122
	Household with 1 or 2-children	861	1,487	626
	Household with 3-children	34	48	14
	Other multi-person household	4,805	5,733	928
	Total	**37,453**	**45,911**	**8,458**
85+	One person	3,091	5,390	2,299
	Couple only	837	1,760	923
	Household with 1 or 2-children	48	143	95
	Household with 3-children	0	0	0
	Other multi-person household	556	1,280	724
	Total	**4,532**	**8,573**	**4,041**

Continued overleaf/...

Table D2B Change in number of households 2019 2033				
Age group	Household Type	Year 2019	Year 2033	Change in households 2019 2033
ALL	One person	32,858	38,401	5,543
	Couple only	31,218	35,191	3,973
	Household with 1 or 2-children	27,125	28,896	1,771
	Household with 3-children	3,938	4,000	62
	Other multi-person household	13,465	13,568	103
	Total	**108,607**	**120,052**	**11,445**

Source: MHCLG 2014-based household projections (subject to rounding)

D.13 Table D3 summarises the change in the number of households by age group.

Table D3 Change in number of households by age group 2019 2033							
Year and Household Type	Household Reference Person Age Group						
2019	15_24	25_34	35_44	45_59	60_84	85+	Total
One person	864	3218	3445	7771	14470	3091	32859
Couple only	787	3,070	1,937	7304	17283	837	31,218
Household with 1 or 2-child(ren)	1,751	5,935	9,114	9417	861	48	27,126
Household with 3-children	156	1,389	1,687	674	34	0	3,940
Other multi-person household	246	435	812	6610	4805	556	13,464
Total	3,804	14,047	16,995	31776	37453	4,532	108,607
2033	15_24	25_34	35_44	45_59	60_84	85+	Total
One person	1,008	3,160	4,833	7,771	16,238	5,390	38,400
Couple only	988	2,844	2,414	4,779	22,405	1,760	35,190
Household with 1 or 2-child(ren)	2,101	4,390	10,368	10,406	1,487	143	28,895
Household with 3-children	232	1,102	1,903	715	48	-	4,000
Other multi-person household	238	312	735	5,269	5,733	1,280	13,567
Total	4,567	11,808	20,253	28,940	45,911	8,573	120,052
Change 2019 2033	15_24	25_34	35_44	45_59	60_84	85+	Total
One person	144	-58	1,388	-	1,768	2,299	5,541
Couple only	201	-226	477	-2,525	5,122	923	3,972
Household with 1 or 2-child(ren)	350	-1,545	1,254	989	626	95	1,769
Household with 3-children	76	-287	216	41	14	-	60
Other multi-person household	-8	-123	-77	-1,341	928	724	103
Total	763	-2,239	3,258	-2,836	8,458	4,041	11,445

Source: MHCLG 2014-based household projections (subject to rounding)

D.14 Table D4 applies household survey data on dwelling occupancy to the demographic trends across the borough over the period 2019-2033. The two right hand columns indicate the likely change in demand for dwelling types and sizes and how this translates to an overall percentage change in dwelling requirement. The majority of need will be for 3-bedroom (41.7%) followed by 2-bedroom

(38.5%), 1 -bedroom (11.7%) and 4 or more-bedroom dwellings (8.0%). Regarding dwelling type, analysis suggests a broad split of 52.8% houses, 40.4% bungalows (or level-access accommodation), 6.4% flats and 0.4% other.

Table D4 Impact of change in households by age group on dwellings occupied								
	Age group of Household Reference Person							%
Dwelling type/size	15 24	25 34	35 44	45 59	60 84	85+	Total	change
1-bedroom house	0	0	10	-6	0	0	4	0.0
2-bedroom house	519	-699	831	-513	1,193	420	1,751	15.3
3-bedroom house	55	-983	1,466	-1,327	3,316	845	3,371	29.5
4 or more-bedroom house	0	-199	730	-635	964	57	916	8.0
1-bedroom flat	57	-16	0	-68	389	85	447	3.9
2-bedroom flat	132	-343	94	-77	313	170	290	2.5
3 or more-bedroom flat	0	0	0	-6	0	0	-6	0.0
1-bedroom bungalow	0	0	33	-11	296	554	871	7.6
2-bedroom bungalow	0	0	52	-77	1,159	1,237	2,371	20.7
3 or more-bedroom bungalow	0	0	42	-91	761	675	1,388	12.1
1-bedroom other	0	0	0	0	17	0	17	0.1
2-bedroom other	0	0	0	0	0	0	-	0.0
3 or more-bedroom other	0	0	0	-26	51	0	25	0.2
Total	**763**	**-2,239**	**3,258**	**-2,836**	**8,458**	**4,041**	**11,445**	**100.0**
	Age group of Household Reference Person							%
Number of bedrooms	15 24	25 34	35 44	45 59	60 84	85+	Total	change
1	57	-16	42	-85	702	638	1,339	11.7
2	651	-1,041	977	-666	2,664	1,827	4,411	38.5
3	55	-983	1,508	-1,449	4,128	1,519	4,778	41.7
4 or more	-	-199	730	-635	964	57	916	8.0
Total	**763**	**-2,239**	**3,258**	**-2,836**	**8,458**	**4,041**	**11,445**	**100**

Note totals by age group may vary slightly due to rounding errors

Source: MHCLG 2014-based household projections and 2020 household survey

Aspiration scenario

D.15 Under the aspiration scenario, the relationship between HRP/household type and dwelling type/size is based on the aspirations of households who are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table D5. Analysis indicates that the highest level of need under this scenario shifts to 2-bedroom (68.4%) followed by 1-bedroom (18.4%) dwellings, 3-bedroom (16.3%) dwellings and 4 or more-bedroom (-3.2%). Regarding dwelling type, analysis suggests a marked shift towards bungalow/level access accommodation and flats, with a broad split of 64.3% bungalows (or level-access accommodation), 29.4% flats, 6.4% houses and 0% for other property types (for instance older persons specialist accommodation).

Table D5 Impact of change in households by age group on dwellings occupied: aspirations								
	Age group of Household Reference Person						Total change	% change
Dwelling type/size	15 24	25 34	35 44	45 59	60 84	85+		
1-bedroom house	0	0	0	0	0	0	0	0.0
2-bedroom house	0	-36	355	-57	533	0	795	7.0
3-bedroom house	763	-1,012	811	-649	381	0	293	2.6
4 or more-bedroom house	0	-1,191	1,525	-814	118	0	-362	-3.2
1-bedroom flat	0	0	0	-79	220	1,499	1,640	14.3
2-bedroom flat	0	0	0	-133	592	1,237	1,695	14.8
3 or more-bedroom flat	0	0	0	0	25	0	25	0.2
1-bedroom bungalow	0	0	179	0	288	0	467	4.1
2-bedroom bungalow	0	0	388	-678	4,677	954	5,341	46.7
3 or more-bedroom bungalow	0	0	0	-425	1,624	352	1,550	13.5
1-bedroom other	0	0	0	0	0	0	0	0.0
2-bedroom other	0	0	0	0	0	0	0	0.0
3 or more-bedroom other	0	0	0	0	0	0	0	0.0
Total	**763**	**-2,239**	**3,258**	**-2,836**	**8,458**	**4,041**	**11,445**	**100.0**
	Age group of Household Reference Person						Total change	% change
Number of bedrooms	15 24	25 34	35 44	45 59	60 84	85+		
1	0	0	179	-79	507	1,499	2,106	18.4
2	0	-36	743	-868	5,802	2,190	7,832	68.4
3	763	-1,012	811	-1,075	2,030	352	1,869	16.3
4 or more	0	-1,191	1,525	-814	118	0	-362	-3.2
Total	**763**	**-2,239**	**3,258**	**-2,836**	**8,458**	**4,041**	**11,445**	**100**

Note totals by age group may vary slightly due to rounding errors

Source: MHCLG 2014-based household projections and 2020 household survey

Expect scenario

D.16 Under the expect scenario, the relationship between HRP/household type and dwelling type/size is based on what households would expect to move to if they are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table D6. Analysis indicates a more pronounced focus on the need for 2-bedroom (80.2%), followed by 1-bedroom (8.4%) dwellings. Compared to the aspiration scenario, smaller proportions expected to move to 3-bedroom dwellings (6.6%) followed by a larger number to 4 or more-bedroom dwellings (4.8%). Regarding dwelling type, analysis of expectations compared to aspirations suggests a shift more towards bungalow/level access accommodation and away from flats. The broad split is for 85.7% bungalows (or level-access accommodation), 8.0% flats, 6.3% houses and again 0% for other property types (for instance older persons specialist accommodation).

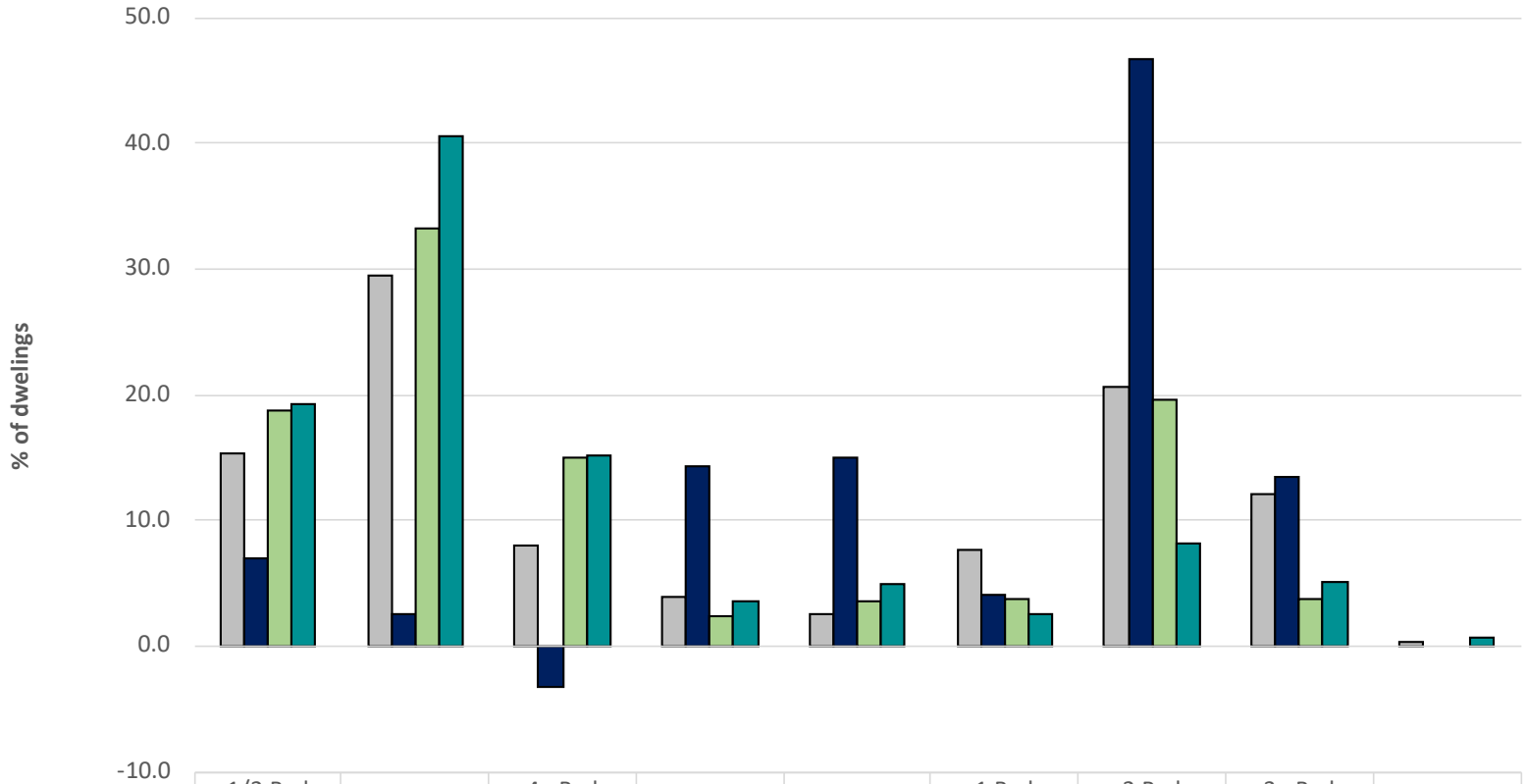
Table D6 Impact of change in households by age group on dwellings occupied: expect								
	Age group of Household Reference Person						Total change	% change
Dwelling type / size	15 24	25 34	35 44	45 59	60 84	85+		
1-bedroom house	0	-38	0	0	0	0	-38	-0.3
2-bedroom house	0	-846	961	-335	601	0	381	3.3
3-bedroom house	763	-1,149	681	-933	465	0	-173	-1.5
4 or more-bedroom house	0	-206	1,385	-715	85	0	549	4.8
1-bedroom flat	0	0	0	-79	474	0	394	3.4
2-bedroom flat	0	0	0	-133	634	0	501	4.4
3 or more-bedroom flat	0	0	0	0	25	0	25	0.2
1-bedroom bungalow	0	0	231	-125	499	0	606	5.3
2-bedroom bungalow	0	0	0	-445	4,703	4,041	8,298	72.5
3 or more-bedroom bungalow	0	0	0	-71	973	0	902	7.9
1-bedroom other	0	0	0	0	0	0	0	0.0
2-bedroom other	0	0	0	0	0	0	0	0.0
3 or more-bedroom other	0	0	0	0	0	0	0	0.0
Total	763	-2,239	3,258	-2,836	8,458	4,041	11,445	100.0
	Age group of Household Reference Person						Total change	% change
Number of bedrooms	15 24	25 34	35 44	45 59	60 84	85+		
1	0	-38	231	-204	973	0	962	8.4
2	0	-846	961	-913	5,938	4,041	9,180	80.2
3	763	-1,149	681	-1,004	1,463	0	755	6.6
4 or more	0	-206	1,385	-715	85	0	549	4.8
Total	763	-2,239	3,258	-2,836	8,458	4,041	11,445	100

Note totals by age group may vary slightly due to rounding errors

Source: MHCLG 2014-based household projections and 2020 household survey

D.17 Figure D2 provides a further illustration of the variance between current stock and the alternative dwelling mix scenarios (this uses all age totals rather than age-specific). Under the baseline demographic scenario, delivery is comparable to current stock levels. However, under the aspiration scenario there is a definite shift towards flats of all sizes. The aspiration scenario points to a need for four or more-bedroom houses and two or more-bedroom bungalows whilst the aspiration scenario has a focus on bungalows with 2 or fewer bedrooms. Other housing types, for instance older persons specialist accommodation, do not appear to be in demand under any of the scenarios.

Figure D2 Summary of dwelling types in current stock and under baseline demographic, aspiration and expectation scenarios



	1/2 Bed House	3 Bed House	4+ Bed House	1 Bed Flat	2/3 Bed Flat	1 Bed Bungalow	2 Bed Bungalow	3+ Bed Bungalow	Other
Demographic	15.3	29.5	8.0	3.9	2.5	7.6	20.7	12.1	0.4
Aspiration	7.0	2.6	-3.2	14.3	15.0	4.1	46.7	13.5	0.0
Expection	18.7	33.2	15.0	2.4	3.6	3.7	19.6	3.8	0.0
Current stock	19.3	40.6	15.2	3.6	4.9	2.5	8.2	5.1	0.6

Dwelling type and size

Source: 2020 household survey

Summary of scenarios

D.18 The key message is by taking into account what people aspire to and what they expect to, there is an increased emphasis on bungalows, particularly with more than one-bedroom.

Table D7 Summary of dwelling type/mix scenarios

Dwelling type/size	Scenario			Current stock (%)
	Demographic baseline (%)	Aspiration (%)	Expectation (%)	
1- and 2-bedroom house	15.3	7.0	18.7	19.3
3- bedroom house	29.5	2.6	33.2	40.6
4- or more-bedroom house	8.0	-3.2	15.0	15.2
1-bedroom flat	3.9	14.3	2.4	3.6
2 and 3-bedroom flat	2.5	15.0	3.6	4.9
1-bedroom bungalow	7.6	4.1	3.7	2.5
2-bedroom bungalow	20.7	46.7	19.6	8.2
3 or more-bedroom bungalow	12.1	13.5	3.8	5.1
Other	0.4	0.0	0.0	0.6
Total	100.0	100.0	100.0	100.0
Dwelling type	**Demographic baseline (%)**	**Aspiration (%)**	**Expectation (%)**	**Current stock (%)**
House	52.8	6.4	66.9	75.1
Flat	6.4	29.4	6.0	8.5
Bungalow	40.4	64.3	27.1	15.8
Other	0.4	0.0	0.0	0.6
Total	100.0	100.0	100.0	100.0
Number of bedrooms	**Demographic baseline (%)**	**Aspiration (%)**	**Expectation (%)**	**Current stock (%)**
1	11.7	18.4	6.5	6.4
2	38.5	68.4	41.4	32.1
3	41.7	16.3	37.1	46.3
4	8.0	-3.2	15.0	15.2
Total	100.0	100.0	100.0	100.0

Source: 2020 household survey

Overall dwelling mix by tenure

D.19 Table D8 presents the overall dwelling breakdown by tenure using the 1,134 annual dwelling target and a 20% affordable housing target as a base. An 80/20 split is used as this is the mid-point of the three values detailed in the adopted Local Plan (30%, 20% and 10%). The affordable housing split is 60% affordable and 40% intermediate as indicated by the analysis of tenure preferences of existing and newly forming households (see Table 5.7).

Table D8 Overall dwelling type/size and tenure mix under baseline demographic scenario					
Dwelling type/size	**Tenure**			**Total number**	**Total %**
	Market (80%)	Affordable (12%)	Intermediate (8%)		
1-bedroom house	1	0	0	1	0.1
2-bedroom house	170	52	2	225	19.8
3-bedroom house	393	40	40	473	41.7
4+ bedroom house	152	1	23	176	15.5
1-bedroom flat	22	10	1	33	2.9
2-bedroom flat	35	14	7	56	4.9
3+ bedroom flat	1	0	0	1	0.1
1-bedroom bungalow	20	1	1	22	1.9
2-bedroom bungalow	55	14	13	83	7.3
3+ bedroom bungalow	52	3	4	59	5.2
1-bedroom other	1	0	0	1	0.1
2-bedroom other	0	0	0	0	0.0
3 + bedroom other	6	0	0	6	0.5
Total	907	136	91	1,134	100.0
Dwelling Type	Market (80%)	Affordable (12%)	Intermediate (8%)	**Total number**	**Total %**
House	716	93	65	874	77.1
Flat	58	24	8	90	7.9
Bungalow	127	19	18	163	14.4
Other	7	0	0	7	0.6
Total	907	136	91	1,134	100.0
Number of bedrooms	Market (80%)	Affordable (12%)	Intermediate (8%)	**Total number**	**Total %**
1	43	11	2	57	5.0
2	261	80	22	363	32.0
3	451	43	44	539	47.5
4	152	1	23	176	15.5
Total	907	136	91	1,134	100.0

Note: Subject to rounding errors

D.20 Tables D9, D10 and D11 provide sub-area breakdowns. They use the 10%, 20% and 30% affordable housing targets (and the applicable affordable housing tenure splits) in line with the Local Plan and Affordable Housing SPD. The assumptions made for the annual dwelling targets by sub-areas are:

- Penistone and Dodworth and Rural West estimated annual target of 127, 30% affordable with an affordable tenure split of 68% rented and 32% intermediate meaning the 30% affordable = 20% rented and 10% intermediate;
- Darton and Barugh estimated annual target of 488, 20% affordable with an affordable tenure split of 68% rented and 32% intermediate meaning the 20% affordable = 14% rented and 6% intermediate; and

- remaining sub-areas estimated annual target of 519, 10% affordable target with an affordable tenure split of 59% rented and 41% intermediate, meaning the 10% affordable = 6% rented and 4% intermediate.

Table D9 Penistone and Dodworth & Rural West Overall dwelling type/size and tenure mix under baseline demographic scenario

Dwelling type/size	Tenure			Total number	Total %
	Market (70%)	Affordable (20%)	Intermediate (10%)		
1-bedroom house	0	0	0	0	0.1
2-bedroom house	8	17	0	25	19.8
3-bedroom house	47	1	6	53	41.7
4+ bedroom house	13	3	3	20	15.5
1-bedroom flat	3	1	0	4	2.9
2-bedroom flat	3	2	1	6	4.9
3+ bedroom flat	0	0	0	0	0.1
1-bedroom bungalow	2	0	0	2	1.9
2-bedroom bungalow	6	1	2	9	7.3
3+ bedroom bungalow	6	0	1	7	5.2
1-bedroom other	0	0	0	0	0.1
2-bedroom other	0	0	0	0	0.0
3 + bedroom other	1	0	0	1	0.5
Total	89	25	13	127	100.0
Dwelling Type	Market (70%)	Affordable (20%)	Intermediate (10%)	**Total number**	**Total %**
House	68	21	9	98	77.1
Flat	6	3	1	10	7.9
Bungalow	14	1	3	18	14.4
Other	1	0	0	1	0.6
Total	89	25	13	127	100.0
Number of bedrooms	Market (70%)	Affordable (20%)	Intermediate (10%)	**Total number**	**Total %**
1	4	1	1	6	5.0
2	28	20	4	41	32.0
3	42	1	6	60	47.5
4	14	3	2	20	15.5
Total	89	25	13	127	100.0

Note: Subject to rounding errors

Table D10 Darton and Barugh Overall dwelling type/size and tenure mix under baseline demographic scenario

Dwelling type/size	Tenure			Total number	Total %
	Market (80%)	Affordable (14%)	Intermediate (6%)		
1-bedroom house	0	0	0	0	0.1
2-bedroom house	75	21	1	97	19.8
3-bedroom house	181	9	14	203	41.7
4+ bedroom house	68	0	8	76	15.5
1-bedroom flat	-15	29	0	14	2.9
2-bedroom flat	21	1	2	24	4.9
3+ bedroom flat	0	0	0	0	0.1
1-bedroom bungalow	8	1	0	9	1.9
2-bedroom bungalow	26	5	5	36	7.3
3+ bedroom bungalow	21	3	1	25	5.2
1-bedroom other	0	0	0	0	0.1
2-bedroom other	0	0	0	0	0.0
3 + bedroom other	2	0	0	2	0.5
Total	389	68	31	488	100.0
Dwelling Type	Market (80%)	Affordable (14%)	Intermediate (6%)	**Total number**	**Total %**
House	324	30	22	376	77.1
Flat	7	29	3	39	7.9
Bungalow	55	9	6	70	14.4
Other	3	0	0	3	0.6
Total	389	68	31	488	100.0
Number of bedrooms	Market (80%)	Affordable (14%)	Intermediate (6%)	**Total number**	**Total %**
1	-6	30	1	24	5.0
2	122	27	8	156	32.0
3	205	12	15	232	47.5
4	68	0	8	76	15.5
Total	389	68	31	488	100.0

Note: Subject to rounding errors

Table D11 Remaining sub areas Overall dwelling type/size and tenure mix under the baseline demographic scenario

Dwelling type/size	Tenure			Total number	Total %
	Market (90%)	Affordable (6%)	Intermediate (4%)		
1-bedroom house	1	0	0	1	0.1
2-bedroom house	95	7	1	103	19.8
3-bedroom house	192	14	10	216	41.7
4+ bedroom house	75	0	5	80	15.5
1-bedroom flat	14	0	0	15	2.9
2-bedroom flat	21	3	2	25	4.9
3+ bedroom flat	1	0	0	1	0.1
1-bedroom bungalow	9	0	0	10	1.9
2-bedroom bungalow	30	4	3	38	7.3
3+ bedroom bungalow	25	1	1	27	5.2
1-bedroom other	1	0	0	1	0.1
2-bedroom other	0	0	0	0	0.0
3 + bedroom other	3	0	0	3	0.5
Total	467	30	22	519	100.0
Dwelling Type	Market (90%)	Affordable (6%)	Intermediate (4%)	**Total number**	**Total %**
House	363	21	16	400	77.1
Flat	36	4	2	41	7.9
Bungalow	65	5	4	75	14.4
Other	3	0	0	3	0.6
Total	467	30	22	519	100.0
Number of bedrooms	Market (90%)	Affordable (6%)	Intermediate (4%)	**Total number**	**Total %**
1	25	1	1	26	5.0
2	146	14	5	166	32.0
3	221	15	11	247	47.5
4	75	0	5	80	15.5
Total	467	30	22	519	100.0

Note: Subject to rounding errors

Technical Appendix E: Stakeholder survey

Stakeholder survey responses

General stakeholder responses summary

E.1 Stakeholders were invited to participate in a general questionnaire survey aimed at identifying a range of information, including establishing the key perceived housing market issues in Barnsley. Stakeholders were asked to respond to any of the questions within the survey that they felt related to their area of knowledge or experience and certain sections of the survey related to certain stakeholder groups. A total of 18 separate responses to the stakeholder consultation were obtained. This is a copy of the views expressed by stakeholders responding to the online survey and is split into the different stakeholder groups. Qualitative summaries are provided in the relevant chapters and sections of the SHMA.

E.2 72.2% of stakeholders responding to the survey stated that they work within the Barnsley MBC area and 44.4% stated that they work outside Barnsley MBC area. Respondents could choose more than one answer.

All stakeholders

E.3 All stakeholders responding to the survey were asked to give their opinion in regard to the strengths and weaknesses of Barnsley's housing market. Stakeholders gave a range of views on this, which are outlined below.

Strengths:

- It is a growing market, offering good investment properties.
- There is very little multi-storey housing and council and rented housing sector companies work well together.
- Good social housing management in place.
- Good demand for rented property.
- Land is cheap – (although this leads to numerous speculative enquiries from developers).
- There are good opportunities for landlords to let to both the PRS and those on benefits where the council are very helpful.
- Relatively good supply of lower cost accommodation.
- Some lovely rural areas which attract people wanting to buy homes in this type of area.
- Some good value, attractive areas in Rural West and Darton, with good links to north-south and reasonable north-east, south-east road links; and
- Connectivity and good commuting patterns with surrounding areas; economic growth; demand exceeds supply across the housing market; placed within the city region areas; is situated as an affordable market; high proportion of people live and work in Barnsley.

Weaknesses:

- There is a shortage of housing which needs to be addressed.
- Some areas within Barnsley have very little affordable housing.
- In terms of developing sites for affordable housing, in some parts of the borough values are too low to support shared ownership and a fully affordable rented scheme has to be delivered instead - which is not encouraging tenure diversity.
- There is little demand for our over 55's flats. Feedback suggests older persons are holding out for a bungalow instead.
- Too many expensive properties in some rural areas and good council housing in wrong areas.
- Not enough social housing; poor quality expensive private sector; not enough quality disabled properties.
- Council rent allowances too low; selling prices haven't moved up as much as would have expected in last few years.
- Many of the single person accommodation that is available are in areas that are unsuitable for vulnerable adults with high support needs/challenging behaviour.
- Shortage of social housing; shortage of specialist accommodation for families/ individuals with support needs (disability/mental health etc.).
- Some very poor, low value housing areas in former coalfield. It is not a district with many higher end, larger employers, except in Barnsley, mainly small towns.
- Plenty of low-cost stock but much in need of repair and renovation.
- Quite a lot of lower value areas where developing new homes for any tenure is difficult; many areas reliant on having cars; quality overall is not great; town centre a decent place to visit on an odd occasion but not a fantastic place to want to live; and
- Ageing stock and empty properties; house prices tend to fall; low incomes.

E.4 Stakeholders were asked whether there are any gaps in supply of types of housing in Barnsley. Some stakeholders believed there are shortages of all types of property, however specifically mentioned gaps in supply relate to:

- There are gaps in supply for both homeowners and rental property. Also, the social housing side has a massive shortage of properties.
- More provision for those with special needs is needed.
- Bungalows are always in high demand and there is insufficient supply.
- Shortage of affordable housing in general.
- Lack of availability to single persons accommodation and to family homes; and also

- Difficulty in accessing affordable single person housing that is sufficiently spacious for a staff team to support vulnerable adults, and the availability of such accommodation in rural areas. Access to furnished tenancies. Access to own accommodation for a small group of people with similar needs that also has a communal area and space for support staff office (key ring service / extra care model but not for older people).
- There are very few one-bedroom sized accommodation.
- Shortage of 2/3/4 bed+ houses and larger bungalows (2/3 bed) in social rented sector; and
- Older people's accommodation as the population is ageing within the district. Good quality family housing for growing families. There is an insufficient supply of larger properties. Financial constraints represent a barrier to new supply of housing due to low levels of market rents.

E.5 Stakeholders were asked what can be done to improve the housing market in Barnsley. Stakeholders identified a wide range of improvements, including:

- Build more affordable housing – even social housing projects. Relax planning and building control to enable more affordable homes to be built.
- Housing to be provided in-house, not by the private sector.
- Advertising the benefits of living in the Barnsley area to encourage movement from elsewhere.
- Clarity on the type of housing required in future years. Building energy efficient homes which are cheap to run which are affordable. Build the right homes in the right locations.
- Good wages and better mortgage opportunities.
- HMO licensing/planning controls. Build more social houses (not apartments).
- DPS for capital build projects. Single point of contact for speculative contacts – to avoid multiple approaches and a one council response.
- An improvement to the local economy. Unemployment is above average and an educational awareness to property ownership and renting.
- Grants and active management.
- Allocate sufficient land to meet housing needs; ensure robust Local Plan policies based on strong evidence for affordable housing requirements. Consider joint working to review private rented sector offer and ensure a joint approach to engagement with private sector landlords.
- Offering a greater variety of property sizes to include detached, semi-detached and bungalows to meet a range of needs. Addressing the accommodation requirements of the rising older population to ensure properties are suitable for their needs or adaptable; and
- The ageing housing stock needs to be transformed by regenerating neighbourhoods and transforming places to meet the aspirations of the current residents. Introducing Design Guides to help influence the quality

of housing being delivered. Improving the quality of stock in general which will help address fuel poverty. Supporting people to achieve independent living.

E.6 Stakeholders were then asked what they think the council needs to consider when assessing the future requirements and need for market, affordable and specialist housing in the borough. Stakeholders provided a range of answers to this question, which include:

- Need to consider the ageing population that will be living longer. The need for accommodation suitable for a variety of needs, single occupancy homes or house shares as this seems to be the way forward with housing.
- Affordable, accessible, independent provision. The provision of elderly housing assumes that what they require is a bungalow, which is not always the case. The council should be looking at how best to support people to find the accommodation that the resident feels is 'right' for them.
- Special needs – sheltered accommodation provision.
- Review trends in the demographics for the borough and assumptions around how this is likely to change.
- Consult local residents on expected needs.
- Quality affordable houses (not apartments and not just starter homes) would allow many to come out of the rental market. If the council wants more landlords to provide social housing, they need to increase the rent allowances in line with private rents.
- Location, accessibility, robust construction, more floor area than traditional build, single persons, links with housing benefit, autism, environmental standards.
- Concentration on smaller and affordable housing for single parent families, but at the same time at a rental level that is attractive to landlords.
- The level of jobs on offer and if these are easily accessible especially by public transport (people may not be able to afford a car to drive to out of town business / industrial parks).
- The health needs of residents considering the age and any impact their main type of employment may have had on their health.
- The viability of sites and their appropriateness in terms of the Local Plan; and strong Local Plan policies and housing management policies, procedures and protocols. Good evidence of all types of need will be required; and
- The council need to address failing housing markets in part of the district and ensure there is an adequate supply of family housing. The council need to ensure that there is a supply of new opportunities available to deliver developments in the district. The council need to release land for affordable housing and specialist housing, increasing the offer and provision of housing for vulnerable client's group. Explore the possible opportunity to deliver an extra care village to meet the needs of the ageing

population. Sales rates may not necessarily allow for delivering housing at pace and may put housebuilders off.

E.7 Stakeholders were then asked what should be considered when setting future housing standards, such as accessibility, size and quality for new housing in the borough. Considerations include:

- All new housing to be built with sustainability in mind; solar panels, insulation, alternative heating methods, electric points for car charging etc.
- More appreciation of road safety and sustainable energy use.
- Space, storage and quality should all be factored in, but given rents are low, this will impact on viability if we have to deliver homes of a specific size. Not suggesting we should deviate much from NDSS, but it is possible to deliver good quality homes which are say 85% of NDSS and will enable more homes to be delivered on the same site. The focus should really be on good design and place making, giving thought to location and access to existing amenities.
- Access to public transport. Rooms large enough to contain storage and ability to move with walking aids. Cost effective to keep warm. As a minimum a private outdoor space.
- Affordable family houses with gardens in community settings.
- Only working with RPs who are compliant with social housing regulatory standards.
- Good quality, lifetime homes in locations people want to live. Homes particularly suitable for families with household members who have disabilities. There is a shortage of larger, adapted homes.
- Property sizes should be practical for the purposes intended e.g. not a single bedroom only big enough for a single bed and no furniture, and kitchens and living rooms actually large enough for the number of people the house can accommodate. The quality of the build should be as good and affordable as possible and not just ‘cheap’.
- Need to consider both short- and long-term solutions. A short-term small unit size is not appropriate for longer term accommodation and for ensuring stability within the local community. However short term lets enable people to get back on their feet and provide personal space for them. Need to ensure there is an appropriate mix to meet the needs of homeless people in the short term as well as providing permanent places for longer term living and good quality rental accommodation for all.
- Introduction of NDSS to increase space standards. Higher energy efficient housing required of developers. 10% of dwellings to disability standards; and
- Building homes that meet lifetime home requirements and part M2 of building regulations. Ensure designs bought forward for house types are future proofed to enable them to be easily adapted when households’ circumstances change. Introducing design guides to improve the housing quality on offer.

E.8 The next part of the survey instructed stakeholders to either go through all of the questions in the consultation or to move through specific sections targeted at particular stakeholder groups.

Registered providers

E.9 Stakeholders were asked about their main concerns surrounding affordable housing provision. Specifically, whether there is enough, too much or whether it is of the right size, and whether it is of good quality and in the right location. Stakeholders responding to this question believed that there is not enough affordable housing:

- Young people are being priced out of the market.
- There is still demand for certain types of accommodation (houses and bungalows in particular), but there is little demand for flats - even if ring-fenced to over 55's.
- Generally, a shortage of the right affordable housing in the right location. Waiting lists are generally increasing. Shortage of larger homes – 4/5-bedroom houses/ bungalows.
- Some is in the wrong areas where it's over supplied and quite a lot of not great quality (neighbourhood rather than fabric). Some areas have distinct undersupply. Local people on relatively low wages; and
- There is insufficient provision of affordable housing across the district and the type and size do not meet the current and future demographic changes. In certain parts of the district the housing quality on offer needs to be improved.

E.10 In relation to demand for intermediate housing products, stakeholders gave mixed responses. Some were unsure and thought that products like shared ownership are not widely understood in Barnsley and there would need to be extensive marketing of what intermediate housing is to promote this form of tenure. Others believed that there is demand for products such as SOFTE [leasehold for older people downsizing) and shared ownership. Another stakeholder provided evidence that shared ownership bungalows have sold easily, but 2-bed houses are proving difficult to sell even with a price revision.

E.11 Stakeholders were asked what they think needs to happen to improve the provision of affordable housing for rent and sale in Barnsley. Responses included:

- More of this type of accommodation to be built in all areas, including the west of the borough.
- There is a lack of land opportunities. If the council wants to encourage more tenure diversity, I think there needs to be a campaign locally to promote shared ownership and for sufficient grant funding to be awarded to make it viable. In low value areas, affordable rent is more viable.
- Only working with RPs who are compliant with social housing regulatory standards.

- Increased supply of good quality homes across the borough.
- Land to be released especially for affordable housing, planning streamlined and introduction of Barnsley building standards for space and energy efficiency on all tenures.
- To deliver more new dwellings to support economic growth aspirations by offering a wide range of house types. Working with RP's to make affordable housing and mixed tenure schemes viable and establish master plans/growth areas for the district. Look at innovation when delivering housing and consider entering into JV's on council own land to accelerate the delivery of housing.

Developers and housebuilders

E.12 There were no responses from stakeholders regarding the questions relating to developers/housebuilders.

Specialist housing providers

E.13 There were no responses from stakeholders regarding the questions relating to specialist housing providers.

Barnsley Local Authority staff

E.14 The main challenges facing the local authority in delivering new homes were identified as:

- Green belt.
- Transport links.
- Attracting private investment; and
- Community support for housing schemes for those people with behaviour that challenges.

E.15 Stakeholders were asked what the main challenges are with their existing housing (private rented) stock. These challenges were identified as:

- Quality.
- Affordability.
- Location; and
- Reluctance of landlords to consider people with behaviour that challenges.

E.16 Stakeholders gave ways in which these identified challenges can be met, such as:

- Awareness raising, linking in with support agencies.

E.17 No stakeholders commented on the questions regarding cross-boundary issues facing the Barnsley housing market area and significant housing developments in the area.

Neighbouring or adjacent local authority staff

E.18 One stakeholder, from Rotherham Metropolitan Borough Council, stated that they are reviewing their Local Plan with adoption anticipated 2023 and to cover the period up to 2040. A new or updated SHMA/HNS is not being undertaken to support the new plan.

E.19 In terms of significant housing developments near to the boundary of the Barnsley Council area, the stakeholder stated that sites have been allocated in the north of the borough and adjoining the Barnsley boundary. Settlements where new sites are allocated are listed in policy SP1. For example, Wath, Brampton Bierlow, West Melton, Swinton, Kilnhurst, Thorpe Hesley.

E.20 Regarding regeneration, this has already taken place in the Dearne Valley. There are some buildings being re-used for residential purposes. Swinton Town Centre Regeneration Scheme has been proposed.

E.21 No significant infrastructure developments or proposals to develop or extend accommodation based special care facilities for adult social care or young people were known to the stakeholder.

Selling and lettings agents

E.22 There were no responses from stakeholders regarding the questions relating to selling and lettings agents.

Barnsley Council Elected Members

E.23 Stakeholders were asked what they think are the key strengths, if any, of the housing market and types of housing available in their ward. Comments included:

- Old Town Ward – very mixed area with social, private and owner occupier housing along with a hostel for young people. This is a good diverse mix, that has some difficulties at times, but in the main works well; and
- Penistone East – large executive homes.

E.24 The survey then asked what challenges, if any, face their ward and its residents in terms of ensuring the Deal 2030 pledge of a “home for all”, to which one stakeholder responded in relation to Penistone East:

- No available land to build affordable housing.

E.25 In regard to ways in which these challenges are best met, one stakeholder commented:

- Improve/redevelop existing sites.

E.26 The survey then asked stakeholders whether they had any other comments about the role of their ward in helping to meet future housing need in the borough.

- Penistone East – very difficult as existing residents very keen to keep green belt undeveloped.

Private Landlords

E.27 In relation to private landlords, the survey asked how many properties they let in Barnsley borough. Responses include:

- 10
- 5
- 6; and
- We work with lots of landlords and manage over 1000 properties

E.28 Stakeholders were asked, based on experience, what type of properties are most in demand and in which areas, to which they responded:

- 2- to 3-bedroom properties in Barnsley town centre – Wombwell and surrounding.
- Small properties with reasonable rates.
- 3-bed family homes near centre; and
- 3-bed terraced.

E.29 Following on from this, the survey asked stakeholders whether there are any properties that they struggle to let and in which areas. Stakeholders commented that those struggling to let are, some in Great Houghton as this is a little rural, but most will let; some single rooms which are a little difficult to let; multi-let in Grimethorpe; and single rooms in HMO's. One stakeholder said that they have no problem with this.

E.30 In relation to advantages and challenges of investing in, or letting properties, in the Barnsley Borough, stakeholders mentioned:

Advantages:

- It’s a good return for most landlords however there are mainly only professional landlords doing this now.
- Easy access to motorway and cities around.
- Low property prices good for entry (also lower than average equity growth) mean good ROI % (less so with council funded renters).
- High rental demand, low rent.

Challenges:

- Changing legislation, taxation for landlords, a shortage of property. This is shrinking the PRS and forcing some to get out of the game completely.
- Keeping up to date with regulations and paperwork.

E.31 Stakeholders were asked in what ways, if any, could Barnsley's private rental sector do more to meet housing need and demand in the borough and how could the council help to this end. Stakeholders responded with:

- Landlords and letting agents are expected to deal with all the social problems that come with housing and foot the bill for this. The council should help landlords when things go wrong.
- Work with good landlords in all aspects of housing.
- Support landlords with notice periods (e.g. when a council funded tenant moves to council house, the council does not pay the notice period rent - that is off-putting as a private landlord).
- Build more social houses.

E.32 Stakeholders were then asked what their experience is, if any, of either self-managing properties or of using a managing agent. Responses included:

- I have dealt with self-managing landlords who don't do things correctly and often cause a lot of problems.
- I do it all myself, but I am considering using a proved agent in future.
- I would prefer to use a managing agent, but I find it difficult to find an agent who looks after the property as the landlord would; and
- Lettings agents don't want to or know how to manage HMO's well.

E.33 Finally, the survey asked stakeholders, if known, who would they say are the typical customer groups who rent their properties. Responses included:

- All types of customers, a lot are the lower end of the market.
- Mixed.
- Professional couples or low-income families on benefits. In multi-lets, immigrant workers on zero-hours contracts at local warehouses; and
- Warehouse workers from Europe.

Summary

E.34 From all of the challenges facing the Barnsley housing market, stakeholders were asked 'what is the key priority for themselves or their organisation?'. The key priorities identified were:

- Legislation changes, making the properties fit for human habitation and getting a better reputation of the PRS.
- To keep properties in good condition and have tenants who respect and appreciate the property and pay on time.
- Keep rent rates in line with increasing costs.
- Improving the middle section of the housing market. Accessibility to services - everything situated in Barnsley town centre, so people cannot access them easily if living in the outer edges of the district and cannot drive/afford to get there.

- Keeping the properties full and rents paid.
- Ensuring the supply of sufficient accommodation to meet all needs; and to defend affordable housing planning obligations against viability challenges which are costly to appraise and potentially lead to lower levels of S106 affordable housing provision when there is a clearly identifiable need for such accommodation.
- We are disappointed in the Local Plan with the reduction in green belt land and the effect on wildlife and the environment – Thurgoland.

E.35 Further comments were made by stakeholders responding to the survey, including:

- The South Yorkshire ICS region is currently tendering for a housing needs study for people with a learning disability and/or autism. I understand that this piece of work is to be completed by September 2020. It is funded through LGA.
- We'd like to be kept informed of progress on the research and we are happy to assist in further discussions if required.
- As parish councils are consultees in planning matters, perhaps the parish councils/town councils should be a specific user group for future surveys and should be contacted formally as stakeholders.

Technical Appendix F: Note on the affordable tenure split

Introduction

F.1 The 2020 SHMA has updated the evidence base on affordable tenure split. The purpose of this note is to provide further background to the data. It also makes recommendations for updating the tenure splits presented in the council's Affordable Housing SPD adopted in May 2019.

Establishing a tenure split

F.2 The 2020 household survey provided evidence on the affordable tenures which would be considered by existing households in need and newly forming households. The methodology followed was similar to that used in the 2014 SHMA.

F.3 For existing households in need, Table F1 sets out a summary of the tenures which would be considered. This was based on the household survey response to tenures that households would consider or would most likely move to (question 40). The same data is set out for newly forming households in Table F2 using responses to question 59).

F.4 The percentage data for existing and newly forming households are then applied to the annual backlog need (existing households) and annual affordable need (newly forming households). This is shown in Table F3 which presents an overall 60% rented and 40% affordable home ownership split. This compares with an 80% rented and 20% home ownership split in the 2014 SHMA.

Affordability of intermediate tenure

F.5 Data from the 2020 household survey have also been used to test the extent to which households could actually afford affordable home ownership products. This is based on the 'affordability threshold' of a household which takes into account income along with existing equity and savings. This has been compared with the cost of 50% shared ownership and 30% discounted home ownership for each sub-area.

F.6 This analysis suggests that the majority of households could afford affordable home ownership products, with 71.4% able to afford 50% shared ownership and 56% able to afford 30% discounted home ownership. However, as evidenced in Table F1 and F2, households have a stronger preference to rent overall.

Table F1 Existing households: affordable tenure considerations

Tenure options considered	Sub area								Total
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	
Rented	48.0	72.3	65.8	87.2	91.8	35.8	20.7	63.5	68.9
Intermediate	52.0	27.7	34.2	12.8	8.2	64.2	79.3	36.5	31.1
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Base (annual backlog reduction	41	28	184	54	44	54	13	14	434

Source: Household survey

Table F2 Newly forming households: affordable tenure considerations

Tenure options considered	Sub area								Total
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	
Rented	41.3	67.3	58.0	100.0	100.0	0.0	0.0	60.2	58.0
Intermediate	58.7	32.7	42.0	0.0	0.0	100.0	100.0	39.8	42.0
Total options	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Base (annual need)	172	119	401	133	109	97	51	156	1,238

Source: Household survey

Note: Hoyland, Wombwell and Darfield uses borough average as no data were reported from that sub-area

Table F3 Tenure split recommendation by sub area

Tenure options considered	Sub area								Total
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	
Rented	48.0	72.3	65.8	87.2	91.8	35.8	20.7	63.5	60.9
Intermediate	52.0	27.7	34.2	12.8	8.2	64.2	79.3	36.5	39.1
Total options	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total (annual need)	213	147	586	187	153	152	65	170	1,672

Source: Household survey

Note Table F3 is based on the data provided in Tables F1 and F2 and shows an overall percentage based on existing and newly forming household data.

Table F4 Affordability of home ownership products: proportion who could afford

Type of affordable home ownership	Sub area								Total
	Bolton, Goldthorpe and Thurnscoe	Darton and Barugh	Hoyland, Wombwell and Darfield	North Barnsley and Royston	Penistone and Dodworth	Rural East	Rural West	South Barnsley and Worsbrough	
% existing households in need could afford:									
Shared ownership 50%	35.0	30.5	15.2	19.8	27.6	50.4	65.0	58.0	32.9
Discounted home ownership 30%	32.3	24.2	11.0	0.0	16.9	27.4	34.7	21.2	17.3
Base (annual need)	41	28	184	54	44	54	13	14	434
% newly forming households could afford:									
Shared ownership 50%	100.0	83.4	100.0	67.6	100.0	32.6	82.9	83.3	79.4
Discounted home ownership 30%	100.0	51.8	57.1	67.6	100.0	32.6	82.9	83.3	70.1
Base (annual need)	172	119	401	133	109	97	51	156	1238
% existing households in need and newly forming who could afford affordable home ownership options									
Shared ownership 50%	87.5	73.3	73.3	53.8	79.1	39.0	79.2	81.2	71.4
Discounted home ownership 30%	87.0	46.6	42.6	48.0	76.0	30.7	72.9	78.1	56.0
Base (annual need)	213	147	586	187	153	152	65	170	1672

Source: Household survey

Implications for the affordable housing SPD

F.7 The 2019 affordable housing SPD identifies a tenure split to be applied sub-area level which was based on 2014 SHMA evidence.

F.8 The 2020 SHMA has presented an updated range of evidence which points to a higher need for affordable home ownership products based on the preferences of households and evidence that these products could be afforded.

F.9 The data to inform the SPD are set out in tables F5 and F6.

Table F5 Affordable tenure mix by sub area

Sub area	Affordable tenure		Total	Base (annual gross need)
	Rented	Affordable home ownership		
Penistone, Dodworth and Rural West	70.7	29.3	100.0	217
Darton and Barugh	72.3	27.7	100.0	147
Bolton, Goldthorpe, Thurnscoe, Hoyland, Wombwell, Darfield, North Barnsley and Royston, South. Barnsley and Worsborough and Rural East	62.2	37.8	100.0	1,308
Total	64.2	35.8	100.0	1,672

Table F6 Affordable tenure by sub area (rounded) (to update Table F1 Affordable Homes Tenure Split)

Sub area	Affordable tenure		Total	Base (annual gross need)
	Rented	Affordable home ownership		
Penistone, Dodworth and Rural West	70.0	30.0	100.0	217
Darton and Barugh	70.0	30.0	100.0	147
Bolton, Goldthorpe, Thurnscoe, Hoyland, Wombwell, Darfield, North Barnsley and Royston, South. Barnsley and Worsborough and Rural East	60.0	40.0	100.0	1,308
Total	60.0	40.0	100.0	1,672

Technical Appendix G: Affordable housing definitions

Definitions relating to affordable housing are presented in the NPPF 2019 (Annex 2):

Affordable housing: housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

a) **Affordable housing for rent**: meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for social rent or affordable rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes, affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) **Starter homes**: is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

c) **Discounted market sales housing** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) **Other affordable routes to home ownership** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to Government or the relevant authority specified in the funding agreement.