

# Barnsley Housing Strategy: Appendix 1

Strategy and Policy Drivers



Barnsley – the place  
of possibilities.



**BARNLSLEY**  
Metropolitan Borough Council

## National Strategy and Policy Drivers

There has been a longstanding imperative nationally for Government intervention in the housing market, not least to address significant supply-side challenges nationally.

Various recent national-scale policies and strategies have influenced and help shape the Barnsley Housing Strategy, including:

**Levelling Up White Paper (2022)** sets the long-term strategy for reducing inequality and ‘levelling up’ the UK, seeking to (a) Boost productivity, pay, jobs and living standards by growing the private sector, especially in those places where they are lagging; (b) Spread opportunities and improve public services, especially in those places where they are weakest; (c) Restore a sense of community, local pride and belonging, especially in those places where they have been lost; and, (d) Empower local leaders and communities, especially in those places lacking local agency. It sets 12 missions spanning policy areas and for housing, the mission is that by 2030, renters will have a secure path to ownership with the number of first-time buyers increasing in all areas; and the government’s ambition is for the number of non-decent rented homes to have fallen by 50%, with the biggest improvements in the lowest performing areas. The **Levelling Up and Regeneration Bill (2022/23)** is subsequently putting the foundations in place for delivering against the 12 missions. The Bill also includes reference to a new Infrastructure Levy to replace the current system for obtaining developer contributions for infrastructure and affordable housing and it includes a host raft of Planning changes. For housing in the planning system, the proposal to give Local Plans more weight in the decision-making process and there are several measures to speed up the process of implementing a Local Plan.

**Social Housing Regulation Bill (2022/23)** sets the foundations for delivering the reforms outlined in the **Social Housing White Paper (2020)** to address the concerns raised following the Grenfell Tower fire in 2017. The Bill will bring forward a stronger and more proactive regulatory regime to drive up standards in the sector and hold landlords to account for the service they provide to their tenants.

**Fire Safety Act (2021)** clarifies that responsible persons for multi-occupied residential buildings must manage and reduce the risk of fire for the structure and external walls of the building, including cladding, balconies and windows, and entrance doors to individual flats that open into common parts. It followed the **Independent Review of Building Safety and Fire Regulations (2018)** which reviewed and provided recommendations on building and fire safety regulations and related compliance and enforcement, with a focus on high rise residential buildings following Grenfell.

**Homelessness Reduction Act (2017)** brought about the biggest change to homelessness legislation for 40 years. The Act placed a duty on local authorities, including Barnsley MBC, to intervene at earlier stages to prevent homelessness. It sets duties to both prevent and relieve homelessness, alongside setting a requirement to carry out assessments and personalised housing plans, duties for local authorities to refer people whom they know are threatened with homelessness and applicants also now have the right to ask for a review of any points of the new legislation.

**National Rough Sleeping Strategy (2018)** published by the Ministry for Housing, Communities and Local Government (now the Department for Levelling Up, Housing and Communities, DLUHC) sets out the Government's plan to halve rough sleeping by 2022 and end it by 2027. The Strategy sets out what local authorities need to do to reduce and end rough sleeping and it is backed by an action plan alongside financial commitments from Government. The Government has also developed and published a new strategy - **Ending Rough Sleeping for Good' (2022)** - which promotes cross-Government partnership working by setting out commitments across key departments.

**Domestic Abuse Act (2021)** set a statutory definition of domestic abuse, emphasising that domestic abuse is not just physical violence, but can also be emotional, coercive or controlling, and economic abuses. Children are also deemed to a victim if they see, hear or otherwise experience domestic abuse. The Act strengthens the support available to victims of domestic abuse, including by extending priority need to all eligible victims of domestic abuse who are homeless as a result of being a victim of domestic abuse. The Act also places a duty on local authorities in England to provide support to victims of domestic abuse and their children in refuges and other safe accommodation.

**Building Safety Act (2022)** includes many regulatory changes that will impact on the Council's work, setting out a new regulatory regime aimed at ensuring the safety of residents in residential buildings. The Act establishes a national Building Safety Regulator sitting within the Health and Safety Executive and it establishes the role of the Accountable Person who will legally be responsible for higher risk buildings.

**National Planning Policy Framework (2021)** sets out the government's planning policies for England and how these are expected to be applied. The latest review retains the presumption in favour of sustainable development and it retains a requirement for objectively assessed housing needs to inform Local Plan production, alongside Housing Delivery Tests and the need to retain a forward supply of housing sites to meet the requirements set in Local Plans. The NPPF also includes a definition of affordable housing, alongside various other planning matters.

**A Fairer Private Rented Sector - Private Rented Sector White Paper (2022)** – sets a requirement for privately rented homes to meet the Decent Homes Standard for the first time. It also sets out that 'no fault' evictions will be abolished and all tenants who would previously have had an Assured Tenancy or Assured Shorthold Tenancy will move onto a single system of periodic tenancies. Tenants will need to give two months' notice to end their tenancy. Grounds for possession will also be reformed to make sure that landlords have effective means to gain possession of their property where necessary. Increases to rent will only be allowed once per year and a new single Ombudsman that all private landlords must join will be introduced. It will be illegal for landlords or agents to have blanket bans on renting to families with children or those in receipt of benefits and tenants will be given the right to request that they can have a pet in their property, which the landlord must consider and cannot unreasonably refuse.

**Building for 2050 - Low cost, low carbon homes (2022)** – is a BEIS research paper that offers a snapshot of the UK’s construction industry and its ability to deliver low carbon homes now. It identifies how best to minimise cost, improve energy efficiency, reduce carbon emissions, increase consumer demand, and accelerate industry delivery of low carbon housing.

**Sustainable warmth: protecting vulnerable households in England (2021)** - Published by the Department for Business, Innovation and Skills (BIS), the Strategy sets the Government’s commitment to tackle fuel poverty while also decarbonising buildings. Alongside updating the way that the Government measures fuel poverty, the Strategy includes commitments to a series of national programmes designed to deliver retrofit packages, alongside an extension to the Energy Company Obligation (ECO) and the Warm Homes Discount schemes.

**Adverse Weather and Health Plan (2023)** – Published by the UK Health Security Agency, the Plan aims to protect individuals and communities from the health effects of adverse weather and to build community resilience. For housing, the Plan outlines that while actions taken by health and social care sector during adverse weather events may relieve part of the health impacts arising from Adverse Weather, multi-agency action is required to address wider determinants of health, such as socioeconomic inequalities, fuel poverty and housing energy efficiency.

**Public Health England – PHE Strategy 2020-2025** – The Strategy acknowledges the effects of poor housing on health, reflecting on PHE’s 2017 publication ‘Spatial Planning for Health: An evidence resource for planning and designing healthier places’, which assessed the impact of neighbourhood design, housing, transport, the natural environment, and the food environment on health. As such, the PHE strategy sets an aim for improved social connections, housing, and employment prospects for people at risk of living with and recovering from mental health problems.

## Regional and Local Strategy and Policy Drivers

Alongside responding to national and sub-regional policy drivers, the Housing Strategy has also been informed by a range of local policies and strategies, including:

**Barnsley 2030** - Barnsley 2030 sets the long-term vision for Barnsley and how the borough will work collectively to together to achieve it. The 2030 vision for 'Barnsley - the place of possibilities' includes the ambitions for:

- Growing Barnsley - People have a wider choice of quality, affordable and sustainable housing, to suit their needs and lifestyle.
- Healthy Barnsley - Everyone is able to enjoy a life in good physical and mental health.
- Healthy Barnsley - Fewer people live in poverty, and everyone has the resources they need to look after themselves and their families.
- Healthy Barnsley - Our diverse places are welcoming, supportive and adaptable
- Sustainable Barnsley - People live in sustainable communities with reduced carbon emissions and increased access to affordable and sustainable energy sources.

As such, the Strategy outlines the ambition for 'managing and building housing to meet people's needs'.

**Barnsley Local Plan (Adopted 2019)** - Objective 3 of the Local Plan seeks to widen the choice of high-quality homes and the Plan sets numerous relevant policies:

- **Policy H1** sets the aspirational **housing target** to deliver 21,546 net new homes during the plan period (2014 to 2033), or 1,134 per annum and the Plan also includes a range of policies and site allocations for housing and mixed-use sites to support the housing target.
- **Policy H7** sets out that up to 30% of new homes will be **affordable housing** on sites where there is a minimum of 15 new units delivered.
- **Policy H8** establishes the ambition for **housing market regeneration programmes** in in lower value housing sub-markets, aimed at the renewal of poor housing and the revitalisation of the neighbourhoods and communities.
- **Policies GT1 and GT2** confirm that sites will be established for **gypsies, travellers and travelling show people**, in response to a known shortfall in existing allocated sites.
- **Policies T3 and T4** sets the ambition for new development to be supported by **sustainable travel**, outlining that new development will be expected to be located and designed to reduce the need to travel, be accessible to public transport and meet the needs of pedestrians and cyclists.

- **Policies D1 and LC1** set the expectation that new development will be of **high-quality design** and that it will be expected to respect, take advantage of and reinforce the distinctive, local character, features and landscape of Barnsley.
- **Policy GB1** seeks to preserve **greenbelt land** in the borough, accepting that some land will be taken out of greenbelt in response to the need for additional development land. The Plan will be to retain the vast majority of greenbelt land, which makes up around 75% of the borough's landmass.
- **Policy CC2** confirms the expected standards for **Sustainable Design and Construction** outlining that development is expected to minimise resource and energy consumption through the inclusion of sustainable design and construction features, where this is technically feasible and viable. For housing development, energy efficiency is regulated by Building Regulations and the Policy confirms that BMBC will encourage energy efficiency that exceeds those minimum standards set out in national standards and take that into account where proposed in support of a planning application.
- **Policy GD1** sets the policy for **General Development**, confirming that development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents and that the proposed developed is compatible with neighbouring land and will not significantly prejudice the current or future use of the neighbouring land.

Various routine monitoring evidence has also informed the Strategy, including **Local Plan Monitoring Reports** and **5 Year Land Supply Note**.

**Affordable Housing Supplementary Planning Document (2022)** – The SPD offers guidance on planning contributions for affordable housing in the borough, supplementing Local Plan policy H7 Affordable Housing, with sets out that up to 30% of housing in the borough is expected for developments of 15+ units. It sets out that the Local Planning Authority encourages custom and self-build homes, and that the Council expects applicants to submit an Affordable Housing Statement setting out how they propose to deal with affordable housing before a planning application is validated. Affordable housing will usually be provided on-site and transferred to a Registered Provider, with negotiations with a Registered Provider typically held well in advance of a planning application being submitted. The Council will generally expect to see a mix of affordable property types that could include; 2, 3 and 4 bed houses along with 2+ bed level access accommodation/ bungalows and 1-2 bed flats. The SPD also outlines various other matters, including off-site provision, the transfer of free serviced land, commuted sums, s106 demands and vacant building credits.

**First Homes Technical Note (2022)** – Summarises and explains the changes brought in by the introduction of First Homes (brought about through changes to the National Planning Policy Guidance) and how this applies in Barnsley. From December 2021, a home which meets the criteria of a First Home will be considered to meet the definition of 'affordable housing' for planning purposes in Barnsley and First Homes are now required to account for at least 25% of all affordable housing units delivered by developers through planning obligations. A First Home must (a) be discounted by a minimum of 30% against the Market Value; (b) be sold to a person or persons meeting the First Homes eligibility criteria; (c) on their first sale, will have a restriction registered on the title at HM Land Registry to ensure this discount and certain other restrictions are passed on at each subsequent title transfer; and (d) after the discount has been applied, the first sale must be priced no higher than £250,000.

## Design of Housing SPD and Sustainable Construction and Climate Change Mitigation SPD (2023)

**Barnsley Health and Wellbeing Strategy (2021-2030)** – The Strategy ambition for Living Well outlines that everyone in Barnsley can access the resources they need to live a healthy life, including having access to a safe, warm and sustainable home. The strategy also confirms the Aging Well ambition for older residents being able to live independent and active lives.

**New Lettings Policy (2023/24)** - The purpose of the Lettings Policy is to set out clear guidelines to ensure that the Council’s social housing stock and nominations to Registered Providers is allocated fairly, according to housing needs of waiting list applicants and to meet the priorities of the Council. The implementation of the Council’s Lettings Policy, and the assessment and lettings functions, are delegated to Berneslai Homes as the Arm’s Length Management Organisation responsible for the management of the Council’s housing stock. The Policy itself sets out the range of principles, standards and procedures for letting Council-owned homes, including setting out the core eligibility criteria, application, assessment and allocation and lettings processes, alongside the core decisions, reviews, appeals and complaints procedures. The policy will act as a guide for the for the Barnsley Homeseeker Service.

**Barnsley Housing Strategy (2014-2033)** – the initial iteration of the borough Housing Strategy (the precursor to this updated Strategy) sets the ambition for housing in Barnsley, much of which is retained in this iteration of the Strategy.

**Barnsley Strategic Housing Market Assessment (SHMA, 2021)** – the SHMA 2020 provides current evidence to inform the five-year review of the Local Plan and this Housing Strategy. The SHMA provides detailed, robust and defensible evidence of the social, economic, housing and demographic characteristics of the borough. It provides critical housing market context, and offers a series of recommendations on the scale, dwelling type, mix and tenure of housing needed locally (both market and affordable), including housing requirement for particular groups in the borough, including older people and those with disabilities.

**Draft Lettings Policy (2023/24)** – the new Policy sets out clear guidelines to ensure that the Council’s social housing stock and nominations to Registered Providers is allocated fairly, according to housing needs of waiting list applicants and to meet the priorities of the Council. The implementation of the Council’s Lettings Policy, and the assessment and lettings functions, are delegated to Berneslai Homes as the Arm’s Length Management Organisation responsible for the management of the Council’s housing stock. The new refreshed Lettings Policy has itself largely been developed in response to the Homeless Reduction Act 2017.

**Design of New Housing SPD (2019)** – the SPD supports and provides greater detail on requirements set out in Local Plan Policies D1 (High Quality Design and Place Making) and GD1 (General Development). The SPD confirms that development should make a positive contribution to achieving qualities of

a successful place such as character, legibility, permeability and vitality and the SPD itself covers a range of matters in relation to new housing development, conversion of non-residential buildings to residential use and adapting residential properties to different house types, for example dwellings to flats and Houses in Multiple Occupation (HMO). These matters include requirements for accessible accommodation, external and internal space standards, designing out crime, landscape design and gardens, garages and parking requirements and other design factors.

**Homeless Prevention and Rough Sleeping Strategy 2023-2028** This strategy sets out our approach to tackling homelessness in Barnsley, taking a preventative, multi-agency partnership approach to help those who are homeless become more resilient and build a better future.

**Children in Care Placement Sufficiency Strategy 2023-2026** - The Strategy sets out how BMBC intends to meet its responsibilities under the Sufficiency Duty within the Children Act 1989, to ensure that there is sufficient accommodation to meet the needs of children and young people who are looked after and those leaving care. The Strategy applies when all earlier, preventive action has been taken to support children and families so that fewer children (aged 0-18) become looked after. The Strategy vision for, and approach to, providing sufficient, safe, secure and appropriate placements for children in care and young people over the next 3 years. In delivering this Strategy, BMBC seeks to ensure that (a) there is a choice of placement options and that (b) placement breakdown is reduced. The Strategy also seeks to (c) improve the integration between children in care services and universal and specialist services and (d) have lower numbers of children coming into care and, long term, significantly reduced costs.

**Health and Care Plan (2023-2025)** The Barnsley health and care plan 2023-25 sets out the priorities for the Barnsley Place Partnership that are part of delivering the vision, goals, and ambitions of the SYICP (South Yorkshire Integrated Care Partnership) and the Barnsley Health and Wellbeing Strategy.

**Health Impact Assessment for Housing Stock Report (2023)** – BRE have recently completed a condition survey and health impact assessment for the boroughs private-owned stock, identifying over 21,200 Category 1 hazards across 15,300 private homes in the borough. BRE conclude that poor condition housing is responsible for almost 1,000 harmful events requiring medical attention in the borough each year.

**Director of Public Health Annual Report (2023)** – the Annual Report, covering 2022, focusses on the impact of the Cost of Living Crisis on residents in the borough, highlighting that whilst the cost-of-living crisis is having a significant impact across the country, it is proportionately affecting boroughs like Barnsley where poverty was already increasing before the COVID-19 pandemic, worsening inequalities, and making life even harder for our poorest communities. The report outlines that uncertainty of future cost increases is set to amplify these challenges further. The report considers that whilst we can expect worsening health outcomes for our population, the reality is that the cost-of-living crisis won't affect residents equally and that those already living in the most deprived areas will feel the impact disproportionately more than others, due to a combination of rising energy prices, compounded by falling wages and already poor-quality housing. The report concludes that will lead to worsening health outcomes being felt within certain communities.



**Integrated Care Strategy for South Yorkshire (2023)** – has been developed by South Yorkshire Mayoral Combined Authority (SYMCA), NHS providers, local councils and voluntary and community organisations. Its vision for ‘everyone in South Yorkshire’s diverse communities to live happy, healthier lives for longer’ is underpinned by the strategy ambition’s goals and shared outcomes for (a) the best start in life for children and young people; (b) living healthier and longer lives; (c) improved wellbeing for those with the greatest need; (d) safe, strong and vibrant communities; and, (e) people with the skills and resources they need to thrive. The strategy confirms the impact of poor housing on health and the strategy sets out the ambition for place partnerships working together with housing providers to address key issues associated with fuel poverty, including condensation, damp and mould.

**South Yorkshire Integrated Care System Market Position Statement: Housing with Support for People with Learning Disabilities and/or Autism** – The Position Statement sets out the opportunities for developing new supported living provision and it is specifically aimed at Registered Providers but is also likely to be of interest to developers and private sector landlords. It builds on an earlier ICS Housing Needs Assessment for people with learning disabilities and/or autism which identified the demand for supported living in each authority in South Yorkshire over the next 10 years. For Barnsley, there are 139 accessible units for supported living which are owned by a number of Registered Providers. Most is in shared accommodation rather than self-contained apartments and as the accommodation is shared it can be difficult to find compatible referrals for vacancies, resulting in some long-term voids. The Position Statement then sets out a requirement for 10 new supported living units in Barnsley per year (100 over 10 years), with options for a range of models/accommodation types. Barnsley itself currently uses a framework agreement to commission care and support services for supported living and this has enabled tenancies to be separated from the support service, thereby encouraging more people down the universal route for accessing properties.

**Energy Strategy (2015-2025)** - Sets out the case for greater investment in energy, to support the strategic objectives set for (a) creating a green economy; (b) improving energy efficiency; (c) producing more low carbon energy; (d) ensuring a cleaner, lower carbon environment and (e) strengthening the resilience and sustainability of communities. In relation to housing, the Strategy sets out that UK 27% of emissions are from housing and in Barnsley, a significant proportion of the older (i.e. pre-1919) housing stock are poorly insulated with low levels of energy efficiency. Investment in improvements and maintenance to Council Housing stock means that the Borough’s social provision is relatively energy efficient, although the Strategy outlines that the real challenge lies in improving private stocks across the borough, much of which has very low SAP ratings. The Strategy outlines that the Council has and will continue to support a number of projects designed to improve the efficiency of older stock and the Strategy also sets out that BMBC will work with housing developers to encourage compliance with the Code for Sustainable Homes among new development.

**Barnsley Zero 40 / Zero 45 Programmes** - The two programmes were established in response to Barnsley Cabinet declaring a climate emergency (September 2019). To help Barnsley reduce its carbon emissions it has set the ambition that BMBC will lead by example and become net carbon Zero organisation by 2040, or earlier if possible, and the Zero 40 programme focuses on improvements in the council’s environmental performance. The Zero 45

programme seeks to ensure that the wider borough is net zero carbon by 2045, including by helping its residents, communities, partners and businesses to support Barnsley's changeover to be net zero. To deliver the programmes, BMBC has embarked on a range of projects to reduce carbon emissions, largely focussed on Energy efficiency and procurement of energy, Resource efficiency, Sustainable transport, Renewables and Decentralised heating.

**Barnsley Sustainable Energy Action Plan (SEAP 2020-2025)** - The SEAP is the first of series of five-year SEAPs that aim to deliver a Zero Carbon programme across the borough and within BMBC. It sets the aims, ambitions and emission reduction targets that will be required to meet the ambition for net Zero Carbon by 2045 (Zero45) across the borough and for BMBC to lead by example and become net zero carbon organisation by 2040 (Zero40). The SEAP confirms that domestic properties are the largest source of carbon emissions in the borough and as a leading anchor institution, BMBC will seek to use its powers and create policies to facilitate, encourage and support the reduction of emissions across the borough.

**Barneslai Homes Strategic Plan (2021-2031)** – As the leading RP for the borough, the Strategic Plan and the services delivered by Barneslai Homes is fully aligned with BMBC's Corporate Plan and the Barnsley 2030 vision. The Plan itself sets the vision for 'creating great homes and communities with the people of Barnsley' with the mission for 'Great place, great people, great company' seeking to create and develop vibrant neighbourhoods where diverse communities thrive and develop, attracting and retaining talented people, serviced by a diverse organisation. The 10-year ambitions set out in plan are for (a) Hearing customers; (b) Keeping tenants safe; (c) Improving opportunities for employment and training; (d) Technology and innovation; (e) Growth of homes and services; and (f) Zero carbon. As such, the RP is well-aligned to the values and ambitions of BMBC.