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| MEETING: | Overview and Scrutiny Committee - Growing Barnsley Workstream |
| DATE: | Tuesday 1 November 2022 |
| TIME: | 2.00 pm |
| VENUE: | Council Chamber, Barnsley Town Hall |

AGENDA

Growing Barnsley Workstream

Councillors Bowler, Cain, Clarke, Denton, Ennis OBE, Felton, Lodge, Markham, McCarthy, Peace, Webster, Wraith MBE

Administrative and Governance Issues for the Committee

1 Apologies for Absence - Parent Governor Representatives

To receive apologies for absence in accordance with Regulation 7 (6) of the Parent Governor Representatives (England) Regulations 2001.

2 Declarations of Pecuniary and Non-Pecuniary Interest

To invite Members of the Committee to make any declarations of pecuniary and non-pecuniary interest in connection with the items on this agenda.

3 Minutes of the Previous Meeting (Pages 3 - 8)

To note the minutes of the previous meeting of the Sustainable Barnsley Workstream held on 11th October 2022 (Item 3 attached).

Overview and Scrutiny Issues for the Committee

4 Affordable & Social Housing Provision in Barnsley (Pages 9 - 22)

To consider a report of the Executive Director Core Services and the Executive Director Growth & Sustainability

Enquiries to Jane Murphy/Anna Marshall, Scrutiny Officers

Email scrutiny@barnsley.gov.uk

To: Chair and Members of Overview and Scrutiny Committee:-

Councillors Ennis OBE (Chair), Bellamy, Bowler, Bowser, Cain, Clarke, Denton, Eastwood, Felton, P. Fielding, W. Fielding, Green, Hand-Davis, Hayward, Lodge, Lowe-Flello, Markham, McCarthy, Mitchell, Moyes, Newing, Osborne, Peace, Pickering, Richardson, Risebury, Shirt, Smith, Sumner, Webster, Williams, Wilson, Wraith MBE and Wray together with Statutory Co-opted Member Ms. G Carter (Parent Governor Representative)

Electronic Copies Circulated for Information

Sarah Norman, Chief Executive

Shokat Lal, Executive Director Core Services

Rob Winter, Head of Internal Audit and Risk Management

Michael Potter, Service Director, Business Improvement, HR and Communications

Sukdave Ghuman, Service Director, Law and Governance

Press

Witnesses

Item 4 - Affordable & Social Housing Provision in Barnsley (2pm)

Matt O'Neill, Executive Director Growth & Sustainability, BMBC

Kathy McArdle, Service Director Regeneration & Culture, BMBC

Sarah Cartwright, Head of Strategic Housing, Sustainability & Climate Change, BMBC

Alison Dalton, Group Leader Strategic Housing, BMBC

Amanda Garrard, Chief Executive, Berneslai Homes

Cllr Robert Frost, Cabinet Spokesperson Growth & Sustainability, BMBC

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|-----------------|---|
| MEETING: | Overview and Scrutiny Committee - Sustainable Barnsley Workstream |
| DATE: | Tuesday 11 October 2022 |
| TIME: | 2.00 pm |
| VENUE: | Council Chamber, Barnsley Town Hall |

MINUTES

Present

Councillors Ennis OBE (Chair), Bellamy, Bowler, Bowser, Eastwood, P. Fielding, W. Fielding, Hayward, Lodge, Markham, Moyes, Osborne, Peace, Richardson, Smith, Webster and Wray.

23 Apologies for Absence - Parent Governor Representatives

No apologies for absence were received in accordance with Regulation 7(6) of the Parent Governor Representative (England) Regulations 2001.

24 Declarations of Pecuniary and Non-Pecuniary Interest

Councillor Osborne declared a non-pecuniary interest in Minute No. 26 as he is the Cabinet Support Member for Regeneration and Culture, he works for Reed in Partnership as a Partnership Manager and is a member of the Berneslai Homes Board. His wife is employed as Higher Executive Officer for the DWP.

Councillor Peace declared a non-pecuniary in Minute No.26 as he works for the Department for Work and Pensions.

Councillor Lodge declared a non-pecuniary interest in Minute No. 26 as he is a Berneslai Homes Tenant.

25 Minutes of the Previous Meeting

The minutes of the meeting held on 13th September, 2022 were received.

26 Cost of Living Crisis Report

The following witnesses were welcome to the meeting:

Matt O'Neill, Executive Director Growth & Sustainability, BMBC
 Kathy McArdle, Service Director Regeneration & Culture, BMBC
 Sarah Cartwright, Head of Strategic Housing, Sustainability & Climate Change, BMBC
 Julia Burrows, Executive Director Public Health & Communities, BMBC
 Phil Hollingsworth, Service Director Stronger, Safer, Healthier Communities, BMBC
 Jayne Hellowell, Head of Commissioning, Healthier Communities, BMBC
 Councillor Robert Frost, Cabinet Spokesperson Growth & Sustainability, BMBC
 Councillor Caroline Makinson, Cabinet Spokesperson Public Health & Communities

Councillor Frost gave members of the committee a brief summary of the various grants and schemes that had been introduced in the fight against the cost of living crisis. Members were also informed of the Adult skills and community learning courses available for aiding people back into learning in order to gain qualifications to get back into work. All of the information detailed would be available on the More Money in Your Pocket website.

Julia Burrows spoke of how important it was to recognise that the council could not solve the cost of living crisis but could work together with partners to try and mitigate the impact with the resources available. It was acknowledged that Barnsley already had significant poverty in the Borough and that the cost of living crisis would exacerbate the problem making some residents more vulnerable than before. The short term response would be how to help over winter going into the long term impact

Phil Hollingsworth introduced the report, with an update to the work being undertaken in the response to the cost of living crisis including the launch of the More Money in Your Pocket website which is a one stop shop for support and guidance to residents. Members were provided with details of the government grants already received and what they were being utilised for, the work being carried out in the community and the Affordable Warmth Charter due to be launched in the Autumn.

Members heard how the forward plan strategy had been introduced with the message around the resources, grants and funding available to residents being relayed to the community through a number of avenues including frontline workers, health partners, police, community and voluntary sectors, leaflets, bookmarks in libraries and adverts in the Barnsley Chronicle.

Sarah Cartwright informed members of the resources available to all home owners and tenants including private rented and Berneslai Homes to make their homes more energy efficient.

In the ensuing discussion and in response to detailed questioning and challenge the following matters were highlighted:

The long term plans to support residents out of poverty and to reduce the number of people affected in the future included a strategic approach to help the economically inactive people gain employment by enhancing their skills. A big piece of work was being undertaken independently to look into pathways across the country and internationally in order to gain an action plan to get people back into work.

The issue around redistributing food past the 'best before' date was being addressed so as to reduce the amount of good food that goes into landfill and to instead get it to people who need it at cost. Recipes to support cooking on a low budget are available on the website.

Storehouse and Field's is a community led food pantry that offers access to good quality and affordable food each week. The aim is to develop more of these through a franchise with local community groups and to set up as many as possible to help the local communities. However, the aim was not to monopolise the market with only

Storehouse and Field franchises but there would also be support for independent schemes, of which some had already received funding and been established.

Alongside the energy crisis, there was also an expectation to see a housing crisis due to mortgage rates increasing. This would be monitored over the winter months and members were asked to help reiterate the message for anyone struggling to pay their mortgage or rent to get in touch and engage early in order to prevent homelessness.

A grant from the South Yorkshire Mayor's Office of £15,000 had been realigned in order to help the armed forces community. The More Money in Your Military Pocket campaign would be promoted with the help of Councillors and local armed forces organisations such as - Soldiers, Sailors, Airmen and Families Association (SSAFA) and the British Legion.

The National Grid and Ofgem had hinted at an energy shortage during winter raising fears around blackouts. Mitigations were in place for a crisis response, but expectations would be for a joint council and whole community approach. It was hoped that if anything so drastic were to happen, then a national alert would be given in order to plan a response.

Whilst there was no additional grant support for council and Berneslai Homes employees affected by the cost of living crisis, there was support through the More Money in Your Pocket website, information sessions for staff members, support for mental health and wellbeing and debt management. Employees were not restricted to the 3 days a week in the office, they could opt to spend 5 working days in an office or council building in order to save on energy bills at home.

The approach taken to deciding and managing which buildings would be open and operational for offering a warm place provision was being undertaken without a clear understanding of what the demand will be. Currently, existing buildings and opening hours would be utilised, with a view to flexing this offer if demand required it, and any independent community halls or venues that wished to create a provision would be welcomed in addition to the venues that the Council and Berneslai Homes' had offered.

Local elected members were in a good position to identify those residents in most need and at significant risk of being adversely affected by the crisis. Ward Alliances and Area Council's were also in a good position to identify additional residents through their Age UK, DIAL and CAB contracts. Age UK had funded some slow cookers with recipes and food packages to be handed out in addition to winter warmth packs. Some smaller independent groups had received funding to provide a hot meal once a week and cups of tea and in total had reached out to around 3,000 pensioners which was a condition of the grant.

It was identified that there were many elderly residents who would be eligible to claim pension credits who were either too proud or were not aware they could claim. In turn this could then open up avenues to other benefits.

Whilst it was positive communicating to the wider public on social media and websites, it was acknowledged that those who would be most vulnerable would

probably not have access to those platforms. Visits to large employers such as GXO had taken place and were planned, and also potentially visits to Barnsley Football Club on match days, as well as spreading the word through community groups.

It was felt that some people would be overlooked as they did not qualify for a lot of help and benefits due to owning their own homes but yet only receiving a state pension. There were warm homes grants for loft, wall and under floor insulation with a threshold of a yearly income of £30,000 available. The grants were also open to private tenants and landlords, with the expectation that private landlords would maintain properties at an EPC rating of C and above.

A significant risk was identified in care homes and how they would be able to keep the elderly residents warm with the increase in gas and electricity prices. The National Agency for Care Homes were making representations to the Government for a future funding package for care homes.

An increase in Berneslai Homes rent charges was expected with an estimated increase of between 5% and 10%. It was anticipated, but not guaranteed, that it would be around 5% as anything higher could cause tenants financial difficulties. Berneslai Homes were providing a support package of £50 per tenant to try and support people.

A significant rise in mental health issues was expected and there were concerns around how the already stretched Mental Health Service would cope. The Mental Health Partnership Board were aware of the issues on the back of the covid pandemic and risk assessments were being undertaken. Mental Health Services were being signposted through the literature available through warm spaces. It was hoped that within the warm spaces there would be an added benefit of removing some isolation for people and that communities would come together in order to help the elderly and those in need to get to those venues and access the services they would need.

RESOLVED:-

- (i) that witnesses be thanked for their attendance and contribution;
- (ii) that the report and presentation be noted;
- (iii) Witnesses to use further good practice to inform service delivery, including model Warm Space Charters from other local authorities; CILIP guidance on warm spaces; and fire safe guidance issued by the National Fire Chiefs Council to ensure the safety of residents;
- (iv) Witnesses to ensure Councillors are involved in the identification of those in need as well as support provided in their communities; and
- (v) Members to inform the Head of Commissioning of any schemes they may be aware of that have not been captured by the service.

Chair

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Item 4

Report of the Executive Director Core Services and the Executive Director Growth and Sustainability, to the Overview and Scrutiny Committee (OSC) on 1st November 2022

Affordable and Social Housing Provision in Barnsley

1.0 Introduction

- 1.1 The purpose of this report is to inform the Overview and Scrutiny Committee of the current position and future delivery of affordable and social housing provision in Barnsley. It includes an overview of the current policy requirements, data on delivery and sets out how the Council will support the future delivery of affordable and social housing provision, including the identification of key challenges.

2.0 Background

- 2.1 The National Planning Policy Framework (NPPF) requires strategic policies to set out an overall strategy for the pattern, scale, design quality of places, and make sufficient provision for housing (including affordable housing).

- 2.2 Annex 2 of the Framework sets out the definition of affordable housing as; 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) ...'

- 2.3 For clarity, definitions of 'social rent' and 'affordable rent' are set out below as per the Policy Statement on Rents for Social Housing (February 2019)¹.

- **Social Rent:** Since 2001, rents for properties let at 'social rent' (which constitute a majority of rented social housing properties) have been set based on a formula set by government. This creates a 'formula rent' for each property, which is calculated based on the relative value of the property, relative local income levels, and the size of the property. An aim of this formula-based approach is to ensure that similar rents are charged for similar social rent properties.
- **Affordable Rent:** In 2011, the government introduced 'affordable rent' which permits rents (inclusive of service charges) to be set at up to 80% of market rent (inclusive of service charges). The introduction of affordable rent made it possible to build more homes for every pound of government investment, allowing more people in housing need to have access to a good quality home at a sub-market rent. Landlords can only let new properties at affordable rent where certain conditions apply. Within the terms of the government's affordable homes programmes, existing vacant properties can be converted from social rent to affordable rent in certain circumstances.

- 2.4 In determining the level of new homes required, strategic policies should be informed by a local housing need assessment. The Strategic Housing Market Assessment (SHMA) provides detailed, robust and defensible evidence and considers the need for affordable housing and the size, type and tenure of

¹https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/781746/Policy_Statement.pdf

housing need for specific groups within the borough. It provides up to date analysis of the social, economic, housing and demographic characteristics of the area.

- 2.5 Local Plans set out the levels and types of affordable housing required on new development, and this is expected to be delivered on-site. Paragraph 65 of the NPPF confirms that 10% of the total number of affordable homes, should be available for affordable home ownership unless this would prejudice the ability to meet the identified affordable needs of specific groups.

3.0 Current Position

- 3.1 Barnsley Metropolitan Borough Council ('the Council') is committed to delivering affordable and social housing to meet the needs of the growing population.

- 3.2 This section sets out the current data monitoring, policy, and guidance position, including:

- Barnsley Council's Housing Strategy (2014-2033)
- Five Year Housing Supply Statement (December 2021)
- Barnsley Council Local Plan (2019)
- Strategic Housing Market Assessment (SHMA 2021)
- Barnsley Affordable Housing Supplementary Planning Document (SPD) 2022 and First Homes Technical Note 2022

Barnsley Council's Housing Strategy (2014-2033)

- 3.3 The Housing Strategy sets out the Council's vision, including several strategic objectives, delivery plan and key ambitions. The Strategy pre-dates the Local Plan, however, aspired to deliver 200 affordable homes per annum. The Current strategic objectives include:

- Support new housing development;
- Build high-quality, desirable and sustainable homes;
- Make best use of and improve existing stock;
- Develop strong and resilient communities; and
- Support younger, older and vulnerable people to live independently.

- 3.4 Delivery of affordable and social housing provision is a cross-cutting mechanism for realising each of the strategic objectives. Work has begun on updating the Housing Strategy to incorporate policy changes and overarching Council priorities (e.g., Barnsley 2030 themes).

- 3.5 The new ambitions will be:

- We will support sustainable housing growth to meet need
- We will make the best use of, and improve, existing housing across the borough
- We will support the development of strong and resilient communities
- We will support people to live healthy, independent lives

Five Year Housing Supply Statement (December 2021)

- 3.6 The statement provides an overview of Barnsley's five-year deliverable housing land supply from 1st April 2021-31st March 2026.

- 3.7 To '*ensure choice and competition in the market for land*', the NPPF requires local authorities to bring forward at least an additional 5% of the net housing requirement from later in the plan period. Although the Council has backlog against the annualised average local plan target of 1,134 net additional dwellings per year, housing delivery exceeds the targets contained within the housing delivery test (an annual measurement of housing delivery in the area).

Table 1: Barnsley Housing Delivery Test (HDT) Figures (January 2022)

| Year | Homes required | Homes delivered |
|--|----------------|-----------------|
| 2018-19 | 905 | 988 |
| 2019-20 | 830 | 1,055 |
| 2020-21 | 588 | 590 |
| Total | 2,323 | 2,633 |
| Housing Delivery Test Measurement | | 113% |

3.8 Barnsley is comfortably exceeding the Housing Delivery Test target. On this basis, a 5% buffer is applied to establish the 5-year housing requirement (6,880 dwellings at 1,376 per year).

3.9 The housing supply statement confirms that 7,637 net dwellings can be delivered which equates to a 5.6-year supply. This provides comfort that there is a deliverable supply of housing sites across the borough. Delivery of these housing sites include an element of affordable and social housing provision as per Local Plan Policy H7 (paragraph 3.11 below).

Barnsley Council's Local Plan (2019)

3.10 Local Plan Policy H1 seeks to achieve the completion of at least 21,546 net additional homes during the period 2014 to 2033. This gives an indicative annualised figure of 1,134 per annum (**150 affordable per annum**), an ambitious and aspirational figure which addresses housing needs and supports economic growth ambitions.

Table 2: Net Housing Completions (April 2014-March 2020)

| Year | Gross Dwellings | Dwelling Losses | Net Requirement | Net Completion | Variation | Affordable Housing Delivery | Net Completion | Variation |
|---------|-----------------|-----------------|-----------------|----------------|-----------|-----------------------------|----------------|-----------|
| 2014/15 | 644 | 22 | 1134 | 622 | -512 | 150 | 148 | -2 |
| 2015/16 | 740 | 34 | 1134 | 706 | -428 | 150 | 155 | 5 |
| 2016/17 | 872 | 16 | 1134 | 856 | -278 | 150 | 128 | -22 |
| 2017/18 | 1037 | 29 | 1134 | 1008 | -126 | 150 | 152 | 2 |
| 2018/19 | 1028 | 40 | 1134 | 988 | -146 | 150 | 107 | -43 |
| 2019/20 | 1066 | 15 | 1134 | 1051 | -83 | 150 | 28 | -122 |
| 2020/21 | 595 | 7 | 1134 | 588 | -546 | 150 | 128 | -22 |
| 2021/22 | 598 | 4 | 1134 | 594 | -540 | 150 | 25 | -125 |
| | | | | Total | -2659 | 1200 | 871 | 307 |

- 3.11 Policy H7 requires housing developments of 15 or more dwellings to provide affordable housing:
- 30% affordable housing will be expected in Penistone and Dodworth and Rural West
 - 20% affordable housing will be expected in Darton and Barugh
 - 10% affordable housing will be expected in Bolton, Goldthorpe, Thurnscoe, Hoyland, Wombwell, Darfield, North Barnsley and Royston, South Barnsley and Worsbrough and Rural East.

3.12 These percentages will be sought unless it can be demonstrated through a viability assessment that the required figure would render the scheme unviable. The developer must show that arrangements have been put in place to keep the new homes affordable.

3.13 Limited affordable housing to meet community needs may be allowed in or on the edge of villages.

Strategic Housing Market Assessment (SHMA 2021)

3.14 The SHMA identifies a 'net' affordable housing need of **190 households per annum** based on assessment of household survey evidence and further evidence from the Council's housing register.

3.15 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 considered, there is a 'net' shortfall of affordable housing of 190 households each year.

3.16 It is recommended that there is an overall affordable housing tenure split of 60% affordable rented and 40% intermediate tenure. Therefore, most of the new affordable housing delivery will be available for affordable rent.

3.17 The greatest affordable need is for 2 bed houses (38%), 3 bed houses (29.5%), 1–2-bedroom bungalows (11.4%), 2–3-bedroom flats (10%) and 1 bedroom flats (7.6%) and 3+ bedroom bungalows (2.5%). However, the ask varies by sub-market area and would depend on the opportunities and constraints of individual sites (e.g. challenging topography may prevent delivery of level-access accommodation).

3.18 The SHMA identifies that 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.

3.19 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% of all new dwellings are built to M4(2) accessible and adaptable standard. This is included in the draft Design of New Housing Development SPD which will be consulted upon shortly.

Barnsley Council Affordable Housing Supplementary Planning Document (SPD) 2022 and First Homes Technical Note 2022

3.20 The published Affordable Housing SPD and draft First Homes Technical Note set out the tenure ask for new housing developments over 15 new homes.

Table 3: Affordable Housing Tenure Split²

| Area | Local Plan Policy Requirement | Affordable Housing Tenure Split |
|--|-------------------------------|-------------------------------------|
| <ul style="list-style-type: none"> • Penistone and Dodworth • Rural West | 30% | 70% affordable homes for rent |
| | | 25% First Homes |
| | | 5% other affordable home ownership |
| <ul style="list-style-type: none"> • Darton and Barugh | 20% | 70% affordable homes for rent |
| | | 25% First Homes |
| | | 5% other affordable home ownership |
| <ul style="list-style-type: none"> • Bolton, Goldthorpe and Thurnscoe • Hoyland, • Wombwell and Darfield, • North Barnsley and Royston, • South Barnsley and Worsbrough • Rural East | 10% | 60% affordable homes for rent |
| | | 25% First Homes |
| | | 15% other affordable home ownership |

- 3.21 First Homes is the Government’s latest and preferred scheme to provide discounted homes for sale to first time buyers.
- 3.22 The new policy came into effect on 28 June 2021 with transitional arrangements for full implementation. As Barnsley Council has an adopted Local Plan (2019), the policy applies to planning applications made on or after 28th December 2021.
- 3.23 Government guidance sets out that First Homes should account for at least 25% of all affordable housing units delivered by developers through planning obligations. First Homes falls under the category ‘affordable home ownership’ and can therefore be delivered in line with the SHMA recommended tenure split for affordable housing provision. It is acknowledged that First Homes will significantly reduce the number of shared ownership properties delivered on new housing developments, however First Homes are affordable in perpetuity and therefore offer an acceptable alternative type of affordable home ownership. The number of First Homes on each new development site will be negotiated at the planning application stage and will not impact on the number of affordable homes for rent on new development sites.

4.0 Current Social Housing Stock

- 4.1 The Council has just over 18,000 council properties within the Housing Revenue Account. The diagram below highlights the current stock profile. The Council’s stock is managed by our Arms-Length Management Organisation (ALMO), Berneslai Homes, and properties are let via the Council’s Choice Based Lettings system in line with our Lettings Policy. All council properties are let at a social rent as explained in the definitions above. As at 26/09/2022, there are 8382 people on the Council’s waiting list and a property turnover of between 1000 and 1300 per year. The Council’s lettings policy is currently being reviewed with plans to amend the policy to ensure that it can better meet the needs of those in housing need, going forward. The table below shows the current stock profile of council stock.

² As per the draft First Homes Technical Note table.

Stock profile



Total Homes



18,600 homes in management

- Council Stock (18,264) 58% are houses (10,787)
70% are 3 x beds (7,451)
- Leaseholders (336) 29% are 2 x beds (3,023)



Bungalows



25% of homes are bungalows (4,664)
mainly 1 & 2 beds



Flats



16% of homes are flats (3,054)
mainly 1 & 2 beds



Designation



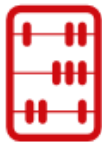
68% of homes are general needs (12,472)
32% with restrictions (5,796)
11 Independent Living Schemes with 360 flats for
over 60's



Age of stock



70% of homes were built before 1965



Attributes



743 blocks to maintain
46 community facilities
2595 garages or garage sites
32 shops in management

Council Lettings Information

4.2 In 2021, there were 1187 lets, with the majority of these in Dearne North, Monk Bretton, St Helens and Stairfoot Wards. The table below splits lets across ward and property type for 2021.

| | Central | Cudworth | Darfield | Darton East | Darton West | Dearne North | Dearne South | Dodworth | Milton | Kingstone | Monk Bretton | North East | Old Town | Penistone East | Penistone West | Rockingham | Royston | St Helens | Stairfoot | Wombwell | Worsborough | Total |
|--------------|-----------|-----------|-----------|-------------|-------------|--------------|--------------|-----------|-----------|-----------|--------------|------------|-----------|----------------|----------------|------------|-----------|-----------|------------|-----------|-------------|-------------|
| bedsit | 0 | 0 | 3 | 0 | 0 | 1 | 0 | 0 | 1 | 4 | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 1 | 0 | 1 | 13 |
| bungalow | 1 | 16 | 6 | 17 | 4 | 17 | 4 | 21 | 21 | 3 | 31 | 36 | 5 | 22 | 18 | 25 | 19 | 29 | 25 | 23 | 13 | 356 |
| house | 11 | 16 | 13 | 5 | 8 | 34 | 21 | 5 | 32 | 24 | 37 | 16 | 10 | 6 | 8 | 30 | 16 | 45 | 49 | 29 | 30 | 445 |
| flat | 26 | 20 | 16 | 7 | 0 | 28 | 14 | 3 | 10 | 35 | 24 | 13 | 28 | 4 | 9 | 16 | 18 | 24 | 38 | 7 | 33 | 373 |
| Total | 38 | 52 | 38 | 29 | 12 | 80 | 39 | 29 | 64 | 66 | 92 | 65 | 43 | 32 | 35 | 73 | 53 | 98 | 113 | 59 | 77 | 1187 |

4.3 The Table below highlights the total number of lets between 2018 and 2022 and the property type split. It should be noted that the number of relets is reducing. Thus, fewer properties are available for those in housing need.

| Property type | 2018 | 2019 | 2020 | 2021 | 2022 (to Aug 12 2022) | 2022 projected year end |
|---------------|-------------|-------------|-------------|-------------|-----------------------|-------------------------|
| bedsit | 14 | 20 | 12 | 13 | 8 | 13 |
| flat | 408 | 374 | 356 | 373 | 189 | 307 |
| bungalow | 361 | 363 | 324 | 356 | 183 | 297 |
| house | 531 | 578 | 382 | 446 | 185 | 301 |
| maisonette | 1 | 6 | 2 | 0 | 1 | 2 |
| TOTAL | 1315 | 1341 | 1076 | 1188 | 566 | 920 |

4.4 Between 2019 and 2021, the mismatch of supply vs demand for accommodation has increased. More people are bidding on fewer properties.

4.5 Average bids for properties have increased by:

| Property Type | Increase Bids % | 2019 | 2021 |
|---------------|-----------------|------|------|
| Houses | 143% | 108 | 262 |
| Flats | 105% | 24 | 49 |
| Bungalows | 76% | 41 | 72 |
| Bedsits | 67% | 15 | 25 |

4.6 Average Lettings of Property Type:

| Property Type | Reduction in Turnover % | 2019 (no of lets) | 2021 (no of lets) |
|---------------|-------------------------|-------------------|-------------------|
| Houses | 22% | 578 | 450 |
| Flats | 1.7% | 363 | 357 |
| Bungalows | 0% | 374 | 373 |
| Bedsits | 35% | 20 | 13 |

4.7 The table below highlights the shift in terms of the proportion of applicants in each band. It highlights that we have an increasing number of applicants in more need (e.g., Priority Bands 1 & 2)

| Band | 2022 | 2020 |
|-------------|-------------|-------------|
| Band 1 | 3% | 2% |
| Band 2 | 12% | 8% |
| Band 3 | 10% | 12% |
| Band 4 | 69% | 73% |
| Band 5 | 6% | 5% |

4.8 In addition to the Council-owned stock, several Registered Providers hold stock within the Borough.

Table 4: Other Registered Provider Stock at March 2022

| Housing Association | Number of Units |
|---|--------------------------|
| Together Housing Association Limited | 1168 |
| South Yorkshire Housing Association Limited | 430 |
| The Guinness Partnership Limited | 514 |
| Sanctuary Housing Association | 44 |
| Great Places Housing Association | 332 |
| Yorkshire Housing Limited | 1337 |
| Acis Group Limited | 40 |
| Sanctuary Affordable Housing Limited | 56 |
| Anchor Hanover Group | 30 |
| The Riverside Group Limited | 74 |
| Leeds and Yorkshire Housing Association Limited | 213 |
| Habinteg Housing Association Limited | 59 |
| Total Registered Provider stock | 4,573³ |

4.9 To engage with individual Registered Providers operating in the borough, the Strategic Housing and Growth Team hold House Builders and Registered Providers Forums⁴ to share key priorities and encourage keep in touch meetings to understand any issues, and their future growth aspirations in the borough.

Right to Buy

4.10 There is a continual loss of Council-owned housing stock through the sale of properties under the Right to Buy Act. Eligible tenants (secure tenancy for 3+ years) can purchase their home at a maximum discount of £87,200⁵. It should be noted that RTB losses are not accounted for in the SHMA net need in line with methodologies.

³ Includes Registered Providers with <30 units. Information provided by Homes England

⁴ House Builders and Registered Providers Forum held 28th September 2022

⁵ Discount will increase each year in April in line with the consumer price index (CPI)

Table 5: Right to Buy Losses 2017-Present

| Year | Completions |
|--------------|------------------------|
| 2017/18 | 184 |
| 2018/19 | 150 |
| 2019/20 | 148 |
| 2020/21 | 98 |
| 2021/22 | 183 |
| 2022/23 | 52 (at 21/09/22) |
| Total | 815⁶ |

5.0 Council Build/Acquisitions Programme

Council's New Build Programme

5.1 Since 2018/19, the Council has directly delivered several affordable properties through direct delivery:

- Baden Street, Worsborough - 8 x houses
- Bellbrooke Avenue, Darfield – 4 x houses
- Laithes Lane, Athersley – 7 x bungalows
- Longcar – 4 x houses

5.2 In addition, there are several schemes on-site/in the delivery pipeline:

- St Michael's – 16 x houses, apartments and bungalows
- Billingley View – 16 x houses
- Goldthorpe Market – 9 x houses and bungalows
- Goldthorpe Housing Project – 11 properties (type TBC)

5.3 The Council has also added to the Housing Revenue Account stock via an Acquisitions Programme:

- 2020-21 = 28 acquired
- 2021-22 = 14 properties acquired
- 2022-23 = TBC

6.0 Next Steps & Future Challenges

Future of Council Housing Workshop (June 2022)

6.1 In June 2022, key stakeholders met to discuss the Strategy for our social housing stock, going forward and the contribution it does/should make to affordable housing provision and growth across the borough.

6.2 Participants included:

- Berneslai Homes: Amanda Garrard (Chief Executive), Lee Winterbottom (Managing Director of Construction Services), John Dowle (Interim Head of Asset Management)
- Barnsley Council: Kathy McArdle (Service Director, Regeneration & Culture), Neil Copley (Service Director, Finance), Sarah Cartwright (Head of Strategic Housing, Sustainability & Climate Change), Alison Dalton (Group Leader Strategic Housing), Alison Rumbol (Senior Commissioning Manager-Learning Disabilities)

⁶ Figures correct at 21/09/2022

- 6.3 The purpose of the session was for Barnsley Council and Berneslai Homes to jointly explore what the future of council housing looks like for Barnsley, working towards a shared vision of the future in 10 years' time and identifying the immediate actions needed to move forward.
- 6.4 It should be noted that the Council's opportunity to invest in new council housing is, and has been, significantly constrained for several years. This is due to the availability of suitable development land in the Council's ownership, the costs associated with direct delivery in terms of both finances and resources and a lack of funding/borrowing opportunity. Whilst the Council can use Housing Revenue Account (HRA) funding, section 106 monies, Right to Buy 1-4-1 receipts and section 106 commuted sums to support development, other pressures on the HRA relating to Health and Safety, compliance and retrofit mean that there isn't sufficient funding to deliver additional units beyond the current programme which ends in 2023/24. Due to the nature of our land ownership and availability of funding, programmes have always been small-scale which create inefficiencies in both procurement and delivery. As part of the Futures Work, the Council and Berneslai Homes are thus exploring options for the future of our stock which includes both investment and disinvestment, opportunities for borrowing and takes into consideration the wider housing market, contributions that other affordable housing providers will be making to address need and any gaps in delivery that the Council could/should fill.
- 6.5 Several immediate actions were identified:
- Commission a 'mini-SHMA' which focusses on affordable and social housing stock, including the development of a dynamic model which considers population profile and trajectories, lettings policy amendments, with the option of adjusting variables to explore the impact/viability of different options.
 - Review existing data and identify any gaps.
 - Investigate/understand any headroom in the existing business plan.
 - Explore 3 potential options:
 - Growth – increasing Council housing stock
 - Maintain – replace Council housing stock that is lost through Right to Buy only
 - Contract – do not replace Council housing stock lost through Right to Buy

Affordable Housing Review

- 6.6 Subsequently, ARC4 (data and research consultants), have prepared a brief and cost plan for an Affordable Housing Review.
- 6.7 The specific objectives of the study are to:
- Provide updated granular evidence of the need for affordable housing by sub-area, type/size, general needs/older/specialist need and tenure (rented and affordable home ownership) and mismatch with supply.
 - Consider the relevance of First Homes in the Barnsley context and impact on tenure split.
 - Carry out a policy review and provide recommendations to support the delivery of affordable housing across Barnsley and in particular the need for social rented housing.
 - Consider the range of affordable dwellings on key strategic sites.
 - Carry out stakeholder discussions with Berneslai Homes and other Registered Providers on their understanding of need, current supply/need mismatches and future development strategies.
 - Consider any updated evidence on the need for M4(2) accessible and M4(3) wheelchair accessible homes in Barnsley.
- 6.8 Proposed process:
- Data gathering as per the Information and Data Request Schedule
 - Explore the policy context:
 - Housing and economic needs (with specific focus on affordable housing need);
 - Housing needs of different groups;
 - Housing for older and disabled people; and
 - Housing optional technical standards.
 - Stakeholder consultation – council officers, Berneslai Homes and other Registered Providers
 - Prices, rents and affordability (including cost of living crisis)

- Affordable housing needs modelling
- Policy recommendations e.g. considering the impact of the introduction of First Homes

Supplementary Report – Future of Council Housing

6.9 In addition to the main Affordable Housing Review, it is proposed that ARC4 prepare a separate document which specifically explores the 3 options arising from the Future of Council Housing Workshop: Expand, Maintain, Contract, for Council owned stock. This will allow informed decisions regarding the future for Council housing stock in Barnsley and the allocation of appropriate resources to support the preferred approach.

7.0 Invited Witnesses

7.1 The following witnesses have been invited to today's meeting to answer questions from the committee:-

- Matt O'Neill, Executive Director Growth & Sustainability, BMBC
- Kathy McArdle, Service Director Regeneration & Culture, BMBC
- Sarah Cartwright, Head of Strategic Housing, Sustainability & Climate Change, BMBC
- Alison Dalton, Group Leader Strategic Housing, BMBC
- Amanda Garrard, Chief Executive, Berneslai Homes
- Cllr Robert Frost, Cabinet Spokesperson Growth & Sustainability, BMBC

8.0 Possible Areas for Investigation

8.1 Members may wish to ask questions around the following areas, including the first question which was raised by the young people at a recent session the committee held with the Youth Council:-

- What is being done to meet affordable housing needs through schemes such as 'Living Over the Shop', particularly in the town centre, to support students and young people?
- What are the current key risks associated with affordable and social housing and how are these being managed?
- What key impacts has the covid pandemic and the cost-of-living crisis had on this work?
- To what degree have the strategic objectives of the Housing Strategy been met and how achievable are the new priorities? What are the barriers to success?
- How does Barnsley compare with neighbouring local authorities in terms of the supply and demand of affordable and social housing?
- How confident are you that targets can be met for the current year and do they accurately reflect need?
- How are you monitoring and measuring progress against targets and what does the governance structure look like?
- How confident are you in the accuracy of the data used to predict future housing demand requirements in terms of types of tenure? Will data from the most recent census be used to re-consider this?
- To what extent are you confident that you will be able to obtain the required funding in order to create more affordable and social housing in Barnsley?
- How do you manage conflicting priorities, eg. Retrofitting existing properties as opposed to building new properties?
- What are the most challenging elements of the Lettings Policy review?

- Other than house building, what alternative options have been considered by the Council to rebalance stock to effectively meet existing and future demand?
- How do you ensure that affordable housing remains as such in the long term?
- How are residents engaged to shape policy and plans?
- What can Members do to best support this work?

9.0 Background Papers and Useful Links

- Barnsley Council Housing Strategy 2014-2033:
<https://www.barnsley.gov.uk/media/15587/housing-strategy-2014-2033.pdf>
- Barnsley Strategic Housing Market Assessment 2021:
<https://www.barnsley.gov.uk/media/18806/barnsley-shma-final-report-2021.pdf>
- Barnsley Five Year Deliverable Housing Land Supply Report April 2021 – March 2026:
<https://www.barnsley.gov.uk/media/20485/housing-five-year-supply-note-2021-to-2026.pdf>
- Ministry of Housing, Communities and Local Government – National Planning Policy Framework:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf
- Barnsley's Local Plan:
<https://www.barnsley.gov.uk/services/planning-and-buildings/local-planning-and-development/our-local-plan/barnsleys-local-plan/>
- Barnsley Local Plan - Supplementary Planning Document on Affordable Housing:
<https://www.barnsley.gov.uk/media/15706/affordable-housing-spd.pdf>
Ministry of Housing, Communities & Local Government Policy Statement on Rents for Social Housing 2019:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/781746/Policy_Statement.pdf

10.0 Glossary

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| ALMO | Arms-Length Management Organisation |
| ARC4 | SHMA consultant specialising in housing data and research |
| HRA | Housing Revenue Account |
| NPPF | National Planning Policy Framework |
| OSC | Overview & Scrutiny Committee |
| RTB | Right to Buy |
| SHMA | Strategic Housing Market Assessment |
| SPD | Supplementary Planning Document |
| TBC | To be Confirmed |

11.0 Officer Contact

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18 October 2022

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